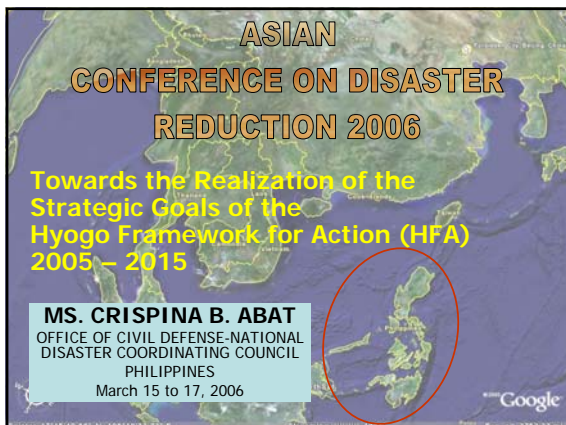


## ASIAN CONFERENCE ON DISASTER REDUCTION 2006

Towards the Realization of the  
Strategic Goals of the  
Hyogo Framework for Action (HFA)  
2005 – 2015

**MS. CRISPINA B. ABAT**  
OFFICE OF CIVIL DEFENSE-NATIONAL  
DISASTER COORDINATING COUNCIL  
PHILIPPINES  
March 15 to 17, 2006



### I. INTRODUCTION



- Disasters, whether natural or human-made, affect everyone, especially the poor, children, women and elderly who have the least capability to deal with disasters.




### INTRODUCTION



- From 1994 to 2003, some 2.5 billion people were affected by natural disasters alone worldwide, which is an increase of 60% over the past decade.
- More than 478,000 people were killed during this period.


Office of Civil Defense Source: WBI CDRMF Course

### INTRODUCTION



- Floods and Earthquakes are the deadliest accounting for more than half of the casualties.

### INTRODUCTION



- ASIA is the continent most affected, accounting for more than half of the casualties, and more than 90% of those injured, homeless and needing assistance.

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### INTRODUCTION



- Past disaster events worldwide would indicate that the impact of disasters is most felt by developing and underdeveloped countries, particularly the poorest segments of the society.

**INTRODUCTION**

- While governments are primarily responsible for disaster management, however, everybody is equally responsible to undertake disaster preparedness, mitigation, response and rehabilitation activities to ensure one's survival and safety during emergency situations.



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**II. DISASTER RISK PROFILE OF THE PHILIPPINES**



- RP is vulnerable to almost all types of natural hazards because of its geographical location.

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**RP DISASTER RISK PROFILE**


- Yearly, the country experiences an average of twenty (20) typhoons, half of these are destructive; is a host to 300 volcanoes, twenty-two of which are active as well as active faults and trenches that are potential sources of earthquakes.



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**RP DISASTER RISK PROFILE**

- As an archipelago with 7,107 islands, the threat of tsunami affecting the country's coastal areas is not far-fetched.



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**RP DISASTER RISK PROFILE**



- The country has also its episodes of human-made disasters such as urban fires, air, land and sea mishaps, and complex emergency, mostly in Southern Philippines because of the secessionist movement, coupled with its vulnerability to floods and other natural hazards.

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**RP DISASTER RISK PROFILE**

- Between 1970 to 2000, the Philippines incurred an average annual direct damage of PHP 15 Billion or US\$ 300 Million due to disasters. This is equivalent to an average of 0.7% of GDP per year and have caused major setback in the country's socio-economic development.



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**RP DISASTER RISK PROFILE**

- Flooding and landslides were the major resultant disasters
- In 2004, the country experienced twenty-five (25) weather disturbances, four of these occurring successively in November and first week of December which brought massive landslides and flooding in Southern and Central Luzon.
- In 2005, the country experienced seventeen (17) weather disturbances, four of these are destructive.

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- At approximately 10:00AM of 17 February 2006 a "LANDSLIDE" struck Brgy. Ginsaugon, Saint Bernard, Southern Leyte Philippines;
- Approximately 40 hectares of the said barangay's land mass together with more than 1,500 inhabitants were feared buried;
- A school building among the buried is believed to be holding 253 people (246 students, 7 teachers) in it;
- 88 survived with at least a hundred more missing.

