



Strengthening Child Rights Systems in Rehabilitation/Disaster Risk Reduction (DRR) in Haiyan-Affected Areas

Assessment of contingency, emergency, recovery, and other DRR-related policies of the provinces of Iloilo and Leyte and the municipalities of Dulag, Kananga and Concepcion

SALIGAN
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BACKGROUND

Typhoon Haiyan made landfall in the Philippines on 8 November 2013, affecting an estimated 14.1 million people across nine regions, with 4.1 million people still displaced. Government records show that over 500,000 homes were completely destroyed, suggesting that an estimated 2.68 million people are seriously affected, of whom around 1.6 million are children (PHCO Haiyan Situation Report No. 39, 23 May 2014). The response has been led by the national government and international humanitarian actors as the capacity of the local governments to respond was greatly hampered. Local civil society was also not very visible as the local non-government organizations (NGOs) themselves were also severely affected.

Six months after the typhoon, government and non-government humanitarian efforts have been focused on recovery and rehabilitation aimed at reconstruction through infrastructure development and systems strengthening. One year later, the government is armed with a master plan for rehabilitation. Amid the recovery efforts, while satisfied with the immediate response that they received, children felt that a lot more needs to be done especially in the long term. They are worried that their parents still have no stable income and not enough money to repair their homes. While happy with learning kits/educational materials, older children reported that their needs are not addressed. Children, especially girls, fear they will not finish school. There has been little access to health services/health professionals unlike in the early days of the response. Children also expressed that they want to be informed of pending typhoons, involved in the response and disaster risk reduction (DRR) activities as well as the assessments, and asked about their needs.

Save the Children observes that although infrastructure development will also benefit children (e.g. repairs, reconstruction and improvement of schools, daycare center and health facilities), children are hardly consulted and their concerns are seldom included in the rehabilitation agenda. Also, while local civil society organizations (CSOs) play a critical role in building resiliency and capacity among communities, and in delivering humanitarian services and development programs in the Haiyan-affected areas, they are not meaningfully involved in the planning process. Project CHARGE hopes to contribute to bridging these gaps by strengthening civil society networks to enable them to collaborate with government and engage the rehabilitation and DRR process.

Save the Children has engaged SALIGAN to assess contingency, emergency, recovery, and other DRR-related policies of the provinces of Iloilo and Leyte and the municipalities of Dulag, Kananga, and Concepcion, with the goal of providing recommendations to strengthen child rights systems in rehabilitation and disaster risk reduction in Haiyan-affected areas. Although the assessment focused on local policies, it integrated international and national frameworks and policies, upon which local policies were based. With the findings, analysis and recommendations generated from the various activities conducted, the project not only aims to influence the strategies and decisions at the local level but as well as national government.

The Sentro ng Alternatibong Lingap Panlegal (SALIGAN) is a legal resource non-governmental organization doing developmental legal work with various sectors, particularly towards the empowerment of women, the basic sectors, and local communities, including children through the creative use of the law and legal resources. Its programs include paralegal formation, alternative legal education, policy advocacy, strategic litigation, research, and publication. SALIGAN operates in different areas throughout the Philippines and participates in various regional and international networks in the pursuance of its goals.

For this project, SALIGAN brought its legal expertise and experience in local governance engagement and the use of people's empowerment strategies, which can be effectively applied in children's participation. As a legal resource NGO, SALIGAN utilized its knowledge and practice of policy analysis, which is the main component of this project.

POLICY ASSESSMENT TOOL¹

The assessment of the contingency, emergency, recovery, and other DRR-related policies of the provinces of Iloilo and Leyte and the municipalities of Dulag, Kananga and Concepcion is based on the following international and local frameworks and policies on DRR and related matters:

- The Hyogo Framework for Action (HFA) 2005-2015
- Children’s Charter on Disaster Risk Reduction
- United Nation’s Convention on the Rights of a Child (UNCRC)
- The Philippine Disaster Risk Reduction and Management (DRRM) Act of 2010
- The Yolanda Comprehensive Rehabilitation and Recovery Plan

In addition, the assessment considered two reports published by Save the Children containing the recommendations of the consultations conducted by several non-government organizations 30 days² and 100 days³ after Yolanda (Haiyan) struck. The tool used for the assessment therefore integrates child-focused DRR indicators into the five priorities for action under the HFA, such that:

HFA Priority for Action 1: Ensure that disaster risk reduction is a national and local priority with a strong institutional basis for implementation.

- Children are recognized in DRR structures that plan, enforce, monitor and evaluate disaster management plans and programs in the local government unit.
- Children representatives are aware of their rights and obligations of duty-bearers under the UNCRC, possess capacity on the principles of local governance and DRR legislation, and trained on identifying and reducing the risks of, and responding to, disaster.

¹ The tool was developed in March 2015. The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted on March 18, 2015. It has identified four priority areas: (1) Understanding disaster risk; (2) Strengthening disaster risk governance to manage disaster risk; (3) Investing in disaster risk reduction for resilience; and (4) Enhancing disaster preparedness for effective response, and to “Build Back Better” in recovery, rehabilitation and reconstruction. For this assessment, we decided to use the Hyogo framework because both the national and local policies are based on this. The child-focused/centered indicators in this tool can be used to assess local policies using the Sendai Framework.

² Finnegan, L., After Yolanda: What Children Think, Need and Recommend. Save the Children (2013).

³ Maloney, M., Are we there yet? Children’s view on Yolanda recovery and the road ahead. Save the Children (2014).

- Local government unit encourages and facilitates the creation of children's groups and/or CSOs advocating on DRR plans, projects and activities.
- Integrate risk reduction into local development plans, including poverty and reduction strategies.
- Resources, such as human and financial resources, for the development and implementation of disaster management policies, plans and programs are provided by the local government.

HFA Priority for Action 2: Identify, assess, and monitor disaster risks and enhance early warning.

- Develop and regularly update risk/hazard map and statistical information related to disaster management.
- Children and CSOs focused on DRR are capacitated in the identification of risks, hazards, vulnerabilities and capacities in their community.
- The local government unit has a DRR and response plan that is regularly reviewed and updated.

HFA Priority for Action 3: Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.

- DRR and climate change are part of the curriculum in formal and informal education.
- Children have access to the local government unit's DRR and response plan, and information and data relating to identified risk, hazard, vulnerabilities and capacities in every community.

HFA Priority for Action 4: Reduce the underlying risk factors.

- Sustainable use and management of the environment and the natural resources, which include approaches that incorporate DRR.
- Integrate into the DRR and response plans concerns of children particularly on health, education, protection and livelihood opportunities.

HFA Priority for Action 5: Strengthen disaster preparedness for effective response at all levels.

- The local government unit has identified evacuation routes and evacuation centers that are known to the whole community and can be safely used by children and other at-risk groups.
- Establish of early warning system that are familiar to the whole community.
- Recommendations of children are incorporated in the local government unit's DRR and response plans.

ACTIVITIES CONDUCTED

Various activities were conducted to come up with the comprehensive assessment:

Policy mapping. Policy-mapping and analysis of existing policies and frameworks in the provinces of Leyte and Iloilo and the municipalities of Dulag, Kananga and Concepcion were undertaken. The documents vary among the areas covered. A child-focused DRR tool was developed and used for the analysis of the existing policies.

Consultation-workshops. A total of 82 children (47 girls and 35 boys), 17 of them are ages 10-12 years old and 65 of them are ages 13-17 years old, from the municipalities of Dulag, Kananga and Concepcion participated in a consultation-workshop. Children shared their views during times of disaster, whether they feel safe or secure, and whether the government gives or answers their needs. The children were guided in using the UNCRC, DRR, and Climate Change Act principles, as well as other frameworks, in making their assessments and recommendations. A collective action plan for taking forward the children's recommendations was also developed. The results of this consultation-workshop were incorporated in the final policy recommendation for this project.

Capacity-building. Capacity-building of CSOs, community-based groups, and local government officials were conducted in the provinces of Leyte and Iloilo. Seventeen participants (three male and 14 female) in the Leyte activity were present, 14 of them are from CSOs and three of them are LGU officials. Twenty-one participants (11 male and 10 female) in the Iloilo activity were present, 15 of them are from CSOs and six of them are LGU officials. An orientation on the essential frameworks and principles, such

as the UNCRC, the General Measure of Implementation under the CRC, DRR and CCA, the DRRM Act, participatory governance, and child participation, was given. In addition, a session on developing child-responsive and child-focused plans and policies was conducted.

Consultation sessions. Provincial-level consultation sessions were organized with LGU officials and CSOs from Leyte and Iloilo. Eighteen participants (five male and 13 female) in the Leyte activity were present, 12 of them are from CSOs and six of them are LGU officials. Twenty-one participants (11 male and 10 female) in the Iloilo activity were present, 14 of them are from CSOs and seven of them are LGU officials. Government officials provided the necessary data and the stakeholders shared their perspectives on the extent to which the policies and plans were implemented, and their impact on children's rights. Thereafter, they formulated recommendations and collective action plans.

POLICY ASSESSMENT AND RECOMMENDATIONS

The policies of each local government unit were assessed. The complete DRRM Policy Assessment Reports of each province and municipality are in the succeeding sections with the following contents:

- Area description and demographics
- Documents (including short description) analyzed and interviews conducted, if any
- Results of the consultations with children, CSOs and LGUs
- Findings and analysis
- Recommendations

DRRM POLICY ASSESSMENT: PROVINCE OF ILOILO

Area Description and Demographics

The Province of Iloilo is a first class province, located in Western Visayas Region or Region IV. It occupies the southern and northeastern portion of Panay Island. It is bounded on the north by the Province of Capiz and Jintotolo Channel, on the south by Panay Gulf and Iloilo Strait, on the east by the Visayan Sea and Guimaras Strait and on the west by the Province of Antique.

The province has a total land area of 471, 940 hectares or 4,719.40 km. It has a total of 42 municipalities and one component city. It has a total of 1,721 barangays of which 326 and divided into five congressional districts. Iloilo City, a highly urbanized city, is the capital city of Iloilo. Iloilo province is known as “the food basket and rice granary of Western Visayas”⁴

As of the 2010 census, Iloilo Province including Iloilo City has a population of 2,230,195. It has the second largest population among the provinces of Region IV. According to Philippine Statistics Office, the median age of the population of the province was 24.6 years, which means that half of the population was younger than 24.6 years. This is higher than the median age of 22.2 years that was recorded in 2000. Moreover, 31.4 percent of the household population were under 15 years old. Children aged 5 to 9 years (10.6 percent) comprised the largest age group, followed by those in the age groups 10 to 14 years (10.5 percent) and 0 to 4 years and 15 to 19 years (10.3 percent each).

Almost one-third of the province is considered flat. The highest peak is Mt. Baloy in Lambunao which is 1,728 meters above sea level. Mt. Inaman in Maasin is 1,350 and Mt. Igdalig in Igbaras in 1,288 meters above sea level. A belt of hills with varying heights from 90 to 100 meters above sea level is found in the greater part of the northeastern section of the province bordering Capiz. About 159 rivers and creeks traverse the entire province and these are identified as possible sources of potable and irrigation water.

⁴ Provincial Disaster Risk Reduction and Management Programs and Activities, Iloilo Province

Major rivers that provide water for the both irrigation and potable use are Jalaur River, Suage River, Tigum River, Aganan River, Serruco River and Iloilo Estuary.

Iloilo has two types of climate. The southern portion has two pronounced season: dry from December to June and wet from July to November. Rains associated with the southwest monsoon come as early as May, with July to September as the wettest months. Its north-eastern part is relatively dry from November to April and wet the rest of the year. The mountain range running north to south of Panay Island shields the northeastern areas from the southwest monsoon. November and December are the wettest months, brought about by the prevailing north-east wind.

Located in the path of turbulent and destructive cyclones, its coastline of 17 municipalities makes it particularly vulnerable to tsunamis and storm surges that endanger coastal communities.

In addition, Iloilo is straddled by an active fault so-called *South-West Panay Fault* whose movements cause earthquakes and landslides. It has two under-study inactive volcanoes. One is nestled between the three mountains of Mt. Agbulawan, Mt. Turuturuan and Mt. Igdagmay with its crater well-known as Tinagong Dagat, a lake on top of the mountain in the Municipality of Lambunao and central-part of Iloilo, and Mt. Manaphag, an inland mountain in the Municipality of Concepcion in the northern part of Iloilo.

It is therefore not a surprise that Iloilo plays host to various kinds of hazards, among them tropical cyclones, floods, storm surges, earthquakes and landslides. With the occurrence of these hazards, vulnerable communities may be devastated and human lives endangered.

The United Nations Disaster Assessment and Coordination (UNDAC) in Region VI reports that Iloilo province accounts for 42 percent of affected persons in Western Visayas with 674,719 persons (138,620 families) by Haiyan. The province was placed under a state of national calamity on 11 November. The worst affected are the poorer municipalities located along the northeastern most coastlines of Iloilo, Carles, Estancia, Batad, San Dionisio, Sara, and Concepcion—all belonging to Iloilo's Fifth Congressional district. Fishing villages along the coastlines of Iloilo were wiped out. Small island villages were cut off from the mainland. Many houses were completely destroyed in addition to over 70,000 partially damaged structures (72,493 destroyed and 73,142

partially damaged). Emergency shelter, food, and livelihood support were urgently needed.⁵

With the extensive damage taken by schools, children have been out of classes and have not yet been able to resume daily activities, further delaying their capacity to process grief and loss; as such, many children were observed to be closed off and withdrawn.

