

DISASTER LAW FOR PHILIPPINE RED CROSS CHAPTERS: TRAINING OF FACILITATORS¹

Activity Report

2nd floor Multi-purpose Hall, PRC Tower, Mandaluyong City
20-22 September 2017



Workshop/Training Objective/s:

- Strengthen the Chapter's knowledge of national policy and legal framework on DRM, and identify the rights, roles and responsibilities of different actors;
- Strengthen the Chapter's understanding of Philippine Red Cross' legal mandate, and its rights, roles and responsibilities as a humanitarian organization working at the local level;
- Strengthen the Chapter's understanding of its role in advocating for Red Cross and the community that it serves;
- Familiarize the Chapter with basic elements of advocacy and humanitarian diplomacy, and translate auxiliary role at the Local Government Unit (LGU) level; and
- Develop Chapter participants' skills to enable them to facilitate the Course and ensure sustainable and regular DL trainings for their peers from PRC Chapters

¹ This activity was made possible by the IFRC Regional Resilience Initiative supported by Global Affairs Canada and the Canadian Red Cross.

Facilitator/s and Participant/s: *(Agencies involve in the workshop)*

- **Participants:** 23 (12 male and 11 female) participants from 20 chapters and PRC National Headquarter (NHQ)
(For more information, see Annex 1: Database of participants)
- **Facilitators:**
 - Atty. Pauline Caspellan-Arce – Disaster Law Programme, International Federation of Red Cross and Red Crescent (IFRC)
 - Ana Villa Mariquina – Disaster Management Services (DMS), PRC
 - Rizty Dogcio – DMS, PRC
 - Butch Sison – DMS, PRC
 - Yhen Kai Javier – DMS, PRC
 - Norwina Eclarinal – Gender & Diversity Focal Point / International Relations and Strategic Partnership Office, PRC
 - Clamrence Raquel Abada – Disability Inclusion Focal Point / Welfare Services, PRC
 - Mark Alvin Abrigo – Health Services, PRC
 - Gopal Mukherjee – IFRC
 - Aurora dela Rosa – Office of Civil Defense (OCD)*
 - Celso Dulce – CARE Philippines (Partner for Resilience)**
 - Maria Angela Monica Salud Mamuyac – Department of Interior and Local Government (DILG)*
 - Benigno Balgos – Ateneo de Manila University (AdMU)

*Resource persons from OCD and DILG government agencies were invited.

**A Resource person from CARE Philippines, a partner of the PRC in the Partners for Resilience coalition, was invited to speak on integrated risk management

Programme:

Day 1: 20-Sep

- Introduction, Outline of training agenda and objectives and Pre-test
- Module 1, Session 1: What is DL? Definition and coverage
- Module 1, Session 2: History of DL development within Red Cross and Red Crescent
- Module 2, Session 1: “Philippine Disaster Risk Reduction and Management (DRRM) System” – Rights, Roles and Responsibilities (3Rs) of DRRM Actors and Institutions at National and Local Level
- Interactive Session: 3Rs Game
- Module 2, Session 2: 3Rs of PRC in National and Local DRRM institutions
- Module 3, Session 1: Four Pillars of Philippine DRRM System – Prevention and Mitigation
- Module 3, Session 1: Four Pillars of Philippine DRRM System – Preparedness
- Module 3, Session 1: Four Pillars of Philippine DRRM System – Response and Early Recovery
- Module 3, Session 1: Four Pillars of Philippine DRRM System – Recovery
- Module 3, Session 2: Integrated Risk Management

Day 2: 21-Sep

- Module 3, Session 3: Disaster Risk Governance
- Module 4, Session 1: Dignity, Access, Participation and Safety (DAPS) Framework
- Interactive Session: DAPS
- Module 4, Session 2: Basic Life Support Training Act
- Module 4, Session 3: Health
- Module 4, Session 4: Housing Land and Property (HLP) Rights and Security of Tenure in shelter and settlements
- Interactive Session: HLP

Day 3: 22-Sep

- Module 5, Session 1: Overview of Local Rationalized Planning System (RPS)