**NATIONAL DISASTER COORDINATING COUNCIL**

1. Highest policy making, coordinating and supervising body at the national level for disaster management in the country.
2. Advises the President on the status of national disaster preparedness & management plans.
3. It recommends to the President the declaration of state of calamity and release of national calamity fund as needed.

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**LEGAL AUTHORITY**

**PD 1566**  
JUNE 11, 1978

**Strengthening the Philippine Disaster Control Capability and Establishing the National Program on Community Disaster Preparedness**

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**THE NDCC MEMBERS**

**Chairman**  
Secretary, Department of National Defense

**Member**

- Secretary, Department of Interior & Local Government
- Secretary, Department of Public Works & Highways
- Secretary, Department of Health
- Secretary, Department of Social Welfare & Development
- Secretary, Department of Agriculture
- Secretary, Department of Education
- Secretary, Department of Finance
- Secretary, Department of Labor & Employment
- Secretary, Department of Trade & Industry
- Secretary, Department of Transportation & Communications
- Secretary, Department of Science & Technology
- Secretary, Department of Budget & Management
- Secretary, Department of Justice
- Secretary, Department of Environment & Natural Resources
- Director, Philippine Information Agency
- Secretary General, Philippine National Red Cross
- Chief of Staff, Armed Forces of the Philippines

**Executive Officer**  
Administrator, Office of Civil Defense

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**PD 1566, Sec. 1**  
**Declaration of Principles**

1. Responsibility for leadership rests on the provincial governors, city mayors, and municipal mayors, (and barangay chairmen), each according to his area of responsibility.
2. Self reliance shall be developed by promoting and encouraging the spirit of self help and mutual assistance among the local officials and their constituents.
3. It is the responsibility of all government departments, bureaus, agencies and instrumentalities to have documented plans of their emergency functions and activities.

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**PD 1566, Sec. 1  
Declaration of Principles**



4. Each political and administrative subdivision of the country shall utilize all available resources in the area before asking for assistance from neighboring entities or higher authority.
5. The primary responsibility rests on the government agencies in the affected areas in coordination with the people themselves.
6. The national government exists to support the local governments. In times of emergencies and according to their level of assignment, all national government offices in the field shall support the operations of the local government.



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**DCC ORGANIZATIONAL NETWORK**

- NATIONAL DISASTER COORDINATING COUNCIL**
- 17 REGIONAL DISASTER COORDINATING COUNCILS**
- 79 PROVINCIAL DISASTER COORDINATING COUNCILS**
- 113 CITY DISASTER COORDINATING COUNCILS**
- 1,496 MUNICIPAL DISASTER COORDINATING COUNCILS**
- 41,956 BARANGAY DISASTER COORDINATING COUNCILS**







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**OFFICE OF CIVIL DEFENSE**

The operating arm and secretariat of the National Disaster Coordinating Council.



- LOI NO. 19, S-1972

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**OFFICE OF CIVIL DEFENSE**


Has the primary task of coordinating the activities and functions of various government agencies and instrumentalities, private institutions and civic organizations for the protection and preservation of life and property during emergencies...

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**FUNCTIONS**


1. To formulate plans and policies for the protection and welfare of the civilian population in times of war directly involving the Philippines or other national emergencies of equally grave character;
2. To estimate the total material, manpower and fiscal requirements for carrying out the national civil defense and civil assistance program;
3. To allocate the provinces, cities, municipalities and barangay such aid in facilities, materials and funds as may be available from the national government;



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**FUNCTIONS**

4. To develop and coordinate a program for informing, educating and training the general public, members of the disaster coordinating councils and disaster control groups on civil defense and civil assistance measures.
5. To furnish guidance to the various provinces, cities, municipalities and barangay in the planning, organization and operation of their civil defense organization.

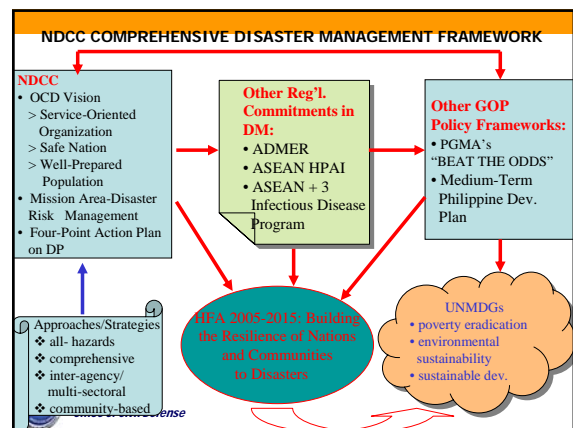


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**NATIONAL DISASTER MANAGEMENT SYSTEM**