Documents Analyzed

The Provincial Disaster Risk Reduction and Management Council (PDRRMC) of Iloilo through the PDRRM Office published a comprehensive document known as the *Provincial Disaster Risk Reduction and Management Programs and Activities*, which includes the following:

- EO 094, Series of 2010 – An Order Strengthening the PDRRM and Management Program and Organizing the PDRRMC in the Province of Iloilo
- Appropriation Ordinance No. 2011-08, Series of 2011 (Institutionalizing DRRMO: Sec. 10, No. 9 - Provincial Disaster Risk Reduction and Management Office, etc. are hereby created and appropriated a corresponding funding.)
- Resolution No. 2011-022 – Resolution authorizing the Gov. Arthur D. Defensor, Sr. to represent and to sign, for and in behalf of the province of Iloilo, the Memorandum of Agreement (MOA) with the National Economic Development Authority (NEDA), integrating disaster risk reduction and climate change adaptation (DRR/CCA) in local development planning and decision-making processes, subject to all terms and conditions stipulated therein.
- Resolution No. 2011-415 – Resolution approving the Annual Investment Program (AIP) of the Province of Iloilo for calendar year 2012
- Resolution No. 01, Series of 2013 (Rehabilitation Plans on the sectors of: 1) Economic, 2) Social Services and Infrastructure
- Disaster Risk Reduction and Management Plan “OPLAN PANGAMAN” (PDRRMC)

⁵Typhoon Yolanda (Haiyan) Post Disaster Rapid Needs Assessment, A report from Adventist Dev't and Relief Agency Int'l. (ADRA)

- Res. No. 04, Series of 2010
- IEC and Advocacy Plan (DRRMC Res. No. 05, Series of 2010)
- Tropical Cyclone Preparedness Plan (DRRMC Res. No. 02, Series of 2011)
- Response Plan
- Contingency Plan on Flood (DRRMC Res. No. 4, Series of 2011)
- Pre-Disaster Recovery Plan (Including Business Contingency Plan) (DRRMC Res. No. 5, Series of 2011)
- Annual Investment Plan (AIP) of other offices with related programs on DRRM
- Maps (hazard, vulnerability, capacity and resource)

- Database on elements at risk

Results of Consultations

With children. During the child right orientation session, children were asked who is considered a child. Most gave themselves as answers, citing age, lack of maturity, playfulness, and dependence on parents as their common characteristics.

The discussion on child rights centered on the four principles of child rights, wherein participants were actively engaged and expressed their views. It was noted during the discussion that children have the right to nutritious food, and be healthy. According to the participants, children have the right to ask questions not only in the classroom setting but also in other instances, especially when their individual rights are at risk of being violated.

In the session referred to as ‘Finding your safe place,’ children were asked about their safe place and instructed to draw and present it to the plenary. To conclude the consultations, children formulated their recommendations on securing their safe places towards preventing another Haiyan.

Some of their recommendations included organizing a clean-up drive and reviving the Sangguniang Kabataan so that children can better connect with the government, especially the Department of Social Welfare and Development (DSWD). According to them, it would be easier to communicate their needs during disasters given an organization or office like the SK.

The children also raised the addition of barangay tanods to facilitate quicker response, and the organization of seminars to teach them how to avoid risks during emergencies.

Funds allocated for DRR should also be released and utilized for the right programs. They said that the student government warrants support to promote awareness at this level. More scholarship grants can be provisioned to contribute to learning. They added that the 1 percent allocation to youth projects and programs in the total budget should be used.

Corruption affects service delivery to communities in the government, as well as differing political affiliations, and should be eliminated. At the same time, readiness must be pursued not just during the state of emergency but on a daily basis.

The release of the calamity fund was also raised, as well as the restoration of damaged infrastructure.

With civil society organizations and local officials. The collective action planning of the Municipality of Concepcion identified the following activities: conduct of risk mapping and assessment involving children; review of Children's Code; school-based IEC; conduct of DRR/CCA Summit; creation of social media accounts purposely for DRRM (Facebook and Twitter); conduct of annual drills and simulation activities on schools; creation of Pool of Trainors (Children, Youth, Women, etc.); organization of school-based and Barangay Youth Volunteers; training of Teachers on DRR/CCA integration in school curriculum; conduct of school-based contingency planning; construction of vulnerable sector-friendly evacuation center; and a special cash for work program for students.

Findings and Analysis

HFA Priority for Action 1: Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

First, the Provincial Disaster Risk Reduction and Management Council (PDRRMC) of Iloilo through the Disaster Risk Reduction and Management Office (DRRMO) published

a comprehensive document known as the *Provincial Disaster Risk Reduction and Management Programs and Activities*, comprised of four thematic areas, such as mitigation and prevention, preparedness, response, recovery and rehabilitation. This shows that Iloilo responded to the national mandates to institutionalize the DRR in the decision-making and local legislative processes.

Second, while there is no express provision in the E.O. No. 094, series of 2010⁶ that recognizes children in DRR structures and considers them in the planning, monitoring, and evaluation of DRR plans prior to the sector's involvement through the Sangguniang Kabataan (SK) representative, the province has other ways to consult them.

The province issued policies, plans and provided the budget for it. The PDRRMC approved the implementation of "Oplan Pangaman"⁷, the disaster risk reduction and management plan, to ensure effective and efficient implementation of civil protection program through an integrated, multi-sectoral and community-based approach and strategies for the protection and preservation of life, property, culture and environment.

Third, there is no provision in the policies obtained during the mapping that refer to the recognition of children as well as their presence in DRR structures to implement the plans, including monitoring and evaluation. As one of the key members of the community, the voice of children must always be taken into the consideration by the local government unit to ensure their welfare and best interest. Thus, while not explicitly stated in the Executive Order No. 094, Series of 2010, children were acknowledged in crafting policies, planning and monitoring of programs and activities related to DRR.

Finally, units and task forces were created to fully implement the DRRM program wherein the Liga ng mga Barangay, SK (Youth), Association of Daycare Workers were identified as members. Their participation in the meetings is an indication that children in the community may be consulted.⁸

In addition, the EO does not expressly provide a mechanism or provision for children consultation and monitoring in the implementation and management of plans but the

⁶E.O. 094, Series of 2010 – An Order Strengthening the PDRRM and Management Program and Organizing the PDRRMC in the Province of Iloilo

⁷PDRRMC Res. No. 04, series of 2010 - Disaster Risk Reduction and Management Plan "OPLAN PANGAMAN"

⁸PDRRMC Res. No. 04, series of 2010 - Disaster Risk Reduction and Management Plan "OPLAN PANGAMAN"

Provincial government enumerated different programs supported by the LDRRMC to strengthen the DRRM and CCA programs of the local government units. Some of the programs include:

- Conduct of PDRRMC meetings
- Conduct of workshop planning
- Capacity-building

Moreover, there are four representatives from the accredited CSOs in the PDRRMC. Other units instituted under PDRRMC are the Evacuation Unit, with the Department of Education as the head with the Provincial Social Welfare and Development Office (PSWDO), SK and Daycare Association. Their mandate is to coordinate with the PDRRMC and the DepEd in order to determine in advance the evacuation sites for all types of disaster. Save the Children with other NGOs was a member of the Relief Unit of PDRRMC.

Based on the EO creating and strengthening the Provincial Disaster Risk Reduction and Management Council of Iloilo, the SK federation president is the youth representative in the Council being a regular member. Now through the integration and mainstreaming of DRR and CCA in decision-making and local processes such as enactment of ordinances and other issuances, development plans, programs and activities were instituted regularly. In addition, other groups and organizations provide trainings and seminars for vulnerable sectors like children, using a child rights based-approach focused on DRR and CCA.

Except for being regular members and representatives of Civil Society Organizations in the Provincial Disaster Risk Reduction and Management Council as mandated in RA 10121, there is no provision in the local policies encouraging the creation of children's groups or CSOs advocating DRR. But as agents of change, the CSOs and LGUs must be partners in making a community resilient to any risk and hazards.

On January 18, 2011, the Sangguniang Panlalawigan issued a Resolution No. 2011-022, series of 2011 authorizing Hon. Governor Arthur D. Defensor, Sr. to sign a Memorandum of Agreement with the National Economic Development Authority (NEDA) for the integration of the DRRM and Climate Change Adaptation in local development planning and decision-making processes.

The DRR has been integrated in the annual investment plan of the province, with the Disaster Risk Reduction Management Council crafting a provincial disaster risk reduction and management program focused on the institutional capabilities, capacity building, risk reduction, quick response and rehabilitations of programs and projects for resiliency purposes. Other department and offices in the provincial level focused their annual investment plans on disaster risk reduction and management.

Other findings that warrant attention include:

- The Province is mainstreaming DRRM programs and projects through functional DRRMC, appropriating funds, approved plans, capacity development activities and partnership mechanism with NGO's and private sectors;
- All local government units (100%) in the Province have constituted their respective Disaster Risk Reduction and Management Councils (PDRRMC).
- The province of Iloilo institutionalized DRRMO's under the RA 10121 it has 53.4% Disaster Risk reduction and Management Councils were institutionalized either through an Ordinance passed by the Local Sanggunian or Executive Orders issued by the Local Chief Executive. Or out of 44 barangay 23 of them has DRRMO's.
- NGOs, POs, Women, Youth and others are represented in the PDRRMOs.
- DRRM mainstreamed in the Provincial Annual Investment Plan, approved by the Sangguniang Panlalawigan of Iloilo per SP Resolution No. 2011-415, series of 2011.

The Provincial Disaster Risk Reduction and Management Council (PDRRMC) headed by its Governor, fully supports the disaster risk reduction and management and climate change adaptation programs, plans and activities. In 2011, the Disaster Risk Reduction and Management Office (DRRMO) and five permanent positions were created through the Appropriation Ordinance No. 2011-08, Series of 2011⁹, and appropriated funding as follows:

- Provincial Government Department Head – PDRRMO
- Supervising Administrative Officer, Administrative and Training Division – PDRRMO
- Supervising Administrative Officer, Research and Planning Division – PDRRMO
- Administrative Assistant III, Research and Planning Division – PDRRMO
- Administrative Aide IV – PDRRMO

Since then, the Province of Iloilo allotted a portion of its annual budget for the implementation of plans, programs and activities on DRR and CCA through the office of DRRMO. The PDRRMC issued the “Oplan Pangaman”, the DRR plans of the province which consisted of different units to fully implement its mandates, such as the communication and warning system, transportation, evacuation, health, search and rescue, among others.

HFA Priority for Action 2: Identify, assess, and monitor disaster risks and enhance early warning.

The Provincial Disaster Risk Reduction and Management Council through the PDRRMO published a two-volume Provincial Disaster Risk Reduction and Management Programs and Activities, which includes the following:

- Background and Maps of the province
- Natural hazards in the province of Iloilo
- Hydro-meteorological hazards

⁹Annex B-Appropriation Ordinance No. 2011-08, Series of 2011 (Institutionalizing DRRMO: Sec. 10, No. 9 - Provincial Disaster Risk Reduction and Management Office, etc. are hereby created and appropriated a corresponding funding.)

- Hazards associated with Thunderstorm
- Rain-induced landslide hazard map
- Geo-hazard assessment of Iloilo
- Municipalities vulnerable to flooding
- Municipalities vulnerable to storm surge
- Human-induced hazards in Iloilo
- Technological hazards
- Vulnerability maps
- Capacity and resource maps
- Hospital referral network
- Capacity map of PNP provincial office and mobile groups in the province of Iloilo
- Capacity map of military installations in the Province of Iloilo

Iloilo institutionalized its DRRMO through the enactment of Appropriation Ordinance No. 2011-08, series of 2011, to manage the office and regularly review and update the plans, if necessary. The creation of PDRRMO office as a department includes the creation of department head position and the following: (1) Supervising Administrative Officer, Admin and Training Division; (2) Supervising Administrative Officer, Research and Planning; (3) Administrative Assistant III, Research and Planning Division; and (4) Administrative Aide IV. The team of PDRRMO Iloilo regularly reviews all plans relating to DRR.

The Executive Order does not have any provision for the creation of a risk map but the PDRRMC implemented the different maps for preparation of their community. However, there is no indication that children were consulted. There is no indication that their views were taken into account in developing the DRR and rehabilitation plan as well.

HFA Priority for Action 3: Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.

Although national issuances require the integration of DRR and climate change as part of the curriculum in formal and informal education, local documents obtained do not indicate as such. Local government conducts information education campaigns and awareness-raising at the barangay level. It is the function of the municipal level to conduct capacity-building and seminars to popularize the DRR and CCA.

The provincial government included in their plans the capacity-building for the offices and staff tasked to implement the DRR plans, programs and activities. Municipal government adapted the IEC campaigns and seminars and training related to DRR and CCA.

Moreover, the PDRRM Office is accessible to everyone including children in the provision of DRR and response plans, data and documents relating to risk and hazard. The province has institutionalized the DRRM Office. The province mainstreamed DRR and CCA in some municipalities through the enactment of ordinances or issuance of an EO to create to Local Disaster Risk Reduction and Management Office with appropriation to fully implement its mandate.

All data, plans and programs are available as well.

HFA Priority for Action 4: Reduce the underlying risk factors

In the case of Iloilo, the Sangguniang Panlalawigan Resolution No. 2011-022, series of 2011 authorized Gov. Defensor to sign the Memorandum of Agreement with the National Economic Development Authority (NEDA) in the integration of the DRRM and Climate Change adaptation local development planning and decision-making processes.