- Module 5, Session 2: Local DRRM Plan and Local Climate Change Action Plan (LCCAP)
- Module 5, Session 3: DRRM Funding
- Module 6, Session 1: Basic Concepts of Advocacy and Humanitarian Diplomacy (HD)
- Module 6, Session 2: Avenues for PRC Advocacy and HD in local settings
- Evaluation, Post-Test and Closing Ceremony

Highlights / Achievements

- **Module on Rights, Roles and Responsibilities of National & Local DRRM actors and Institutions.** This session was particularly helpful to participants because it provided them clearer understanding of the legal mandate of PRC in the Philippine DRM system. The 3Rs Lego Game was a good avenue for them to brainstorm on the vertical and horizontal coordination of DRM actors on the ground, and identify the rights, roles and responsibilities of these actors including components of the Movement. They realized that an actor can have rights, role and responsibilities simultaneously, based on the following definitions used: *right* is something that an actor can demand from government; *responsibility* refers to actions that each DRM stakeholder has to perform based on a legal or policy mandate; *role* refers to something that is not mandatory, but would be helpful to do. The difference between “role” and “responsibility” has to be clarified further.
- **DAPS Interactive Gallery Walk.** The Gallery Walk was taken from the Asia Pacific DL training and adapted into the Philippine context, using Typhoon Haiyan as the scenario. Participants successfully applied the lesson on the DAPS framework by identifying these elements in each of the given scenarios. The participants, most of whom are experienced field officers, exhibited a high level of understanding of DAPS, and were able to thoroughly dissect each scenario and present flexible and needs-based options for humanitarian response.
- **Local planning processes and advocacy.** While most of the participants were already aware of some of the required local government plans, this module provided them a holistic overview of the local planning process, the essential components of a local DRRM plan, and the role of PRC in bringing community voices into this planning process. Also, we learned that a PRC Chapter itself facilitating the local DRRM planning process in their locality, something that can be used as a model for PRC’s local advocacy work.

This training is also the first time that the Disaster Law Programme Advocacy Training was tested, and the feedback was that the “elevator advocacy pitch” exercise was an effective and engaging activity to practice basic advocacy messaging, with the feedback that participants can really use this skill in their daily interaction with local government officials and other stakeholders.

Philippine Red Cross is the first National Society to have a Disaster Law facilitator’s training for Chapter / Branch officers, and is the first to pilot the advocacy training of the Disaster Law Programme

- **Tangible increase in knowledge of participants.** 18 of the 23 participants passed the post-test, with an average of 43% positive change from their pre-test results.

Activities with Photos :

Day 1: 20 September 2017

- **Introduction, outline of training agenda and objectives, pre-test**

The participants were welcomed by Ms. Mariquina on behalf of the PRC DMS Manager, while Atty. Arce discussed the training objectives and an overview of the entire curriculum. As an ice-breaker, participants were paired to introduce their peer to everyone including their related experience in DL and expectations from this training.

A pre-test was administered to participants to measure their baseline knowledge on DL. This will be compared to the results of the post-test to identify the improvement in subject matter knowledge. It is a 36-point test that asks the participants to identify terms, determine whether a statement is true or false, enumerate and write an essay on the relevance of DL and advocacy. The pre-test average score was **15.26**. (For more information, see *Annex 2: Pre- and post-test results*)

- **Module 1, Session 1: What is DL? Definition and coverage**

The training formally began with a lecture on the meaning and scope of “disaster law”. There was a quick run-through of related international and domestic frameworks and regulations and cross-cutting themes. Trivia on DL was also provided through question and answer in the presentation.



- **Module 1, Session 2: History of DL Programme development within Red Cross and Red Crescent**

After providing the conceptual definition of DL, the next presentation was on the rationale and chronology of the IFRC DL Programme (DLP) and an overview of available DL tools, i.e., DRR and Law Checklist, IDRL Guidelines and Model Act. The lecture emphasized that “legal preparedness” - having comprehensive and strong disaster laws in place before a disaster - is necessary to build resilience.