1. To pursue the Disaster Management Framework, the Government of the Philippines through the NDCC adopts the following approaches and strategies:
  - a. All-hazards (natural & human-made)
  - b. Comprehensive (4 P's – Predict, Prevent, Prepare and Perform)
  - c. Inter-agency/ multi-sectoral (no organization nor nation can cope enough especially for major disaster events)
  - d. Community-based (the community is the first line of defense in any emergency situation)



**WHY DISASTER RISK REDUCTION IN THE PHILIPPINES?**

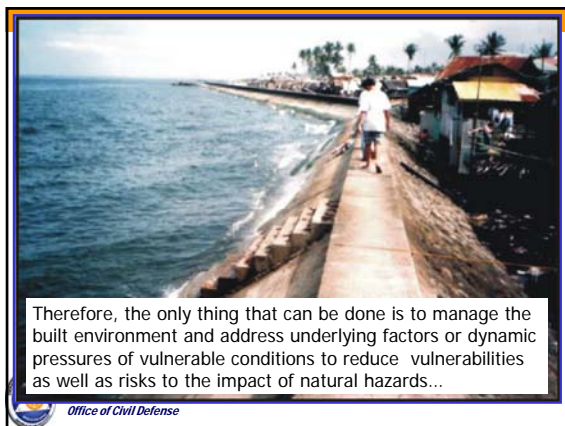
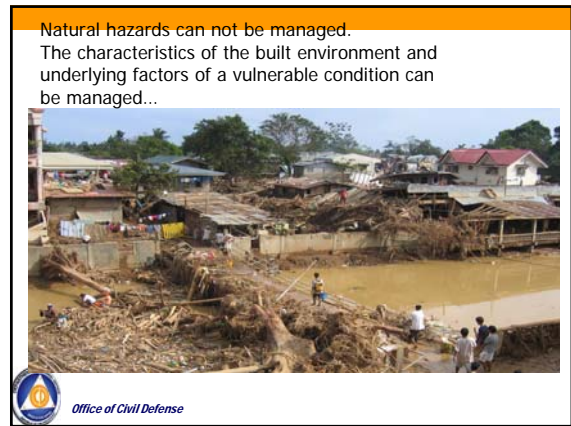
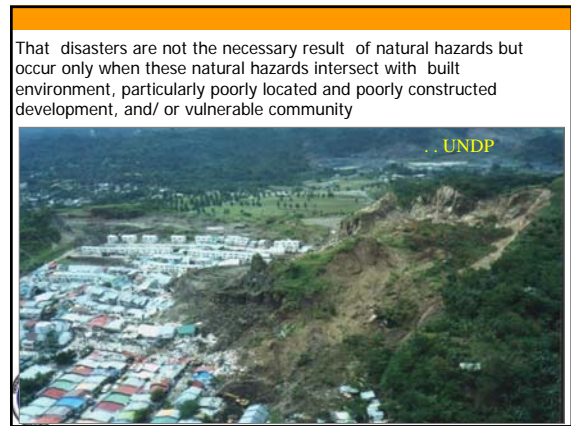
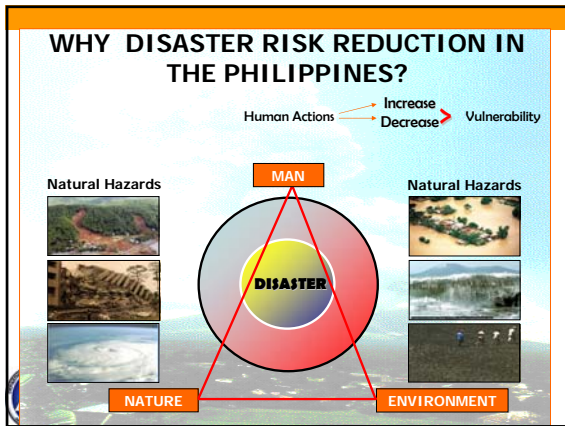
1. Geographical location which exposes the country in harm's way;
2. RP is an archipelago;
3. There are emerging critical concerns that need concerted efforts by all DM stakeholders such as Avian Influenza, Meningococemia, Terrorism and Global Warming;
4. Limited Resources;