The annual investment plan of the province includes the development of local disaster risk reduction and management programs such as assessment and planning and preparation of contingency plans, health disaster preparedness and response system, capacity building, risk reduction, and quick response.

However, there is no indication that these were either prepared or reviewed with the participation of children's groups or even other civil society groups.

HFA Priority for Action 5: Strengthen disaster preparedness for effective response at all levels.

The PDRRMC adopted the flood warning and response activities under its approved Contingency Plan on Flood. It also adapted the threshold for warning on rainfall intensities and flood warning protocol provided by Pag-asa and the local flood system under “Oplan Pangaman.” But there is no provision expressly allowing the children to participate in determining the evacuation routes and center.

In the case of Iloilo, the provincial government established an early warning system for rain and flood. There are 12 location sites where Hybrid Monitoring Equipment installed by the DOST last 2012. DOST installed automatic weather stations, automatic rain gauge and water level sensor. Municipality of Dumangas installed a community based flood early warning system.

Through the Provincial Disaster Coordinating Council, there have been flood early warning mechanisms benefiting barangays along Aganan-Tigum-Jaro Rivers, which include building resiliency of barangays and an evacuation plan template.

The evacuation plan provides for giving utmost priority to the elderly, disabled, sick, new born/lactating mothers and their babies, pregnant women and children.

However, there is no indication that children were consulted and their views considered in the preparation of DRR and recovery plans.

Recommendations

- Propose to the Sangguniang Panlalawigan to enact an ordinance providing or allowing children’s participation in local governance or amend the children’s code by incorporating provisions on child participation in local process.
- Ensure the mandatory requirement of consultation with children in crafting plans, programs, activity, responses, early warning system and other documents related to DRR and CCA.
- Encourage the organization of children, youth and other groups and provide a mechanism for their accreditation in the local government unit to ensure the representation in different special bodies.

- Encourage the enactment of an ordinance to give permanence to the Local Disaster Risk Reduction and Management Council (LDRRMC) and allocate funds for the institutionalization of its mandates.
- Amend the EO creating the PDRRMC of Iloilo to provide for the inclusion of children representatives as the new regular member and ensure that their voices are considered in the decision-making process regarding DRRM.
- Consider children in planning to generate child-friendly plans, programs and activities by the LGUs through the LDRRMC, which is empowered to decide on the programs, projects and activities suitable to their community.
- Enact and issue a policy through the Sangguniang Panalawigan or the Governor requiring all barangays in the province to institutionalize the Barangay Disaster Risk Reduction and Management Committee and require the Barangay Development Council (BDC) to conduct a consultation with children in the process of developing DRRM plans.
- Create a community-based and child-centered DRRM Plan covering four aspects, namely: disaster preparedness, response, prevention and mitigation, and rehabilitation and recovery.
- Incorporate child rights systems in the DRR-CCA plans to maximize gains, including the conduct of follow-up meetings, consultations and planning workshops to mainstream child participation in the local process. CSOs should monitor whether the issues presented by the children were addressed and verify whether local DRR programs have been implemented.
- Consider children's needs and recommendations in the process of assessing and formulating policies and plans related to DRR, recovery and plans of the local government units.

To make the identification, assessment, and monitoring of disaster risks child rights sensitive, and to take into account children's rights in enhancing early warning system

- Conduct risk mapping and assessment with the participation of children.
- Review the Children's Code to incorporate the DRR-CCA child rights based approach.
- Implement a school-based IEC and develop an early warning system to be implemented in the school levels, which differs from the community warning

system. Conduct annual drills and simulation activities in schools and school-based contingency planning.

- Develop a program on capacity-building for children and assign a member of the pool of trainers to disseminate DRR and CCA information for the children and youth.
- Construct of child-friendly evacuation centers for vulnerable sectors like children.

In the use of knowledge, innovation, and education to build a culture of safety and resilience at all levels in the context of child's rights in disaster risk reduction

- Build a transparency board to post the existing DRR plans, policies including programs and activities by the LGU to make it accessible to the people especially children.
- Develop a program for children's organizations to prepare their resilience in any calamity.
- Issue a resolution by the PDRRMC requiring the inclusion in the curriculum of schools disaster risk reduction in the context of child rights for elementary and high school levels.
- Encourage volunteers from the children's sector in each municipality to help in the information dissemination campaign of the province in order to build a safe place for every community.
- Publish child-friendly IEC materials by the DRRMO for awareness-raising on DRR and CCA concepts to reduce the community's vulnerability to risks and hazards.

To reduce underlying risks factors, particularly to children in the community

- Include in the DRRM plans, programs and activities to reduce vulnerability to risks or hazards by the PDRRMO, such as: tree planting, urban gardening, waste composting, and the like.
- Enact or adapt the environmental code with the DRR approach.
- Enact an ordinance to strengthen the health systems and health literacy programs in all barangays.

- Ensure the supply of stocks of basic medicine by the PDRRMO to avoid shortages.
- Ensure the implementation of plans, projects and activities after incorporation of DRRM plan to the AIP.

To strengthen disaster preparedness of children and for effective response at all levels

- Amend existing policies by the provincial government to require consultation with children in the identification of evacuation routes and centers.
- Enhance the existing warning system to make it child-friendly.
- Propose a policy that would require, as part of the process in developing and preparing the DRR plan and response plan, consultation of children especially on matters affecting them.

DRRM POLICY ASSESSMENT: PROVINCE OF LEYTE

Area Description and Demographics

The Province of Leyte is one of the six (6) provinces of Region VIII or the Eastern Visayas. It is bounded by the Province of Biliran in the north, the San Juanico Strait and the island of Samar in the east, the Visayan and Ormoc Seas in the west, and the Province of Southern Leyte in the south, as stated in its PDRRMC Plan 2012.

Leyte's total land area is 5,712.80 square kilometers or 571,280 hectares. It is the largest province in the Eastern Visayas region (Region VIII), comprises 25.47% of the region's total land area of 22,427.60 square kilometers.

It has a total population of 1,722,036 according to the CY 2007 Census of Population. It is the most populated province in Region VIII inasmuch as 44.01% of the total regional population is in Leyte. Its population density in CY 2007 stood at 301 persons per square kilometer, greater than the region's population density (174 persons per square kilometer) and the country's population density (295 persons per square kilometer).

Based on the 2000 census of population, the Province registered a population of 1.5 million. Of this figure, 808,913 were men and 779,678 were women. The age group of 5-9 years old was the largest among men of 113,056 while the age group of 10-14 years old numbering 107,021 was the largest among the women.

Leyte is a first class province with 40 municipalities and three cities, two of which are administratively independent of the province. Ormoc City is an independent component city, while the capital, Tacloban (which is also the regional capital of the Eastern Visayas region) was declared a highly-urbanized city in 2008. Both cities govern themselves independently of the province. Baybay regained its city status following the reversal of the Supreme Court decision dated December 22, 2009. Leyte is comprised of 1,641 barangays, majority of which (1,258 or 76.7 percent of the total) are rural and the remaining 383 or 23.3 percent are urban.

Its economy is characterized as a mixture of agriculture, fishing, industrial, energy and mining. Rice is farmed in the lowland plains areas specifically those around Tacloban,

while coconut farming, is the main cash crop in upland and mountainous areas. Sugarcane plantation is no. 1 produce in Ormoc City. Since Leyte is an island province, fishing is a major source of livelihood among coastal residents.

The province is the site of the largest geothermal plant in Asia, making it one of the resource-rich provinces of the Philippines. Excess energy of the numerous powerplants in the geothermal valley that generate electricity is supplied to the national grid that adds to the energy demand in Luzon and Mindanao. Mining industry has started to pick up in the province with the exploration in MacArthur. The iron smelting in Isabel has been operational for more than 20 years since its inception.]

Its special economic zone at the municipality of Isabel houses the existing Leyte Industrial Development Estate (LIDE) with an area of 435 hectares of which the 80-hectare portion is still open to investors, according to the PDRRMC Plan 2012. LIDE is home to two (2) heavy industries, namely: (1) the Philippine Associated Smelting and Refining Corporation (PASAR) copper plant; and (2) the Philippine Phosphatic Fertilizer Corporation (PhilPhos) plant. PASAR produces over 172,000 metric tons of copper cathodes every year. These products are being shipped to international importers in Japan, Taiwan, South Korea, China and the Southeast Asia. PASAR's by-products are ore metal, sulfuric acid and selenium powder. On the other hand, PhilPhos produces phosphatic fertilizers which are exported to Vietnam and Southeast Asian countries. It also produces some 600 to 900 metric tons of gypsum per year as by-product.

Another major Special Ecozone in the Province of Leyte is the Leyte Information Communication Technology (ICoT) Park consisting of 36,305 square meters and located at Barangay Pawing in the municipality of Palo. Created in 2005, ICoT is home to APAC Customer Services, Inc. which is the first international call center in Region VIII and the AMA Computer and Learning Center. APAC presently employs some 1,000 workers and will soon expand its operation to 2,000 work stations. Also housed at the ICoT Park is the Technology Business Incubator (TBI), an ICT-based industry which provides assistance to would-be entrepreneurs on ICT by providing space and equipment facilities, business development and technical services.

The following section on the effects of Yolanda are culled from *The Typhoon 'Yolanda' Experience of Leyte, Philippines and the Recovery Strategy of Eastern Visayas State University*, a study presented during the 19th National Educators' Assembly for

Environmental Protection and Management under the theme, "*Recent Philippine Disasters and Government's Response: Typhoon Yolanda: Leyte Experience*" last July 10-11, 2014 at the CamSur Water Sports Complex in Pili, Camarines Sur. Sponsored by the Philippine Association of Tertiary-Level Education Institutions in Environmental Protection and Management (PATLEPAM), it was authored by Dr. Dominador O. Aguirre, Jr. and Professor Gerry B. de Cadiz of the Eastern Visayas State University in Tacloban City.

The total damage incurred from Typhoon Yolanda by the Province of Leyte based on initial damage reports of both the provincial local government and the various municipalities was estimated at P9.411 billion (Petilla, 2014).

The greater bulk of the damage at 96.52 percent or P9.083 billion covers the damage to and destruction of the various municipalities in the following sectors, namely: (1) agriculture - P3.371 billion, (2) environment - P118.2 million, (3) infrastructure - P5.089 billion, and (4) houses/dwellings - P504.290 million.

The remaining 3.48 percent or P327,690,061.83 was the cost of damage to the Province's funded infrastructure facilities at 3.01 percent (P283.423 million) and the hospital equipment estimated at 0.47 percent (44.266 million). The extent of damage caused by Typhoon Yolanda in the municipalities of the Province is categorized as follows as reported by the Provincial Social Welfare and Development (PSWDO):

A total of 399,473 families of 1,900,810 persons comprised the population affected by Typhoon Yolanda. The incidence of casualties reached a total number of 4,744; injured persons accounted for 16,996, and 1,484 were reported missing. The city of Tacloban and the municipalities of Palo and Tanauan topped the list with the highest number of casualties, missing and injured persons.

More than the great casualty incidence, the super typhoon rendered 183,756 families totally homeless and 155,723 families with partially damaged homes aside from a completely wrecked towns and cities and brought damage to both the public and private resources and assets resulting to infrastructure gridlocks and economic setbacks. According to NDRRMC Situation Report as of December 12, 2013, a total of 4.2 million people (850,080 families) in the six provinces comprised of seven cities, 137 municipalities and 4,387 barangays in Eastern Visayas.

Documents Analyzed

The analysis of documents and interviews with the key persons listed was undertaken:

- Resolution No. 2015-164 – A Resolution Approving on First, Second and Third and Final Readings, Provincial ordinance No. 2015-01, Entitles; “An Ordinance Creating the Provincial Disaster Risk Reduction and Management Office of the Province of Leyte and Appropriating Funds therefore.”
- Provincial Ordinance No. 2015-01 – An Ordinance Creating the Provincial Disaster Risk Reduction and Management Office of the Province of Leyte and Appropriating Funds Therefore
- Disaster Risk Reduction Climate Change Adaptation – Enhanced Provincial Development and Physical Framework Plan (2011-2016) (mixed paged pdf so I havent been able to make much sense of this document)
- Provincial Disaster Risk Reduction and Management (PDRRM) Plan 2012-2016 (as of Jan 25, 2013)
- Provincial Nutrition Action Plan (2013? File date created/modified March 4, 2013)
- Cora M. Alvero, PPDC, Province of Leyte
- Aristeo Fe C. Jimenez, In-charge of Planning & Statistics, (OIC April 13-17, 2015 PSWDO)
- Sarah H. Manlicoban, Social Worker, PSWDO
- Engr. Arvin Monge, OIC PDRRMO, Provincial Engineers Office

Results of consultations

With civil society organizations and local officials. During the consultation session on children’s rights and local level DRRM policies and plans, participants shared their experiences and plans on the DRRM policies of the Municipalities of Dulag and Kananga, as well as the Province of Leyte.

Among the general observations is the lack of awareness on Yolanda. They said that while they have previously crafted a disaster plan, there were no contingency options given inefficiencies and gaps.

The lack of a permanent MDRRMO was also cited, in addition to the shortage of funds.

According to them, they have been enhancing the existing disaster plans that were formulated prior to Yolanda.

The activity also included a “Formulation of a Collective Action Plan” by the participants.

Since majority of the attendees were Warays, creative ways to communicate each topic in a simpler manner were employed.

As a result, the participants were able to make an action plan that incorporated the children’s rights perspective.