- **Module 2, Session 1: “Philippine Disaster Risk Reduction and Management (DRRM) System” – Rights, Roles and Responsibilities (3Rs) of DRRM Actors and Institutions at National and Local Level**

The OCD was invited to give a discussion on the national DRRM system. OCD is the Secretariat of the National DRRM Council (NDRRMC), considered as the national disaster management agency in the Philippines. Ms. dela Rosa, OCD Training Officer, presented a snapshot of the Philippine hazard profile, then proceeded to the National DRRM Framework’s four thematic areas emphasizing the need to focus on prevention and mitigation, the DRRM institutional structures at the national and local levels (i.e. National and Local DRRM Councils, Local DRRM Offices, DRRM offices inside government agencies), and the coordination mechanisms in different scales of emergencies.



This session provides an essential preview of the entire DRM system in the country, identify who are the common DRM actors at the local and national level, and what the 3Rs are based the system, laws and policies.

The discussion on the domestic response cluster system and International Humanitarian Cluster System was not discussed due to limited time.

- **Interactive Session: 3Rs Lego Game**

To better familiarize themselves with DRM actors and understand their 3Rs in DRM, participants



were asked to play the “3Rs Lego Game”. This game was developed by the IFRC Asia Pacific DLP team and was adapted to the Philippine context for this training (for example, “Ministry of Home Affairs” was changed to “Department of Interior and Local Government / DILG”, and “Red Cross Branch” was changed to “Chapter”). Participants were arranged into 4 groups, and each group was provided with a set of “Lego cards”, with one card representing one DRM actor. They were then

tasked to cluster the actors based on any or a combination of the following: rights / roles / responsibilities, thematic clusters, and/or coordination or interaction of each cluster with the other.

Groups presented their discussion results to the plenary. The following strategies were used:



- Cluster based on domestic and international actors and showed the coordination between these two groups
- National level actors and local level actors and showed the coordination between these two groups
- DRM actors grouped based on who possessed rights, roles and responsibilities
- DRM actors involved in response and early recovery were grouped separately from those usually involved in disaster risk reduction

An important realization was that it is difficult to simply categorize a DRM actor either as a right-holder or duty bearer; in most cases one actor can have all 3Rs. It was also challenging for most to distinguish between a “role” and a “responsibility”. Lastly, all groups identified PRC’s “responsibility” as an auxiliary to government in the humanitarian field and to ensure that the needs of the most vulnerable are represented and addressed in humanitarian action.

- **Module 2, Session 2: 3Rs of PRC in National and Local DRRM institutions**

This session linked the 3Rs of PRC (identified in the Lego game) to the discussion of PRC’s legal mandate under Republic Act No. 10072 or the Philippine Red Cross Act of 2009--this law expressly states that PRC is an auxiliary to government in the humanitarian field. The resource person also asked participants to define the “auxiliary role”, then proceeded to discuss Red Cross’ privileges and use of the RCRC emblem under the law, mandatory representation in and contribution to NDRRMCs and LDRRMC meetings, and some sharing on how 3Rs are applied in the context of the Movement’s 7 fundamental principles.

- **Module 3, Session 1: Four Pillars of Philippine DRRM System – Prevention and Mitigation**

Ms. Mariquina then started the first session of this module which highlighted the different kinds of legal framework (international environmental laws, regional laws, human rights law and soft laws), milestones of relevant DRR legal framework, checklist on Law and DRR, and policies of key

activities under this pillar namely risk assessment, environmental impact assessment, land use planning and zoning and building codes.

- **Module 3, Session 1: Four Pillars of Philippine DRRM System – Response and Early Recovery**
Ms. dela Rosa briefly shared the Incident Command System (ICS) and Pre-Disaster Risk Assessment (PDRA) mechanisms and highlighted concrete lessons from actual implementation of ICS. The role and importance of PRC's participation on ICS and PDRA was emphasized due to the organization's nationwide reach and services that reach the community level, among others.

Atty. Arce continued this session with presentation of policies and guidelines on declaring state of emergency/calamity, mechanisms for international humanitarian assistance and management of dead and missing persons. The last part of the session was facilitated by Mr. Javier to share the Cash Transfer Programming (CTP) of PRC and past experiences, and the particular government regulation supporting CTP implementation.