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**WHY DISASTER RISK REDUCTION IN THE PHILIPPINES?**

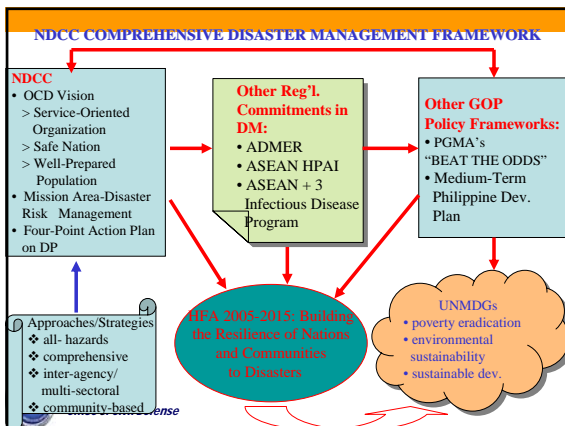
5. Lessons learned from recent major disaster events such as the November 2004 landslides in RP; December 26, 2004 Sumatra EQ and Ensuing Tsunamis; Hurricane Katrina;
6. Results of recent studies by World Bank on the Comprehensive Study on Disaster Risk Management in Asia and Pacific region and the UNDAC Assessment Team

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### IV. An Introduction of GOP Policy On the HFA

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**LCE Capacity Building for DP**

### SOME INSIGHTS.....

1. The major disaster events served as wake-up call for all sectors to prepare from these eventualities. This could be gleaned from demands for training/ seminars on disaster preparedness and response from LGUs, private and public establishments, and even community members;
2. The NDCC 4-Point Action Plan gave focus to what we want to achieve within a specific timeframe. The Capacity Building on Disaster Preparedness for LCEs was given a timeframe from January to June 2005 to achieve our targets. . . And more requests are coming even from medium and low risk areas of the archipelago;
3. MOA forged between NDCC and LMP facilitated the conduct of DP seminars, except in some areas where the provincial government took the lead in organizing the said activities;

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**LCE Capacity Building for DP**

### SOME INSIGHTS.....

4. We have also observed that approach to DM in most of the LGUs covered by this project is more of PREPARING FOR EFFECTIVE RESPONSE and much has yet to be done along MITIGATION
5. Issue on LIMITED RESOURCES was topmost in the list of the LCEs, hence, the Disaster Preparedness Program will have to compete with equally pressing concerns of LGUs like poverty alleviation, food security, shelter, etc.;
6. Overall, the NDCC project was well-accepted by the LCEs, most of whom are planning for follow-through activities such as conduct of disaster management training and contingency planning, skills training for their response teams, geo-hazard assessment of their Area of Responsibility in coordination with MGB-DENR,

**"SAFE KA BA?"**

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**An Introduction of GOP Policy on the HFA**

1. Restatement of the NDCC-OCD Vision, Mission and Functions to make them relevant to the HFA five Priorities for Action
2. Redrafting of the DM Bill into a "Philippine Disaster Risk Management Act of 2006" with inputs from Earthquake and Megacities Initiative, Inc. thru a Policy and Legislative Group coming from national and local governments, academe and private sector.

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**Proposed policies under the bill:**  
"Philippine Disaster Risk Management Act of 2006"



1. Integrated and coordinated DM policy that focuses on preventing or reducing the risk of disaster, mitigating the severity of disasters, undertaking emergency preparedness, and initiating rapid and effective response to disasters and post-disaster recovery
2. Achieve excellence in civil protection thru hazard reduction and DM.... by establishing a coherent, integrated, proficient and responsive DRM system;
3. Strengthening and capacitating of institutions, organizations and individuals (community) for effective DRM;
4. Adoption of the universal norms and standards in humanitarian assistance
5. Proposed Inclusion of a Statement on "Reducing Development Disruption through Disaster Management" in the Medium Term Philippine Development Plan (MTPDP).