It was noted that each municipality struggled with specific and separate concerns and problems on their respective DRR plans. However, they recognize the role of CSOs as partners in easing their load and assisting them with their expertise.

A national forum was raised as the next step to raise the issues anew so that the gaps identified can be addressed.

Findings and analysis

HFA Priority for Action 1: Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

The ordinance creating the PDRRMO was only created in 2015 and thus, considered post-Yolanda legislation. This has not yet been implemented although there is a point person in charge in the interim. As such, there is just one person currently representing this office. This ordinance institutionalizes DRR but implementation remains pending.

The ordinance creating the PDRRMO enumerates the mandate of the office, its sections and divisions, the name of the positions and their job descriptions, the office address, budget and appropriation.

However, in the whole document, the word ‘children’ appears only twice, specifically in the section on the functions and responsibilities of the office.

The ordinance mandates that the office “respond to and manage the adverse effects or emergencies and carry out recovery activities in the affected areas/ensuring that there is an efficient mechanism for immediate recovery of food, shelter and medical supplies for women and children, endeavor to create a special place where internally-displaced mothers and children can find help with breastfeeding, feed and care for babies and give support to each other.” In this provision, children are recognized as a vulnerable sector but they are not part of the structures per se. Children are seen as beneficiaries of the PDRRMO but not as participants to DRRM.

Nowhere else are children mentioned although in some provisions, there is a reference to the mobilization of “CSOs, private groups and organized volunteer groups”, which technically could include children and their representatives, in the conduct of “continuous disaster monitoring... for the protection and preservation of life and properties during emergencies....”

The same groups are also mentioned in relation to “mechanisms for partnerships and networking”. Again, there is no explicit mention or recognition of children.

There is no specific mandate on child/children representatives in the ordinance creating the PDRRMO. None of the job descriptions require that the positions be filled by a child advocate or representative, nor are there specific provisions that those who occupy the position be aware of UNCRC (in any capacity). The UNCRC is not mentioned in this document even in the whereas clauses. This is worth mentioning because, to reiterate, this is post-Haiyan legislation and by this time, lessons should have already been learned on the importance of including children, not just as beneficiaries of DRRM.

While the ordinance on the PDRRMO is mandated to “develop(s), strengthen(s) and operationaliz(es) mechanisms for partnerships or networking with the private sector, CSOs, and volunteer groups,” it does not specifically target children, although it may be implied whether intentionally or not that children’s groups could take part.

The province of Leyte has a Provincial Nutrition Action Plan that starts with a comprehensive provincial profile including hazards and constraints. The problem tree of the PNAP identified poverty as the main cause of the malnutrition. However, there was no attempt at all to correlate the risks/hazards with poverty. Strategies and interventions in the workplan were generalized, with no indication that the risk assessment was used as a lens in choosing the enabling mechanisms.

Nonetheless, the new ordinance on the PDRRMO mandates the formulation and implementation of a comprehensive and integral DRRM Plan in accordance with the national, regional and provincial frameworks, and policies on DRR, in close coordination with the Provincial Development Council.

The maintenance and other operating expenses of the PDRRMO in Leyte are charged against the General Fund, including the, in the annual budget of the province.

There is also a provision appropriating PhP 90,750,000 for the maintenance and other operating expenses for 2015.

HFA Priority for Action 2: Identify, assess, and monitor disaster risks and enhance early warning.

In Leyte, the PDRRMO is mandated to consolidate local disaster risk information which includes natural hazards, vulnerabilities, and climate change risks, and maintain a local risk map. It is the task of the Research and Planning Division to formulate a risk and resources map, in addition to making periodic updates.

While there is no explicit provision to capacitate children, part of the duties of the Information and Training Division is to assist private organizations in the conduct of disaster-related training activities.

The Disaster Risk Reduction Climate Change Adaptation-Enhanced Provincial Development and Physical Framework Plan and the Provincial Disaster Risk Reduction and Management (PDRRM) Plan 2012-2016 (as of January 25, 2013), in spite of their intensive analysis and maps, graphs and other details, are both pre-Yolanda documents. How these document fared *vis a vis* the Yolanda response is still being analyzed.

HFA Priority for Action 3: Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.

There is no specific provision mandating the integration of DRR and CC in the curriculum in formal and informal education. The PDRRMO is mandated to organize and conduct training, orientation, and knowledge management activities on disaster risk reduction and management. The Information and Training Division is tasked to formulate seminars/skills training modules, prepare handouts, manuals and pamphlets for training and seminars, among other activities.

The Disaster Risk Reduction Climate Change Adaptation-Enhanced Provincial Development and Physical Framework Plan (2011-2016), Provincial Disaster Risk Reduction and Management (PDRRM) Plan 2012-2016 and the Provincial Nutrition Action Plan are public documents that were easily accessible, as copies were granted on the same day upon requests from the the LGU officials. However, the quality of the file copies provided was a concern—pages were not in sequence and parts of the text were not clear. The PDRRM Plan, on the other hand and the PNAP, were shared immediately in electronic form during the consultations.

HFA Priority for Action 4: Reduce the underlying risk factors

The vision of the PDRRMC Plan is a “progressive province with empowered people, living in a sustainable environment with safer, adaptive and disaster resilient communities”. As such, the Environmental and Natural resources Office has specific tasks for the pre/during/post disaster phases.

It includes mitigation activities such as:

- Identification of communities for possible occurrence of different types of disaster
- Formulation and receives contingency plans
- Reconnaissance and violation of flood prone areas for clearing debris
- Step up preparedness through the creation of ENRO’s Emergency Action Team (EAT)
- Coordination and networking with other members of PDRRMCs

- Information, Education Campaign (IEC) to “would-be-affected” communities
- EAT for emergency response to disaster and calamities distress call During Disaster Phase

On health. One of the PDRRMO’s functions is to “respond to and manage the adverse effects of emergencies and carry out recovery activities in the affected area, ensuring that there is an efficient mechanism for immediate delivery of food, shelter and medical supplies for women and children, endeavor to create a special place where internally-displaced mothers and children can find help with breastfeeding, feed and care for their babies and give support to each other.”

On education. Aside from having the DepEd as a member of the Plans and Operations Unit, there is no particular indication that the DRR and response plan integrated the concerns of children on education. This may be because the interventions have likely been devolved to the lower LGU.

On livelihood. There are activities/projects to provide livelihood skills trainings in disaster affected communities but they are not specifically targeted to children.

On security. There are also no provisions on security, aside from membership of the police/security service in the Councils.

HFA Priority for Action 5: Strengthen disaster preparedness for effective response at all levels.

One of the impacts identified by the Province’s Disaster Prevention and Mitigation Work and Financial Plan (for 2013) is “vulnerable population and properties are protected from disasters and the adverse effects of climate change”. The expected outcome would be for identified population in municipalities most vulnerable to multiple hazards be capacitated and become more aware on disaster preparedness. In this section, the LGU designed activities for the development of IEC materials, conduct of awareness and advocacy campaigns and enhancement seminars for staff/rescue teams. However, none of the activities seems to be designed to particularly target children as the audience or beneficiary of the information.

Leyte's PDRRMO is mandated to operate a multi-hazard early warning system, link to disaster risk reduction to provide accurate and timely advice to national or local emergency response organizations and to the general public through diverse mass media, particularly radio, landline communication, and technologies for communication within rural communities.

Furthermore, there is no indication that children were consulted in the preparation of the LGU's DRR and response plans.

Recommendations

From the CSO consultations

- Revise or enhance to include children, given no programs in DRRM Plans were directed to the sector based on the review of the PDRRM
- Consult children on DRRM/CCA Plans.
- Promote inclusion of DRR knowledge at school (primary/secondary) through engagement and collaboration with the DepEd
- Formulate and implement barangay-based disaster education through formal and non-formal means while prioritizing children Include specific programs that demand commitment among public authorities regarding DRR/CCA Child Rights.
- Involve religious organization/sectors and religious leaders.

On the program of project and activities

- Conduct orientation workshop on DRR/CCA among department heads, staff and personnel to include other stakeholders.
- Conduct regular meetings and other coordination activities.
- Conduct enhancement trainings for PDRRM members and staff of the PDRRM office.
- Provide technical assistance on the preparation of the MDRRM, MSWM, MGAD, and MFLU Plans.
- Construct gabions, include embankment protection for the river system.
- Reproduce and distribute IEC materials in hazard-prone areas.
- Conduct awareness and advocacy campaigns.

On HFA Priority for Action 1

Formulate DRR Plans for children as recommended by CSOs, which they found as a gap in the PDRRM Plan. However, beyond having plans for children, it is advised that child participation be institutionalized as well. Children should be part of the planning process. They should be consulted and given the opportunity to create DRR plans themselves.

On HFA Priority for Action 2

Present age-appropriate information aside from channelling it through various media technologies. The PDRRMO mandate to provide early warning system through various media platforms is commendable but it is recommended that the form of the information should also be sensitive to various audiences in each medium.

On HFA Priority for Action 3

Promote barangay-based disaster education that implements formal and non-formal means while prioritizing children, according to CSOs. They further recommend that specific programs/policies be made to compel public authorities to create DRR/CCA programs that require children participation. The inclusion of DRR/CCA in the formal and informal school curriculum should also be encouraged.

On HFA Priority for Action 4

Focus on “reduced vulnerability and exposure of communities to all hazards,” identified in the Province’s Disaster Prevention and Mitigation Work and Financial Plan (for 2013), as one of its impacts, with the (expected) outcome of DRR/CCA being mainstreamed and integrated in the PDPFP, Annual Budget, Annual Investment Program and other similar development plans of the Province. These must include activities such as trainings for PDRRMO staff and construction of gabions, embankment protection of river systems of Leyte.

On HFA Priority for Action 5

Specify children as targeted program beneficiaries because their needs differ from adults, even as they are identified among other vulnerable sectors. More importantly, children should be able to participate in the planning and decision-making processes for DRRM. This can contribute to a more effective response at all levels, noting that children comprise a considerable number of the population.

DRRM POLICY ASSESSMENT: MUNICIPALITY OF DULAG, LEYTE

Area description and demographics

Dulag, a municipality of the Province of Leyte, is a coastal town 36 kilometers south of Tacloban. It is a 3rd class municipality of 11,007 hectares of land area and a home for about 53,386 (2013 Actual Survey according to LGU Profile of Dulag's MDRRM and CCA Plan 2014-2016) Dulagnons.

Known as "Liberation Town," it has survived and risen from the World War II ruins. The name Dulag may have been derived from the German word "gulag" which means the pivotal center for interrogation by authorities. This has probably been used to name the town which in the past was the pivotal center of trade and industry in the eastern part of Leyte, where domestic and foreign vessels docked at its seaport bringing foreigners to barter abaca, copra, tobacco, rice, wine and others. Large warehouses lined the coastal shores of Dulag. This promoted trade activities of nearby towns whose goods were shipped through Dulag to foreign shores.

Documents Analyzed

Information was provided by the Municipal Hall of Dulag with the analysis of documents on DRR and Yolanda, and interviews with the key persons listed:

- 2011-2013 Municipal Disaster Risk Reduction Management and Climate Change Adaptation Plan of Dulag
- 2014-2016 Municipal Disaster Risk Reduction Management and Climate Change Adaptation Plan of Dulag
- Annexes to the 2011-2013 document:
- Executive Order No 12, Series of 2010 – An Order Creating the Municipal Disaster Risk Reduction and Management Council (MDRRMC)
- Executive Order No. 08, Series of 2012 – An Order Reorganizing the Municipal Disaster Risk Reduction and Management Council (MDRRMC) of the Municipality of Dulag
- Ordinance No. 2007-111 – Strengthening the Disaster Coordinating Councils in every Barangay of the Municipality of Dulag for the Integrated Disaster Management Program for the Municipality
- Resolution No. 2012-58 – A Resolution Approving the Municipal Disaster Risk Reduction Management and Climate Change Adaptation Plan (MDRRMP)
- Ordinance No. 2011-IV – An Ordinance Institutionalizing the Disaster Risk Reduction and Management System in the Municipality of Dulag, Leyte and providing funds thereof
- Resolution No. 2010-37 – A Resolution Authorizing the Local Chief Executive, Hon. Manuel Sia Que to Enter into a Memorandum of Agreement with the German Agency for Technical Cooperation (GTZ) for the Establishment of Local Flood early Warning System in the Daguitan Watershed
- Resolution No 2014-130 – A Resolution Adopting the Disaster Risk Reduction Management and Climate Change Adaptation Plan of the Local Government Unit of Dulag, Leyte
- Resolution No. 2013-31 – A Resolution Authorizing the Local Chief Executive Hon, Manuel Sia Que to Represent and to Sign for and In Behalf of the Local Government Unit of Dulag, Leyte all Memoranda of Understanding/Agreement Relative to the Implementation of Projects/Programs on Disaster Response Specifically on Relief, Recovery, Rehabilitation and Reconstruction Operations
- 2015 Annual Investment Plan
- Restoration and Rehabilitation Plan (2014) (tables, hard copy)
- Recovery and Rehabilitation Plan (2014? Revised 2015?) (soft copy)
- Engr. Restituto Polilio, Jr Executive Assistant (to the Mayor)/ General Services Officer Designate

- Ms. Bernardita Lacbayo, Point Person for DRRM and Municipal Population Officer
- Engr Manuel M. Garcia, Municipal Planning & Development Office

Results of consultations

With children. The activity yielded diverse inputs from the participants themselves. It was found that children want a separate (and dedicated) evacuation center. This would be a permanent structure made of heavy materials, ie steel and concrete, as they described.