- **Module 3, Session 2: Integrated Risk Management (IRM)**
Mr. Dulce presented the key rationale for development workers to make programming "IRM-proof." IRM approach of CARE was presented where it explained the various drivers of risks, enabling environment and capacities of assets needed, followed by the features of IRM. Mr. Dulce also explained and shared his experiences of how IRM fits into the local development process of the government and main policy references. Participant from Compostela Valley Chapter shared her experiences in IRM implementation through the Proud Of My Purok project. Key takeaways were emphasized on the last part of session.



- *Remaining topics in Session 1, i.e. Preparedness and Disaster Risk Governance, were moved to Day 2 due to time constraints.*

Day 2: 21 September 2017

- **Module 3, Session 1: Four Pillars of Philippine DRRM System – Preparedness**
Ms. Mariquina presented the National Disaster Preparedness Plan (NDPP) crafted by DILG and highlighted the prescribed role of PRC as implementing partner of the NDPP framework. Rest of the presentation was highlighting the policies on contingency plan, early warning system (EWS), pre-emptive or forced evacuation, disaster risk financing insurance and introduction to forecast-based financing as a potential mechanism to improve EWS.



- **Module 3, Session 1: Four Pillars of Philippine DRRM System – Recovery**
Atty. Arce explained the concepts of post-disaster recovery, rehabilitation and "build back better." Institutional roles and sources of funding for recovery, i.e. NDRRMF, LDRRMF, were also presented briefly.

- **Module 3, Session 3: Disaster Risk Governance**

Atty. Arce discussed the concept of disaster risk governance, emphasizing that this principle is also as important as the other 4 thematic areas in DRM, and ties these areas together. For this training, the following 3 principles of disaster risk governance were highlighted: *whole-of-society approach, subsidiarity, and transparency and accountability*. Disaster risk governance provisions in the Philippine DRRM Act were cited, to emphasize that the law itself mandates DRM actors to practice effective disaster risk governance.

- **Module 4, Session 1: Dignity, Access, Participation and Safety (DAPS) Framework**

This session is composed of 3 sub-topics: gender and diversity (GAD), child protection in emergencies, and disability inclusion.



Ms. Eclarinal began the discussion by explaining the high vulnerability of women and children during disasters, in terms of number of casualties and exposure to violence, and what are the global commitments to reduce or prevent gender-based violence. She then presented the Minimum Standard Commitments to GAD, the basic DAPS principles, and recommendations on how DAPS can be operationalized in PRC's humanitarian action. Lastly, selected laws related to GAD were briefly explained.

With respect to child protection in emergencies, Atty. Arce discussed RA 10821 "Children's Emergency Relief and Protection Act" and its purposes, scope and main themes. She emphasized that this law covers not only the needs of children but also of pregnant or lactating women.

Ms. Abada provided a quick overview of national disability inclusion laws. She highlighted Republic Act No. 7277 or the Magna Carta for Persons with Disabilities of 1992, by discussing the functions and roles of the Persons with Disability Affairs Office (PDAO) established under this law, specific roles of other government agencies, and also the UN Convention on the Rights of Persons with Disability which is the international legal framework on disability inclusion. Dr. Zenaida Beltejar, PRC Welfare Services Manager, also imparted a message to the participants on the importance of disability inclusion to the mandate of PRC based on her countless experiences on the ground.

- **Interactive Session: DAPS Gallery Walk**



The DAPS Gallery Walk scenarios were adopted from the Asia Pacific Disaster Law Field School held last June 2017. The objective of this interactive session was to increase understanding of DAPS by asking participants to apply these principles in disaster response scenarios. The scenario provides the "story" of a beneficiary, narrated to the group by their facilitator. Group members were then asked to identify the DAPS issues that each beneficiary has, how these issues should be addressed by the Red Cross volunteer / officer and other relevant actors,

and which DRRM laws or policies would be applicable or would need to be legislated in order to address the beneficiary's differentiated needs. Since the time for the interactive session was limited, it was adjusted such that only one group was assigned to analyse one scenario (instead of all groups going all around the scenarios), and they each took turns to present their group discussion to the plenary to gather feedback.