In addition, children believe that government officials, primarily the Mayor and Barangay Captain, are instrumental to fulfilling their safe space being the main duty bearers. Next would be the priest and teachers.

In the absence of a separate evacuation center, the children believe that the church is the next alternative. The use of schools seems to be the last resort.

Children recognize the hazards in the community, citing building in danger zones as an example, and are aware that some safe spaces may be in private properties.

As children, they believe that they can contribute to DRRM by keeping the environment clean and healthy through proper garbage disposal and tree planting.

As a collective action, most would want to write to their Mayors regarding their idea of a safe space. Others would like to inform the proper authorities by forming organizations and staging demonstrations.

Findings and analysis

HFA Priority for Action 1: Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

The DRRMS Ordinance is a law institutionalizing disaster risk reduction and management system (and providing funds thereof) in the municipality of Dulag. The

existence of an ordinance is a first step towards localizing the national DRRM Act of 2010 which in turn was the national government's response to the Hyogo Framework.

The word "children" appears in this ordinance (DRRMS) exactly once throughout the whole document, and it is under the definition of vulnerable and marginalized sectors. There are implied spaces where children can be engaged but nothing explicitly stated. Their participation is also not directly solicited.

A Children's Code was only recently approved in August 2014 which casts doubts on its implementation. Interviews with various officials of the local government show that all children's concerns are referred to the MSWDO. The MSWDO is part of the Dulag Disaster Risk Reduction and Management Council. Although the law may have assumed that the people sitting on the council are capacitated due to their respective offices, there is no specified qualifications for those who will be filling the positions in the DRRMO despite the extensive list of duties of the office. There is also no explicit provision that requires the members of both council and office to be capacitated in fulfilling their duties either under the UNCRC, local governance or DRR legislation.

Similarly, there are no direct provisions encouraging and facilitating the creation of children's groups or CSOs advocating on DRR plans, projects and activities. The closest would be the DRRMO's mandate to develop, strengthen and operate mechanisms for partnership or networking with the private sector, CSOs, and volunteer groups. There is also a provision on the accreditation, Mobilization and Protection of Disaster Volunteers, which is a process under RA 10121.

On the other hand, it is within the DRRMO's mandate to formulate and implement a comprehensive and integrated Local Disaster Risk Reduction Management Plan in accordance with the national, regional and provincial framework, and policies on disaster risk reduction in close coordination with the local development councils (LDCs).

There is a provision for the Local Disaster Risk Reduction and Management Fund. The current Local Calamity Fund was amended as the LDRRMF. This not less than 5 percent of the estimated revenue from regular sources; 30 percent is allocated to the Quick Response Fund.

HFA Priority for Action 2: Identify, assess, and monitor disaster risks and enhance early warning.

According to the DRRMS, it is the mandate of the DRRMO to identify, assess and manage the hazards, vulnerabilities and risks that may occur in the locality.

There is a fairly comprehensive risk profile in the Municipal Disaster Risk Reduction Management and Climate Change Adaptation Plan.

In the situational analysis under Disaster Prevention and Mitigation, identified weaknesses included the health of children, the sub-par student-classroom ratio and pre-elementary and daycare facilities.

Under the chapter on Disaster Prevention and Mitigation, an identified output was “DRRM-CCA mainstreamed and integrated in local and sectoral development policies.” Among the outcomes cited is to “reduce vulnerability and exposure of communities to all hazards.”

Under the chapter on Disaster Rehabilitation and Recovery is the establishment of inclusive Crisis Intervention Center, also known as the “Child-friendly space.”

On Disaster Preparedness, one of the targets noted was the “increased and strengthened capacities of communities to anticipate, cope and recover from negative impacts of emergency occurrence and disaster.” However, none of the activities targeted children.

The Municipal Disaster Risk Reduction Management and Climate Change Adaptation Plan has been updated only once since Typhoon Haiyan.

HFA Priority for Action 3: Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.

There is no reference to DRR and CC being included in the curriculum in formal and informal education.

The local government of Dulag has a monthly meeting with the CSOs/NGOs/private sector working in post-Haiyan efforts. Immediately after Haiyan, these meetings were held bi-monthly. There is a centrally coordinated response and all DRR-related information can be accessed through this meeting or through coordination with the Mayor's office.

HFA Priority for Action 4: Reduce the underlying risk factors.

On health. Aside from delivering basic primary health care services, it was a priority to restore sustainable delivery of maternal child health in eight barangays, sustain facility-based delivery, and reduce malnutrition from 10 to 5 percent by the end of 2014.

On education. A majority of the rehabilitation budget was allocated to the restoration of school buildings, exemplifying considerable effort to ensure classrooms remain conducive to learning.

On livelihood. The recovery and rehabilitation plan on the economy did not identify which activities concerned children. It mostly cited the restoration of fish cages, distribution of animals to farmers, and the like. However, based on an interview with the MSWDO, there is reportedly a program where the animals (ruminants) were distributed to out-of-school children as part of their livelihood program.

On security. There doesn't seem to be any section on security in the municipality of Dulag, suggesting that this may not be a particular issue of the municipality rather than an oversight. What may be related to security would be the repair of the PNP building, Bureau of Fire Protection, and the supply of electricity to various barangays.

On basic services. The plan for the restoration and the continuation of the delivery of basic services was designed to benefit families. Although there was no specific mention of children's needs and concerns, it may be assumed that some may be addressed and benefit them indirectly.

HFA Priority for Action 5: Strengthen disaster preparedness for effective response at all levels.

The MDRCCA Plan indicates the “enhanced capacities of communities to cope and reduce their risk to impacts of hazards” as an outcome as well as the expected output of “community-based and scientific DRRM-CCA assessment, mapping, analysis and monitoring conducted.” Part of the activities is listing the most vulnerable persons in every barangay, which may include children.

It is the mandate of the MDRRMO to operate a multi-hazard early warning system, linked to disaster risk reduction to provide accurate and timely advice to national or local emergency response organizations and to the general public, through diverse mass media, particularly radio, landline communications, and technologies for communication within rural communities.

The chapter on Disaster Response of the MDRCCA Plan covers the provision of areas for breastfeeding at Evacuation Centers.

Recommendations

From the CSO consultations

- Provide child-friendly early warning system, such as the Church Bell or Kuratong.
- Purchase vehicle intended for emergency purposes.
- Identify safe evacuation center with complete facilities.
- Organize farmers and fisher folks.
- Conduct training for high-value crop farming.

From the LGU consultations

- Train parents/caregivers to handle children in emergency (PES, EPPS)
- Involve youth organizations in disaster preparedness training.
- Establish additional CFS-trained facilitators.
- Establish one-stop shop service.
- Reactivate the LCPC and BCPC.

On HFA Priority for Action 1

Children shouldn't be limited to the definition of "vulnerable sector." Child participation in all aspects of life especially institutionalized policies on DRR, is vital to a stronger policy. Their inclusion in the DRRMC would ensure that the policies formulated in the future would be more inclusive, and the DRRMO can better realize its mandate. The absence of child participation is an obvious gap.

The LGU recommends reactivating the LCPC and BCPC, as well as establishing a one-stop shop service.

On HFA Priority for Action 2

There is a fairly comprehensive risk profile in the Municipal Disaster Risk Reduction Management and Climate Change Adaptation Plan. The situational analysis was intended as an analysis of cross-cutting concerns including being 'child-friendly.' However, one gap is the lack of children's consultation in developing this risk profile. The profile could be improved with the input of the children on identifying the hazards from their perspective.

The CSOs recommended that a child-friendly early warning system be developed, examples of which would be church bells, kuratong, among others, and the identification of safe evacuation centers with complete facilities.

On HFA Priority for Action 3

The Local Board on Education with the DepEd may take the lead in developing modules in DRR and CCA to be included in the curriculum of both formal and informal education.

The LGU also recommends the involvement of youth organizations in disaster preparedness training, as well as the provision of training be given to parents/caregivers on handling children in emergency.

On HFA Priority for Action 4

The strongest recommendation on this priority area comes from the children themselves. Children recognize the hazards in the community, citing building in danger zones as an example, and are aware that some safe spaces may be in private properties. As children they believe that they can contribute to DRRM by keeping the environment clean and healthy through activities like proper garbage disposal and tree planting.

On HFA Priority for Action 5

There is a fairly comprehensive risk profile in the Municipal Disaster Risk Reduction Management and Climate Change Adaptation Plan. The recommendation is to make the contents of this document more accessible to the public by rendering some parts into posters and informing the constituents about the risks they face.

The CSOs recommended that a child-friendly early warning system be developed, examples of which would be church bells and the kuratong. They also suggest the identification of save evacuation centers with complete facilities.

DRRM POLICY ASSESSMENT: MUNICIPALITY OF KANANGA, LEYTE

Area Description and Demographics

Kananga is a first class municipality in the province of Leyte, Philippines with an area of 14, 420 hectares¹⁰. It was created through Republic Act No. 542 on July 17, 1950 from the barrios of Lonoy, Kananga, Rizal, Tugbong, Montebello, Aguiting, Agayayan, Montealegre, Libungao, Naghalin, and Masarayag, which all used to be part of Ormoc City¹¹.

As of May 1, 2010, it has a population of 48,027 people¹². Majority of Kananga's economic activity has historically been concentrated in agriculture. Some are engaged in commerce and trade since the town is geographically close to commercially progressive nearby city, Ormoc City and coastal town of Palompon, Leyte. The town's main crops are coconut (niyog) and rice (palay)¹³.

Kananga is composed of 23 barangays and the incumbent Mayor is Elmer C. Codilla.

Documents Analyzed

- Kananga's Post Yolanda Rehabilitation Plan¹⁴
- 2014 AIP¹⁵
- 2014 Executive Order No. LE-11-14 creating the MDRRMC¹⁶.

¹⁰ <http://www.nscb.gov.ph/activestats/psgc/municipality.asp?muncode=083726000®code=08&provcode=37;>

Accessed on 15 June 2015, 1:38 PM

¹¹ <http://philippinelaw.info/statutes/ra542.html>; Accessed on 15 June 2015, 2:02 PM

¹² Ibid.

¹³ https://en.wikipedia.org/wiki/Kananga,_Leyte; Accessed on 15 June 2015, 1:57 PM

¹⁴ We obtained it from the MPD Office of Kananga

¹⁵ Ibid.

- DRRM Ordinance No. 19L.11-13¹⁷
- 2015 MDRRMO Plan¹⁸ and risk map¹⁹
- 2015 AIP (unable to access due to damaged file)

Results of consultations

With children. Guide questions relating to what they consider as a ‘safe place’ generated varied responses and recommendations. Some wanted the barangay as their first option to respond to their needs. They also cited the need for a system to consult children. Coordinating relations with the proper authorities must also be tasked to an organization comprised of children. Funds for programs to benefit the sector were also noted.

With civil society organizations and local government officials. In order to prepare the participants and refresh their memories, a recapitulation of the UNCRC, DRR, and CCA principles was conducted. Afterwards, the local government officials were asked to share their DRRM and CCA policies, plans, and initiatives in order to make the CSOs aware thereof for their analysis and comments.

One of the questions asked was, “In making your DRR Plans, were children considered?” A presentation of the “Sharing of Children’s Recommendations based on the Policy Analysis and Children Consultations” followed. Then, the CSO participants shared their experiences and plans on the DRRM policies of Kananga. Finally, for the meat of the activity, the participants were asked to formulate an action plan which incorporates the children’s recommendations

Among the observations made is the lack of representation among CSOs and children. The mission itself was also deemed as not child-focused. In addition, schools were not

¹⁶ We obtained it from the MDRRM Office of Kananga

¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ Ibid.

included in the preparedness plans, especially activities related to disasters. Monthly meetings were also not on the calendar.

To address these issues, they recommended adding representatives among CSOs and children to the MDRRMC. It was also considered imperative to make the latter's mission both child-friendly and child-focused. Aside from including schools in the disaster preparedness activities of the community, crafting a work and financial plan and scheduling regular meetings every month were also crucial to sustain such initiatives.

For its part, the LGU collectively advised the conduct of training to parents/caregivers on handling children in emergency. Youth organizations should also be involved in disaster preparedness training. The addition of CFS-trained facilitators and the establishment of a one-stop shop service were further prescribed by the group, as well as the reactivation of the LCPC and BCPC.

Findings and Analysis

HFA Priority for Action 1: Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

The DRRM Ordinance provides for membership in the MDRRMC of four accredited Civil CSO as well as two representatives from Sangguniang Bayan (SB), one of which preferably should be the Chairperson of the Committee on Women and Children²⁰.

It also provides for participation in the BDRRM Committee of at least two CSO representatives of the most vulnerable and marginalized group in the Barangay²¹. On the other hand, the EO indicates the creation of offices designating the head of the MSWDO, and two District Supervisors of the DepEd as members of the MDRRMC²². These members may, in some situations or issues, have direct contact with children, but

²⁰ Ordinance No. 19L.11-13, Sec. 6

²¹ Ibid, Sec 13

²² E.O. No. LE-11-14, Sec 2

the DRRM Ordinance and EO do not have any provisions which expressly and specifically recognize children's participation in DRR structures.

Section 14 of the DRRM Ordinance provides an instruction to the MDRRM Officer, BDRRM Committee, and SK Councils to encourage community, specifically youth, participation in disaster risk reduction activities, such as organizing quick response groups, as well as the inclusion of disaster risk reduction and management programs as part of the SK programs and projects. Nonetheless, by virtue of RA 10656, the SK Elections is postponed until the last Monday of October 2016. Thus, aside from participation in quick response, there are no other provisions providing particularly for a space wherein children can participate in disaster risk reduction.

The DRRM Ordinance and the EO do not specifically provide for a duty and function of children in the MDRRMC and Barangay Development Council (BDC), and do not expressly impose upon the MDRRMC and BDC a duty to consult with children on matters affecting them.

Although the Post-Yolanda Rehabilitation Plan includes the construction of a community shelter, infrastructure components such as repair of schools, health centers, and daycare centers, and utilities component such as repair of water system, and communication system, there is no indication that children were consulted in the decision-making process.

Moreover, aside from providing membership of CSOs and persons which may open a space for representation of children, the DRRM Ordinance and EO do not directly and expressly provide a mechanism wherein children can voice out their rights, needs, and recommendations.

Although the DRRM Ordinance cites working together with the BDRRM Committee to organize and conduct training, orientation, and knowledge management activities on DRRM at the local level²³ as one of the functions of the MDRRMO, and the 2015 MDRRM Plan provides a budget of PhP 500,000 for capability building and training including simulation drills, there is no express provision in the DRR Ordinance, EO,

²³ Ordinance No. 19L.11-13, Sec. 10(4)

2014 AIP, 2015 MDRRM Plan and Post-Yolanda Rehabilitation Plan on capacity-building specifically for children representatives on the principles of local governance and capacity and skills development on DRRM.

In the DRR Documents, there is no express or written mandate encouraging the creation of children's groups or CSOs advocating for DRR. Also, the documents gathered do not show that children's groups or CSOs are aware of DRR, or are actively participating and/or lobbying for DRR plans, projects, and activities.

The DRRM Ordinance and EO do not expressly mandate the integration of child-focused DRR and response plan into local development plans and other planning documents.

Also, there is no provision mandating the Local Government Unit Department Heads to work with child-centered agencies.

There were funds allocated for construction of community shelters and repair of infrastructures beneficial to children under the Post-Yolanda Rehabilitation plan and 2014 AIP. A budget for capability-building and training/simulation drills, rehabilitation of the MDRRM Command Center, and purchase of rescue equipment and vehicle is also included in the 2015 MDRRM Plan, and the possible source of funds is indicated. However, the allocation and budget do not include capacity building and skills enhancement for children's groups and CSOs. Further, there is no express provision providing that the said funds are accessible to children's groups or CSOs

In addition, the DRRM Ordinance expressly provides that 5 percent of the estimated revenue from regular sources shall be set aside as the LDRRMF to support DRRM activities. Thirty percent of which shall be allocated for Quick Response Fund or stand-by fund for relief and recovery programs, while the remaining 70 percent shall be for personal services and MOOE of the MDRRMC²⁴.

²⁴ Ordinance No. 19L.11-13, Sec. 20

HFA Priority for Action 2: Identify, assess, and monitor disaster risks and enhance early warning.

The DRRM Ordinance has a provision on the creation of a risk map through the functions attached to the research and planning staff²⁵ at the municipal and barangay level as well, through the functions attached to the MDRRM Officer working together with the BDC²⁶. Also, it provides that the research and planning staff is tasked to collect data concerning the vulnerable marginalized groups that face higher exposure to disaster risk and poverty including but not limited to women, children, elderly, differently-abled people. In addition, the 2015 MDRRM Plan provides a budget for procurement of automated weather station, communication equipment, and municipal-wide information drive on DRR and CCA and printing of IEC materials.

However, there is no indication that the children were consulted regarding the creation a risk map. Also, aside from the clear functions of the research and planning staff, there is no indication that the views of children were ever taken into account in developing the 2015 MDRRM and Post-Yolanda Rehabilitation Plans.

Lastly, the risk map is not child-friendly and it does not reflect the special needs of children, although it is available and accessible to the public for awareness.

The DRRM Ordinance indicates that it is the function of the DRRMO at the municipal and barangay level working together with the BDRRM Committee to organize and conduct training, orientation and knowledge management activities on DRRM at the local level as well as to identify, assess and manage hazards, vulnerabilities and risks that may occur in the locality and disseminate the same²⁷, and the 2015 MDRRM Plan provides a budget for capability building and training/simulation drills. However, both documents do not provide for the capacity and skills training of children and CSOs on the following: identification of risks, hazards, vulnerabilities and capacities in their community; and recording, analysis and dissemination of information and data on community hazards, risk and impacts of disaster.

²⁵ Ordinance No. 19L.11-13, Sec. 9.C

²⁶ Ibid, Sec 10(3)

²⁷ Ordinance No. 19L.11-13, Sec. 10(4 and 9)

There is no indication that the DRRM Ordinance, EO, 2014 AIP, 2015 MDRRM Plan, and Post-Yolanda Rehabilitation Plan were developed and adopted upon consultation of, or with the participation of children's groups.

While the DRRM Ordinance does not expressly address the needs of children, the 2014 AIP and the Post-Yolanda Rehabilitation Plan provide for the repair of community shelters, school buildings, health centers, and daycare centers which are beneficial to the sector.

Lastly, the DRRM Ordinance provides that it is the function of the MDRRM Council to approve, monitor, and evaluate the implementation of the MDRRMPs and regularly review and test the plan consistent with other national and local planning programs, but it did not specify how regular the review and test of the plan should be.

HFA Priority for Action 3: Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.

The DRRM Ordinance does not indicate that there is a mandate to integrate DRR and Climate Change subjects in the curriculum for formal/informal education. However, the DRRMO at the municipal and barangay level working together with the BDRRM Committee are tasked to conduct awareness-raising in community, and the 2015 MDRRM Plan provides for a budget for a municipal-wide information drive on DRR and CCA and the printing of IEC materials.

The DRRM Ordinance, EO, 2015 MDRRM Plan, and Post-Yolanda Rehabilitation Plan are accessible to children since these are considered as public documents, but there is no provision in the DRR Ordinance emphasizing access for public view.

Further, the DRRM Ordinance provides that it is the function of the DRRMO at the municipal and barangay level working together with the BDRRM Committee to organize and conduct training, orientation and knowledge management activities on DRRM at the local level²⁸, but it does not specify targeted participants among those who are most

²⁸ Ordinance No. 19L.11-13, Sec. 10(4)

vulnerable to risk on account of their disability, age, gender, social status and those living in remote areas.

HFA Priority for Action 4: Reduce the underlying risk factors.

The 2014 AIP and the Post Yolanda Rehabilitation Plan allocated funds for the repair of solid waste recovery building, repair of flood control, and spill way which may help reduce vulnerability to risk factors, and the 2015 MDRRM Plan provides for a budget for declogging of drainage canals, rehabilitation of irrigation canals, and reforestation, dredging of riverbeds, and construction of flood control. However, there is no indication that these were drawn with the participation of or after consultation with children's groups or CSOs.

On health. Except for the repair of the barangay health center, the budget in the 2014 AIP for purchase of hospital and medical equipment, and the budget for purchase of medicines under the 2015 MDRRM Plan, there is no mandate in the DRRM Ordinance and EO requiring the Department of Health (DoH) to strengthen the health systems and create child health information and health literacy programs in all Yolanda-affected areas.

Neither the DRRM Ordinance nor the EO contain any provision requiring the DoH to conduct a review of the impact of Yolanda on health care service usage; on demand for medicine; and on accessibility of clinics before and after the disaster.

Lastly, the DRRM Ordinance provides that it is also the function of the DRRMO at the municipal and barangay level working together with the BDRRM Committee to respond to and manage the adverse effects of emergencies and carry out recovery activities in the affected area, ensuring that there is an efficient mechanism for immediate delivery of food, shelter and medical supplies for women and children, endeavor to create a special place where internally displaced mothers can find help with breastfeeding, feed and care for their babies and give support to each other²⁹. Thus, this can serve as a mechanism to ensure that basic medicine stocks are replenished where they are found to be in shortage considering that the 2015 MDRRM Plan provides a budget for the purchase of medicines.

²⁹ Ordinance No. 19L.11-13, Sec. 10(16)

On education. Neither the DRRM Ordinance nor the EO contain any provision requiring the Department of Education to review education response for older children affected by Yolanda, and to implement changes to the standard education kits given to older children based on feedback from older children, and to ensure that the analysis is sensitive to experiences of boys and girls.

The same is true regarding any provision for the distribution of educational materials, school uniforms, bags and shoes, but the 2015 MDRRM Plan provides for a budget of Php 500, 000.00 for municipal-wide information drive on DRR and CCA and printing of IEC materials.

On livelihood. The 2014 AIP and Post-Yolanda Rehabilitation Plan provided for assistance to poor families affected by Typhoon Yolanda, particularly on livelihood, financial and food security such as repair of livelihood centers, budget for seedlings, fingerlings, planting materials, farm inputs, and for financial assistance, while the 2015 MDRRM Plan provides a budget for capability-building and training. However, there is no provision for the review of local economics of coconut and fishery-dependent communities in order to plan said interventions. Also, neither the DRRM Ordinance nor the EO contains any provision expressly addressing these items.

Lastly, the DRRM Ordinance, EO, 2014 AIP, 2015 MDRRM Plan, and the Post-Yolanda Rehabilitation Plan do not have any specific provision for skills training and development of adults and older children to strengthen their income capacity.

On security. Aside from the designation of the evacuation center, the DRRM ordinance, EO, 2014 AIP, 2015 MDRRM Plan, and Post-Yolanda Rehabilitation Plan lack a provision on ensuring the security of children prior to, during, and after disaster in their homes, schools, community, and temporary shelters.

On basic services. There is a provision in the DRRM Ordinance making it the task of the DRRMO to provide children spaces in the evacuation centers or temporary shelter³⁰. In the 2014 AIP and Post-Yolanda Rehabilitation Plan, there are items for the repair of infrastructures such as roads and bridges, hospitals and health centers, evacuation centers, and water and power plant in order to restore the sense of normalcy in the lives

³⁰ Ibid.

of children. In the 2015 MDRRM Plan, there is a budget for purchase of food commodities and medicines for stockpiling. However, there is no provision for relief service which specifically attend to the special needs of children such as toys, learning materials, and psycho-social intervention.

HFA Priority for Action 5: Strengthen disaster preparedness for effective response at all levels.

There is no provision in the DRR Documents expressly allowing the children to participate in the identification of evacuation routes and evacuation center, and there is no indication that children were consulted in designing the floor plan of the designated evacuation center.

The MDRRM Plan of 2015 allocates a budget for the procurement of an early warning system, but there is no indication whether it is child-friendly or not.

There is no indication that the children were consulted and their views considered in the preparation of the DRRM Ordinance, EO, 2014 AIP, Post-Yolanda Rehabilitation Plan, and 2015 MDRRM Plan.

Recommendations

Recommendations were formulated based on the analysis of the provisions and contents of the DRR Documents and taking into account the result of the provincial consultation of children, consultation of civil society organizations and government officials of Kananga, and Children's Charter on Disaster Risk Reduction. The recommendations per priority are laid down as follows:

To ensure that child rights sensitive disaster risk reduction is Kananga's priority with strong institutional basis for implementation

An amendment of the DRRM Ordinance, particularly Section 7 thereof or issuance of an EO can be proposed to ensure that children or child-focused CSOs are consulted at the municipal and/or barangay level on DRRM matters that may have an impact on their

rights and well-being. Also, the policy statement of the DRRM Ordinance (Section 1) can be amended by adding a statement mandating that child's rights should always be considered in the decision-making process regarding DRRM.

Membership and participation in the MDRRMC and BDRRM Committee (Sections 6 and 13), respectively, as provided for by the DRRM Ordinance, may be taken advantage of by using it as a space for a mechanism to ensure that voices of children are considered in the decision-making process regarding DRRM, citing as an example, having an accredited child-focused CSO participate therein.

Considering that the implementation plan pursuant to the Post-Yolanda Rehabilitation Plan is to be administered by the Barangay Development Council as supervised by the concerned agency of the Municipality, and the 23 component barangays are given wide latitude in decision-making to enumerate programs, projects, and activities which are deemed necessary and adaptable to their communities³¹, it presents an opportunity to create a mechanism, in particular, through a BDC resolution wherein children in each component barangay may participate in the implementation of the plan especially on matters which may have an effect or an impact on their lives. In other words, the BDC can issue a resolution requiring previous consultation with children in the process of developing their DRRM Plans.

The MDRRMC and the ODC can formulate additional functions for the MDRRMO and BDRRMO³². Thus, it can be proposed with the MDRRMC and ODC to mandate the MDRRMO and/or the BDRRMO to conduct mandatory consultation of children or child-focused CSOs in developing disaster risk reduction policies, plans, and initiatives.

A proposal can be made to the MDRRMO and the BDRRMO to specifically include children in capacity building on principles of local governance, and capacity and skills development on DRRM in the MDRRM Plan under Section 10 (1 and 4).

³¹ Kananga's Post Yolanda Rehabilitation Plan, pg 1

³² Ordinance No. 19L.11-13, Sec 9

Creating children's groups or CSOs advocating for DRR or requiring one CSO-member of the MDRRMC and BDRRM Committee to be a children's group or child-focused group can be encouraged by amending the DRRM ordinance, under Sections 6 and 13, respectively, or issuing another EO

An amendment of the DRRM Ordinance, either through an additional provision or revising Section 10 (6 and 7) thereof can be proposed to include a mandate to integrate a child-focused DRRM and response plan in local development plans.