- **Module 4, Session 2: Basic Life Support Training Act**

This session was not presented due to time limitation.

- **Module 4, Session 3: Health**

Mr. Mukherjee gave an overview of basic international guidelines on pandemic preparedness, SPHERE guidelines on WASH, and Health related targets of the Sustainable Development Goals (SDGs). IFRC procurement of medicines and medical equipment was also discussed.

Mr. Abrigo continued the session with an overview of domestic policies on pandemic preparedness, the regulation on Minimum Initial Service Package for Sexual and Reproductive Health, local policy on counterfeit medicines and the coordination mechanism of the Department of Health (DOH) in responding to health emergencies. There were several discussions on the distribution of milk formula and the need to harmonize alert levels issued by PRC with that of government.

- **Module 4, Session 4: Housing Land and Property (HLP) Rights and Security of Tenure in Shelter and Settlements**

Atty. Arce linked the HLP thematic area to DL, then explained the RCRC Movement's shelter and settlement aims, common regulatory barriers to shelter, and the 7 criteria under the right to adequate housing. Changes on Philippine HLP policies and guidelines were also compared to show improvement pre- and post- Typhoon Haiyan operations. Participants also shared their experiences on shelter and settlement challenges and practices to the group.

- **Interactive Session: HSpectrum Exercise**

Participants were asked to stand up and go to form a tenure security spectrum: the leftmost part representing those who feel "very secure" about their land tenure, and the rightmost part representing "very insecure" . Selected participants shared why they feel secure, not so secured or in the middle of spectrum. Atty. Arce then explained that in most cases, a person's judgment of his or her "security of tenure" is usually guided by his or her own perception, which may either be correct or incorrect. This is why it is important to have a proper mechanism for tenure assessment during the preparedness stage and why it is important to disseminate awareness of different kinds of tenure and the right to adequate housing.



Day 3: 22 September 2017

- **Module 5, Session 1: Overview of Local Rationalized Planning System (RPS)**

The DILG was invited to discuss Ms. Mamuyac of DILG introduced the mandate of her agency and as to why RPS was conceptualized vis-a-vis Local Government Code and various plans required from the LGU. The entire presentation simplified the 4 components of the planning system such as mandating planning structure, planning mandates and mandated plans, planning process and authority levers. In each component, key policies, purpose and/or activities were discussed. During the presentation, participants were engaged in several question and answers with Mrs. Mamuyac to clarify



issues experienced on the ground vis-a-vis PRC mandate. Some aspects of mainstreaming IRM was also included in the presentation.

- **Module 5, Session 2: Local DRRM Plan and Local Climate Change Action Plan (LCCAP)**

Mr. Balgos started the session with the presentation of a good and bad planning for DRRM and key laws that mandates formulation of Local DRRM Plan and LCCAP. The 2014 audit of Regional and Local DRRM Plans were shown to highlight the need for all stakeholders in supporting the government in its formulation and common issues encountered for both abovementioned plans. Lastly, Mr. Balgos showed the available references and examples for Local DRRM Plan and LCCAP, and the quality assessment tool for Local DRRM Plan. Again, the participants were active in asking and sharing solutions to challenges that they commonly experience in their localities.



- **Module 5, Session 3: DRRM Funding**

This was a quick discussion to explain policies and guidelines on accessing the national and local DRRM fund. Discussions revolved around legal basis, minimum required allocation, conditions and recommended activities by guidelines. The 2017 NDRRMF Guidelines was also presented.

- **Module 6, Session 1: Basic Concepts of Advocacy and Humanitarian Diplomacy (HD)**

This session piloted a 1-day version of the Advocacy training provided by Jonathan Ellis Campaigns for the IFRC DLP global team last June. Participants exhibited a high degree of comfort with the idea of advocacy as part of their role in their Chapters and communities. Once this was ascertained, the Advocacy Checklist was discussed. The Checklist is composed of 12 practical questions that would lead to a clearer understanding of what “advocacy” means, the importance and method of identifying core issues underlying an advocacy, different components and routes of influence, and skills necessary to have effective advocacy messaging. Practical examples for each question was shared both by the resource person and participants who have done advocacy work for their respective Chapter. Atty. Arce highlighted that as auxiliaries to the government in the humanitarian field, the default advocacy style for Red Cross is via the “direct route”.



Feedback was positive, with participants saying that the Advocacy Checklist was easy to understand and also to teach, and that perhaps they can add more community-level examples when they facilitate this training for the Chapters.

- **Interactive Session: Elevator Pitch Exercise**

To apply the lessons of this session, participants were asked to do the “elevator pitch exercise,” i.e., concise and clear communication of advocacy message with a decision maker in a very limited amount of time. Participants worked in pairs and had 2 scenarios where they will roleplay as a PRC staff or volunteer talking to a *barangay* captain and mayor (and vice versa) about particular a PRC program or advocacy message. After the exercise, some of the participants were asked to share what they thought worked and didn’t work with their advocacy style. Both the facilitator and participants shared real life experiences on quick advocacy pitches which made the exercise more meaningful.



- **Module 6, Session 2: Avenues for PRC Advocacy and HD in local settings**

Mr. Sison facilitated an interactive session to illustrate a basic principle of humanitarian diplomacy – that is easier to advocate with stakeholders that we have a good working relationship or higher level of familiarity with, and far easier to avoid people who act as “barriers”. Nonetheless, he emphasized that it is important to know how to advocate with both types of stakeholders. He

then shared examples on how advocacy and HD was applied by PRC in the local level and discussed 3 examples of successful IRM advocacies in rural and urban from the Partners for Resilience and Proud Of My Purok projects.

- **Evaluation, Post-Test and Closing Ceremony**

The participants answered the post-test which is similar to pre-test but with lesser questions due to exclusion of those sessions of facilitators. The average post-test score was **21.55** which is 6 point higher to the pre-test score. One participant was unable to complete the post-test due to his absence in session to process his visa and vaccines for RDRT deployment to Bangladesh. (For more information, see 2: Pre- and post-test results)



Evaluations were filled up using the Google form to allow enough time for the participants to provide feedback and recommendations on this pilot training. Based on the evaluation, **90.5%** understood the operational objectives of the training and the **42.9%** and **52.4%** strongly agreed and agreed that these objectives were achieved, respectively. In terms of confidence to facilitate DL in their respective chapters, **90.5%** affirmed that they can perform such task. (For more information, see *Annex 3: Evaluation result*)

The training was closed with a speech from Assistant Secretary General Elizabeth Zavalla challenging the chapters to roll out this in their chapters and making use of the knowledge in chapter operations. It was followed by the awarding of certificate and group picture.



Results:

A. Learnings

- Importance of disaster law in effective DRRM, and in PRC's role as auxiliary to government in the humanitarian field
- Relevant policies on DRRM and the rights, roles and responsibilities of PRC
- Good practices lessons learned by facilitators and participants on problems and solutions applied on implementing DRRM policies
- Interesting interactive sessions to break the ice or to further engage the participants in the discussions

B. Challenges

- Limited time allocated for sessions in Day 1 which affected the time allotted for the other session in the remaining 2 days of the training
- Technical issue with the sound system

C. Recommendations

- Recommendations for the module design:
 - Allot more time for each session
 - As far as practicable, make the presentation outline uniform so that it would be easier for facilitators to roll out the training and for participants to understand the structure of each report
 - In each session, highlight the key points that the facilitator should emphasize and be aware for corrections when facilitating such topic in their respective areas
 - Identify which sessions are applicable to different kinds of audience
- Next steps
 - Finalize the Facilitator's Tool Kit based on training evaluation
 - Pilot and roll-out the training to selected Chapter clusters

Annexes and Reference materials

All powerpoint presentations and other references were uploaded in the following link:
<https://drive.google.com/open?id=0B5Alxpd9e8aOSHIHWW1uOWR3Qlk>

Follow up schedule/s:

- Completion of DL facilitators toolkit
- Revision of training module and sessions based on recommendations of participants from training evaluation
- Preparation for the roll-out to selected PRC Chapters

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