The MDRRM Plan should specify a budget for programs and activities, and capacity building and skills enhancement for the children's group or CSOs, considering that 5 percent of the budget pursuant to the ordinance (Section 20) is designed to support DRRM activities which cover, even without stating, those particularly beneficial for children.

To make the identification, assessment, and monitoring of disaster risks child rights-sensitive, and to take into account children's rights in enhancing early warning system

The research and planning staff at the municipal and barangay level can make the risk map child-friendly while reflecting the special needs of children. The same is true with regard to the MDRRMO and BDRRMO.

An amendment of the DRRM Ordinance, particularly Section 9c thereof, can be proposed to add specifically as a function of the research and planning staff at the municipal and barangay level to conduct mandatory consultation with children or child-focused CSOs in the identification and assessment of risk, hazard, vulnerabilities, and capacities in the community. Alternatively, this can also be done through a resolution of the BDC to initiate mandatory consultation with children or child-focused CSOs in developing DRRM plans for the barangay.

For monitoring purposes, the MDRRMC and BDC should require mandatory recording of the minutes of the consultations signed by the concerned child-focused CSO.

An amendment of the DRRM Ordinance, particularly Section 9a thereof, can be proposed to specifically include children in the capacity-building trainings, making their inclusion mandatory. Alternatively, child-focused groups and CSOs can propose to the DRRM Officer at the municipal and barangay level to include children in the capacity-building trainings by providing for a specific budget thereof in the DRRM Plan.

In the use of knowledge, innovation, and education to build a culture of safety and resilience at all levels in the context of child's rights in disaster risk reduction

The DRRM Act of 2010 already mandates the inclusion of DRR and CCA subjects in the curriculum for formal and informal education. Nevertheless, proposals can be made to the DRRMO at the municipal and barangay level to allocate a budget in the DRRM Plan for the conduct of awareness-raising, particularly among children in the community, on DRR and CCA.

An amendment of the DRRM ordinance, particularly Section 9d thereof, can be proposed to specifically include the children in the information dissemination of impending risks and hazards.

To reduce underlying risks factors, particularly to children in the community

It can be proposed to the DRRMO at the municipal and barangay level to include in the DRRM plan a budget which shall support programs and activities of children's groups or CSOs aimed at reducing the vulnerability to risks or hazards of the community, particularly of children, such as improvement of waste management, garbage collection, recycling, cleaning gutters, and the like under Section 10 (6 and 7).

To address health, the DRRM Ordinance can be amended to include an additional provision, or an EO (Department Administrative Order or DAO) can be issued to require the DoH to strengthen the health systems and create child health information and health literacy programs in all Yolanda-affected areas, and to conduct a review of the impact of Yolanda on health care service usage, demand for medicine, and accessibility of clinics before and after the disaster by the children.

It can be proposed to the DRRMO at the municipal and barangay level to ensure that basic medicine stocks are replenished where they are found to be in shortage by providing a budget therefor in the DRRM Plan under Section 10 (6 and 7).

Gaps in education can be filled through policy reforms, such as adding a provision in the DRRM Ordinance and issuing an EO to require the DepEd to review education response for older children affected by Yolanda, implement changes in the standard education kits given to older children based on their feedback, and ensure that the analysis is sensitive to experiences of boys and girls.

It can be also be proposed to the DRRMO at the municipal and barangay level to allocate a budget in the DRRM Plan for the distribution of educational materials, school uniforms, bags, and shoes under Section 10 (6 and 7).

In the area of livelihood, it can be proposed to the DRRMO that a budget in the DRRM plan either at the municipal or barangay level be allocated for skills training and development of adults and older children in order to strengthen their income generating/earning capacity under Section 10 (6 and 7).

The security of children can be enhanced through an ordinance or EO with budget allocation by the local Sanggunian to provide for security protocols for children prior to, during, and after disaster in their homes, schools, community, and temporary shelters.

Finally, basic services can be further met by including in the DRRM Plan a budget for relief service which specifically attends to the special needs of children such as toys, learning materials, psycho-social intervention, and the like under Section 10 (6 and 7) at the municipal and barangay level.

To strengthen disaster preparedness of children and for effective response at all levels

Since it is the function of the MDRRMO and BDRRMO together with the BDRRM Committee to maintain a local risk map and design, program, and coordinate disaster

risk reduction and management activities under the DRRM Ordinance³³, an amendment thereof or an EO can be proposed to require a consultation with children as part of the process in the identification of evacuation routes and in the process of evacuation.

Also, since it is the function of the Research and Planning Staff at the municipal and barangay level to develop and design a comprehensive hazard map under Section 9c, it can be proposed to amend such provision and insert therein a requirement to conduct mandatory consultation of children's groups or child-focused CSOs in the process.

It can be proposed to the DRRMO at the municipal and barangay level to provide a budget in the DRRM Plan for the procurement and setup of an early warning system that is child-friendly, or to enhance existing systems to make it child-friendly under Section 10 (6 and 7). Also, Section 9d of the DRRM Ordinance can be amended to mandate the Operational and Warning Staff to recommend installation of early warning devices that are child-friendly or with a child-friendly counterpart.

³³ Ordinance No. 19L.11-13, Sec 10 (1 and 3)

DRRM POLICY ASSESSMENT: MUNICIPALITY OF CONCEPCION, ILOILO

Area Description and Demographics

The Municipality of Concepcion is a third class, a coastal municipality in the Province of Iloilo. In 2010, it had a population of 39,617. Concepcion is located on the northeastern part of Panay Island. It is bounded on the north by the municipality of San Dionisio, in the south by the municipality of Ajuy, in the west by the municipality of Sara and in the east of the Visayan Sea. It has total land area of 9,702.04 hectares.

Concepcion is politically subdivided into 25 barangays, 11 of which are island barangays, and 14 of which are on the mainland. The barangays that composed the municipality are the following: Aglosong, Agnaga, BacjawanNorte, Bacjawan Sur, Bagongon, Batiti, Botlog, Calamigan, Dungon, Igbon, Jamul-awon, Lo-ong, Macalbang, Macatunao, Malangabang, Maliogliog, Niño, Nipa, Plandico, Poblacion, Polopiña (Bulubadiangan Island), Salvacion, Talotu-an, Tambaliza (Pan de Azucar Island) and Tamis-ac.

The primary industry of the people of Concepcion is in fishing. The Visayan Sea, where Concepcion is situated, is one of the most prolific in fish production and provides a significant proportion of fish in the region. In 2007, the number of registered fishermen stood at 7,957. Fishing is followed second by farming, with much of it being subsistence farming. The principle cash crops are rice, corn and vegetables, along with bamboo and coconuts. Poultry and livestock are raised for local consumption.

Poverty incidence was extremely high in the early 21st century, with 87 percent of the population being below the government poverty line in 2000, with a reduction to 47 percent in 2004. A contributing factor was the rapidity of population growth in the municipality, with a growth rate of 2.76 percent in 2002, or four babies being born every day in the municipality.

In the Post-Disaster Rapid Needs Assessment conducted by the Adventist Development and Relief Agency (ADRA) in the Province of Iloilo and North-eastern Region, the casualty and damage report by the Municipality of Concepcion are the following: the municipality has a total household of 7,467, 5,203 of these were totally

damaged while 1,502 were only partially damaged. They recorded nine dead, six injured, and six missing.³⁴ After Haiyan, the top three needs for the municipality are food, shelter and capital to restart their fish drying business.

Documents Analyzed

The following documents were collected and analyzed through the Municipality of Concepcion:

- EO No. 03, Series of 2014 – An Order Designating Mr. Delvy V. Balasbas as Municipal Disaster Risk Reduction Management Officer (MDRRMO) of the Municipality of Concepcion, Iloilo in Concurrent Capacity.
- EO No. 16, Series of 2014 – An Order Strengthening and Reconstitution the Disaster Risk Reduction and Management Program and Creating the Municipal Disaster Risk Reduction and Management Council in the Municipality of Concepcion, Province of Iloilo.
- EO No. 43, Series of 2014 – An Order Creating the Local Inter-Agency Committee (LIAC) in the Municipality of Concepcion to Ensure Proper and Appropriate Implementation of Resettlement Projects for Typhoon Yolanda Stricken Municipalities.
- EO No. 23, Series of 2014 – An Order Reconstituting the Municipal Council for the Protection of Children in the Municipality of Concepcion, Province of Iloilo.
- Ordinance No. 2014-03 – An Ordinance Prescribing Guidelines on the Implementation of Preemptive or Forced Evacuation in the Municipality of Concepcion as a Resort when a Disaster or Emergency is About to Occur or Occurred and Danger of loss of Lives Becomes imminent.
- DRRM Plans of Municipality of Concepcion, Iloilo
- Disaster Risk Reduction and Management Plan Matrix
- Disaster Risk Reduction Management Program (CY 2011)
- Typhoon Yolanda Rehabilitation Plan (Jan-Dec 2014)

³⁴ [http://www.mghcgh.org/assets/ADRA_Rapid_Needs_Assessment_Report-Ilo_Ilo-Northeastern_Panay_23-11-2013\(2\).pdf](http://www.mghcgh.org/assets/ADRA_Rapid_Needs_Assessment_Report-Ilo_Ilo-Northeastern_Panay_23-11-2013(2).pdf)

Other issuances and significant findings used as reference include:

- Municipality of Concepcion Comprehensive Plan 2014-2015
- Local Investment Plan for Children
- Local Development Plan for Children 2015
- Hazard Map
- Children's Code

Results of consultations

Same as the province of Iloilo

Findings and Analysis

HFA Priority for Action 1: Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

The Executive Order³⁵ issued by the Municipal Mayor of Concepcion does not formally recognized children's participation but it focuses on the strengthening ad reconstitution of the Municipal Disaster Risk Reduction and Management Program and creating the Municipal Disaster Risk Reduction and Management Council (DRRMC).

The structures of DRR include the chairperson of the Committee on Women and Children and Social Welfare and Development Office and as mandated in RA 10121, civil society organizations are represented in the MDRRMC.

The EO does not mention any mechanisms to ensure the voices of the children in the decision-making process on DRR. However, the children of Concepcion are encouraged to participate in the local processes and decision-making as provided in Sections 36 and 37, Article V of the Children's Code of the Municipality of Concepcion³⁶. Through these mechanisms, children may be considered as one of the regular members of the Council to participate in all activities relevant to disaster management.

³⁵ E.O. No. 16, series of 2014.

³⁶ Ordinance No. 01, series of 2004.

Children were not given the opportunity to express their views on DRR except in activities within schools wherein the mainstreaming of DRR in all levels is included in their curriculum. Through community exposure and school-based instruction, children may be given the chance to actively participate in DRR plans, programs and activities.

The Municipality of Concepcion established the Municipal Council for the Protection of Children (MCPC) and the Barangay Council for the Protection of Children (BCPC)³⁷ to ensure the general welfare of children. They are tasked to prepare plans and contingency measures for the safety and protection of the community.

A new Executive Order was issued reconstituting the MCPC to conduct capacity-building programs to increase knowledge and skills in handling children's programs and adopt measures for the promotion of good health for children.³⁸

One of the clusters formed post-Haiyan is on Resettlement, which facilitates planning and implementation as well as the coordination of the Local Inter-Agency Committee that was created³⁹.

There is no express provision in the EO mandating the capacity building of children representatives on child rights, local governance and capacity and skills development on DRR.

Although it was not mentioned in the EO, the MDRRMC has the function to conduct regular capacity- and skills-building on DRR, including the mandates from national laws and responsibilities to the community. The regular program of the local government of Concepcion continues implementation with the inclusion of DRR.

Through the community-based approach to local governance, children, civil society group, and government institutions work as partners toward the welfare of the community.

³⁷ Ordinance No. 01, series of 2004

³⁸ Executive Order No. 23, Series of 2014

³⁹ Executive Order No. 43, series of 2014

Although the EO lacks mechanisms for the creation of children's groups and the Children's Code, CSOs are represented in the Council.

The children of Concepcion and nearby municipalities are aware of DRR, as illustrated by the attendance of 31 children, ages 10 to 17 in the consultation workshops but warrant more information on their contribution to the community in this regard.

There are also CSOs actively participating and/or lobbying for DRR plans, projects and activities like Save the Children, ICODE, and Corcord.

The EO creating the MDRRMC expressly provides under Section 2 (b) the integration of disaster risk reduction and climate change adaptation into local development plans, programs and budgets as a strategy in sustainable development and poverty reduction, but not as child-focused DRR and response.

Interviews with the DRRM officer, social welfare officer and planning and development coordinator revealed the absence of programs for children and the irregular conduct of consultations mentioned in the tools. Nevertheless the child rights approach is applied as mandated in the laws.

The EO does not have an explicit budget provision. Under RA 10121, the DRRM fund of every LGU's is 5 percent of their annual budget. In Concepcion, the 5 percent is divided into four projects, namely: institutional capabilities enhancement; capacity building for DRRM service providers; risk reduction and management; and disaster relief and assistance project. The law is very clear that DRRM funds are open to access upon the approval of plans, programs and activities.

As a contribution to the development and protection of children, some NGOs employ capacity-building and skills enhancement.

For its part, the MDRRMC monitors and evaluates the use and disbursement of the Municipal Disaster Risk Reduction and Management (MDRRM) Fund.

HFA Priority for Action 2: Identify, assess, and monitor disaster risks and enhance early warning.

The EO does not expressly require the creation of a risk map for the community or barangay but the MDRRMC issued a hazard map for the municipality to inform the public, noting which communities are prone to landslides and susceptible to flood and storm surges. The hazard map was issued in April 2015.

There is no indication that children in Concepcion or even CSOs focused on DRR participated in the identification and assessment of hazards, vulnerabilities, and capacities in the community.

Although the municipality has a Children's Code with a provision on participation rights of children, the latter's views are not taken into account in developing its DRR plans. The special needs of children are also not reflected in the hazard map posted in the municipal hall bulletin board for general public access.

Capacity and skills training of children and CSOs on identification of risks, hazards, vulnerabilities and capacities in the community, including recording analysis and dissemination of information, was not mentioned in the EO.

The DRRMC issued documents to reduce disaster risk and promotion of resiliency of the community, such as hazard assessment; anatomy of the event; scenario in the event of typhoon; data of population and total number of affected including children; needs and activities inventory; and needs projection and resource gap identification

There was also no consultation conducted in developing the DRR plans. Generally, the disaster risk reduction management program addresses the needs of the community including children, regardless of age, gender and abilities.

Section 2 (a) states that "the MDRRMC of Concepcion shall approve, monitor and evaluate the implementation of the Local Disaster Risk Reduction and Management Plans and annually review, test and develop the plan consistent with other national and local planning programs." However, the annual review of these Plans remain pending

HFA Priority for Action 3: Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.

The membership in the MDRRMC of the District Supervisor, four Principals of four National High Schools and School Administrator residing in Concepcion is a clear manifestation that integrating DRR and Climate Change in the curriculum of formal/informal education is possible. Educators in tandem with the local government unit may implement school-based awareness-raising which can also be shared to the community.

Skills enhancement and capacity-building for DRRM service providers include the following trainings: organizing/supervising/orientation training of DRRM; local response team and accredited volunteers; emergency operation and management; local emergency personnel; climate change; and management of local evacuation centers.

Any reference to trainings for schools is excluded in the DRRM plans.

The plans and other data related to DRR management are accessible through the office of the MDRRMO of Concepcion headed by Mr. Delvy V. Balasbas.

The creation of the Local Inter-Agency Committee (LIAC) enables LGUs to reach and capacitate the most vulnerable people on account of their disability, age, gender, social status and those living in the remote areas. The committee may also recommend the implementation of a mechanism to inform and sustain knowledge and information on risk, hazards, vulnerabilities and capacities.

HFA Priority for Action 4: Reduce the underlying risk factors.

The municipality of Concepcion supports and facilitates the program and activities of children's groups or CSOs to reduce vulnerability to disaster. Last year, the LGU implemented its Typhoon Yolanda Rehabilitation Plan per sector.

On health. The LGU aims to provide equitable access to essential health services with sustained coverage of high-impact preventive and curative intervention. There is no provision requiring DoH to strengthen the system but in the rehabilitation plan, the four major activities or intervention are: procurement of medicines, equipment and medical

supplies; sustained primary health care for the services for the underserved population; capacity building; and improvement of health infrastructures.

There are no mechanisms other than procurement to ensure that basic medicine stocks are replenished.

On education. The rehabilitation plan does not contain any provision requiring the DepEd to review education response for older children and implement changes in the standard education kits to ensure the integration of DRR and response plan. Even the distribution of educational materials, school uniforms, bag and shoes is not mentioned.

The DRRM plan of Concepcion includes school-based IEC, conduct of the DRR/CCA summit, children and youth barangay assembly, the creation of pool of trainers, and organization of school-based and barangay youth leaders.

On livelihood. The Social Welfare and Development Municipal Office provides assistance to poor families affected by the typhoon, particularly in livelihood, finance, and food security.

They planned to implement a special cash for work program for students during summer to assist the students and strengthen their income capacity as well as their family, and a similar program for various sectors that may include children and youth.

On security. Concepcion's disaster response program to ensure the security and safety of children prior to, during and after a disaster in their homes, schools, community indicates the provision of temporary shelters as well as the following: psychological activity for the children to learn the psycho-social-first aid; construction of vulnerable sector-friendly evacuation center; and construction of permanent resettlement

HFA Priority for Action 5: Strengthen disaster preparedness for effective response at all levels.

The local government has identified evacuation routes and evacuation centers that are known to the whole community and can be safely used by children and other at risk-groups.

There is no prohibition to allow children to participate in the identification of evacuation routes and center. If given a chance, children can share on favored features and routes which they deem as effective and helpful.

Despite the provision to construct and design an evacuation center, children were not consulted on this matter. Traditionally, adults in the community are solely responsible for the decision-making processes.

On June 23, 2014, the Sangguniang Bayan of Concepcion enacted an Ordinance prescribing guidelines on the implementation of Preemptive or forced evacuation as a resort when a disaster or emergency is about to occur or occurred and danger of loss of lives becomes imminent⁴⁰. This focused on disaster preparedness and response.

The MDRRMC implemented a communication and early warning system to provide timely public awareness but it was not designed as child-friendly.

There is no indication that children were consulted and their views considered in the preparation of the DRR and response plan.

Recommendations

Although there is already an EO creating the MDRRMC, an amendment can be proposed to strengthen the government capacity to manage risk and hazard.

The policy on children's participation as provided in Sections 36 and 37 of the Children's Code should also be implemented.

The Implementing Rules and Regulations may be issued to ensure that the mechanisms and guidelines for the organization of children's groups are operational.

⁴⁰ Ordinance No. 2014-02.

Children should be included as among the regular members of the Council to ensure their voices are heard, given the lack of SK representatives. The sector should organize itself, with each barangay delegating a municipal representative in all special bodies and committees.

The municipality should strengthen the Barangay Council for the Protection of Children (BCPC) to mainstreamed DRR in their plans, programs, projects and activities. This will ensure a resilient and adaptable community in all types of disasters.

Revisit the plans, program, project, and activities on DRR and include capacity-building on child rights and local governance, while skills development on DRR should be considered as a regular program.

Integrate risk reduction into the development plans of LGUs, as well as the comprehensive land use plan, annual investment plan, and sectoral plans under bottom-up budgeting.

The Municipality of Concepcion should thus enact an ordinance recognizing children's participation in DRR structures, defining their powers and functions, with a mechanism to ensure their voices be heard in the decision-making process and with the allocation of budget.

The MDRRMC must develop a risk/hazard map similar to what was undertaken in the Province of Iloilo. However, children, other vulnerable sectors and CSOs should be consulted or encouraged to participate in the identification and assessment of risks, hazards, vulnerabilities and capacities in the community through the proposed mechanism in the first priority.

All maps should be posted in conspicuous places in the municipality, and all barangays should have copies to be properly disseminated to the community. Again, in crafting these maps, consultations must include all sectors including children as risk differs based on the affected age bracket.

Capacity-building, training, and seminars on DRR should be part of the priority program of LGUs and with funds appropriated.

The plans and all other documents related to DRR should be reviewed annually to respond to the needs of all sectors, including children.

LGUs should also forge a partnership with the Department of Education for the integration of DRR and Climate Change Adaptation in the curriculum for formal and non-formal education. Disaster drills, trainings and awareness campaigns must be part of the activities and programs of LGUs in the barangay level.

All methods used for capacity-building should apply a rights-based approach and depend on the participating sectors. A child-friendly approach should also be used on the sector, as a specific example.

The DRR and response plan, information or data relating to risk, hazard, vulnerabilities and capacities should be accessible to the public. Barangays should be given copies to be posted in their respective halls. In consonance with the posting, a feedback mechanism should be developed to facilitate the implementation of the plans.

The barangay should have a mapping of their residents to determine their needs based on age, gender, disability, social status and those living in the remote areas.

Regarding health, the DRR plan should require the DoH to strengthen the health systems and create child health information and literacy programs in all barangays. The barangay health unit must prepare a database on child health information in coordination with the Municipal Health Office.

Health concerns of vulnerable sectors warrant consideration during the planning of the development council and inclusion in the barangay development plan. Appropriation for the health programs of barangays should also be revisited. LGUs should further reconstruct or enhance the facilities of barangays to serve the community, including staff comprised of a nurse, midwife and health aide.

The DepEd must review the education response for older children affected by Yolanda, including the implementation of standard education kits, whether these are sensitive to the experiences of boys and girls. They should also run a program that responds to needs based on the age of the child and his or her capabilities.

Institutionalizing the partnership or agreement between LGUs and the Dep Ed is another step. Continuation of the existing programs, projects and activities is encouraged but demands enhancement in the approach/methods used in conducting consultation, awareness campaigns, and IEC strategy in schools.

Prior to providing livelihood to a community, mechanisms for sectoral consultations are encouraged. Each sector differs on their needs depending on the area risk/hazard exposure. Initial consultations ensure that the assistance to vulnerable sectors are responsive and effective in serving their needs.

Partnerships with national agencies for the implementation of livelihood program must also be pursued so that coordination between national and local programs is more effective and resources are maximized.

The disaster response program of the Municipality of Concepcion should ensure the security and safety of children prior to, during and after a disaster in their homes, schools and community.

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Rehabilitation/repairs and maintenance of facilities such as roads, hospital, health centers, evacuation centers as well as delivery of basic services should be given paramount consideration. Appropriation for these programs must also be secure. Funding from the national offices for infrastructure to prepare a community's resilience to any kind of risks and hazards may be explored.

Evacuation routes and centers known to the whole community and can be safely used by children and other at-risk groups must be established.

The MDRRMC should issue a resolution implementing a municipal plan in times of disaster which include evacuation routes and accessible centers with a corner for children to play in, including those aged less than five years.

An early warning device system should be implemented to the whole community and adopted by all barangays. The early warning system can be developed after a consultation or with the participation of children and other sectors in the community.

To sum, to strengthen disaster preparedness to effectively response at all levels, policies must be enacted to implement what has been mandated by the national laws and provide corresponding appropriation to sustain its plans, programs, and activities.

LOCAL RECOMMENDATIONS TO THE NATIONAL POLICY FRAMEWORK

The assessment of the local policies yielded aspects related to changes in national policies, specifically in three interrelated aspects: (1) *participation of children in DRR planning and rehabilitation*; (2) *enhancement of the role of the barangays*; and (3) *evaluation of the Internal Revenue Allotment (IRA) mechanism*.

The DRRM Act (RA 10121) recognized children among the most vulnerable sectors to disaster risk and poverty. All efforts on the matter must therefore prioritize their needs.

However, policies must not be limited to treating children as mere beneficiaries of relief and services, but must also recognize their part in planning and decision-making processes, as enshrined in the UNCRC. Modes of children's participation may vary from the institutionalized mechanisms such as the Sangguniang Kabataan (SK) to consultations conducted by government agencies and civil society organizations. The mechanism for the direct and institutionalized participation of children in our jurisdiction is the SK, as they are made part of the formal governance structure, particularly policy-making bodies in local governments. The DRRM Act mandates that SK programs should include DRR and management programs. The status of the SK in view of current calls for reform, however, remains uncertain.

This leads us to explore other forms of participation children may be involved in. The most obvious is through civil society organizations, whose programs are children-centered, who are members of various councils in the national and local levels, such as the councils for the welfare and protection of children and task forces against violence against women and children. Under the DRRM Act, civil society organizations are members of the National Disaster Risk Reduction and Management Council (NDRRMC) and Local Disaster Risk Reduction Management Councils (LDRRMCs). NGOs that work on children's issues can therefore form part of these formal structures. However,

monitoring how these organizations consult children in their processes and recommendations is still not in place. Various local policies also include participatory mechanisms for children like those enshrined in Children's Codes but operationalizing them remains a challenge.

This brings us to the enhancement of the role of the barangays. All the children's consultations conducted in this project yielded the conclusion that children regard the barangay as the primary relief and rehabilitation agents in times of disasters. This is because of the familiarity and proximity of the barangay institution to the people. The Barangay Council for the Protection of Children (BCPC) as an example, is regarded as an important body in responding to and protecting the rights and needs of children. Even the SK, it is to be noted, is barangay-based. Participatory mechanisms of children are actually more achievable at the barangay level, no matter how formal or loose these are as monthly consultations with children.

In the formal structures under the DRRM Act, it is mandated that the Barangay Development Councils serve as the LDRRMCs. While other LGUs have operationalized their offices with the necessary staff complement, most barangays have not because of budgetary constraints. It is most likely that the functions of staff assigned to the Barangay Disaster Risk Reduction Management Officer (BDRRMO), such as administration and training, research and planning, and operations and warning, are added to the functions of other barangay officers. The presence of civil society organizations in these aspects is important as they compensate for the lack of resources of the barangays. The interventions of NGOs can go beyond assistance by being members of the BCD and BDRRMCs.

All the recommendations generated in the consultations conducted in the project are related to the issue of budget. Ideally, local government units are expected to create their own sources of revenue. However, local governments are still dependent on the mandated internal revenue allotment (IRA) which is 40 percent of the revenues collected by the national government.

Under the Local Government Code, the IRA is divided among the four types of LGUs, such that 23 percent to provinces; 23 percent to cities, 34 percent to municipalities, and 20 percent to barangays. Each LGU's share is thereafter based on population (50 percent), land area (25 percent), and equal distribution (25 percent). The formula does

not consider other matters such as the inland or municipal waters covered by such LGU, vulnerability to disaster, and poverty incidence.. Notably, most LGUs in coastal areas have higher vulnerability to disasters and higher incidence of poverty compared to other LGUs. They are also not expected to have a considerable source of revenue other than the IRA under these circumstances. In addition, since the local budget for DRR (not less than 5 percent) is based on their income, the areas with higher vulnerabilities have lower budget provisions. It is therefore recommended that the formula for IRA allocation be revisited to include other aspects and address these gaps.