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### Overview Of Current and Planned Disaster Risk Reduction Initiatives in the Philippines

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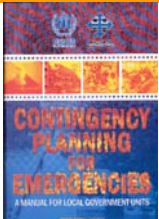


**FOUR-POINT ACTION PLAN FOR DISASTER PREPAREDNESS, 2005**

1. Upgrading the forecasting and warning capability of Philippine Atmospheric, Geophysical and Astronomical Services (PAGASA) and Philippine Institute of Volcanology and Seismology (PHIVOLCS), which are the warning agencies for Met-Hydro and Geological hazards;
 
2. Public information campaign on disaster preparedness;
 

**SAFE KA BA? NDCC 911-5061 to 65 Hotline**  
**NATIONAL DISASTER PREPAREDNESS PROGRAM**  
 National Disaster Coordinating Council / Office of Civil Defense

**FOUR-POINT ACTION PLAN FOR DISASTER PREPAREDNESS, 2005**

3. Capacity building for local government units in identified vulnerable areas
4. Mechanism for government and private sector partnership in relief and rehabilitation


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**NATURAL DISASTER RISK MANAGEMENT PROGRAM**

**ON-LINE COURSE**

**Courses Offered:**

1. Comprehensive Disaster Management Framework;
2. Financial Strategies for Managing the Economic Impacts of Natural Disasters;
3. Safe Cities;
4. Community Based Disaster Risk Management;
5. Damage and Reconstruction Needs Assessment;
6. Environment and Disaster Risk Management
7. Earthquake Risk Reduction
8. Disaster Risk Communication



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1. Enhancement of Emergency Response Capability through Training of First Responders Groups and Development of a National Incident Command System;
2. Mainstreaming of DRM in government's policies, plans, programs and budgets.




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**WAY AHEAD . . . . .**  
 Based on the MTPDP 2004-2010, Chapter 3-Environment & Natural Resources, Thrust No. 5

1. Other Non-structural Measures
  - a. Complete the geo-hazard mapping of the remaining 13 regions;
  - b. Conduct soil stability measures (e.g., reforestation and planting in river banks) for landslide-vulnerable areas; and
  - c. Ensure integration of disaster preparedness and management strategy in the development planning process at all levels of governance.

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**WAY AHEAD . . . . .**  
 Based on the MTPDP 2004-2010, Chapter 3-Environment & Natural Resources, Thrust No. 5

1. Structural Measures
  - a. Keep at the optimum the conveyance capacities of existing river channel floodways, drainage canals, esteros;
  - b. Provide adequate flood control and drainage facilities in all flood/sediment disaster prone areas to mitigate flooding as well as rehabilitate and improve existing facilities.

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## WAY AHEAD . . . . .

1. Introduce Disaster Risk Reduction subjects in formal and informal education systems
2. Formal education in DRM at tertiary level
3. Continue capacitating DM institutions, organizations and community
4. Pursue the gains of the NDCC and International Organizations Partnership in conduct of community-based contingency planning;
5. Consolidation and adoption by Congress of the proposed DRM Act;
6. Integration of Disaster Risk Reduction Measures in the MTPDP



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## CRITICAL ISSUES AND CHALLENGES IN DISASTER RISK REDUCTION

1. Introduce Disaster Risk Reduction subjects in formal and informal education systems
2. Formal education in DRM at tertiary level
3. Continue capacitating DM institutions, organizations and community
4. Pursue the gains of the NDCC and International Organizations Partnership in conduct of community-based contingency planning;
5. Consolidation and adoption by Congress of the proposed DRM Act;



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## CRITICAL ISSUES AND CHALLENGES IN DISASTER RISK REDUCTION

6. Integration of Disaster Risk Reduction Measures in the MTPDP
7. Paradigm shift or evolutionary shift from disaster management to disaster risk management?
8. Program and Financial Sustainability
9. Disaster risk reduction viewed as an expensive investment
10. Minimum basic needs vis-à-vis DM and Risk Reduction
11. Need for relevant and stronger legal and policy framework for disaster management



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## Websites

[www.ndcc.gov.ph](http://www.ndcc.gov.ph)

[www.ocd.gov.ph](http://www.ocd.gov.ph)

## Emails

[dopcen@ndcc.gov.ph](mailto:dopcen@ndcc.gov.ph)

[dopcen@ocd.gov.ph](mailto:dopcen@ocd.gov.ph)



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## Organizational Milestones

1. Disaster Management System
2. Disaster Response Capacity
  - a. Emergency Operations Center
  - b. Telecommunications and Management Information Systems
  - c. Coordination Mechanisms
  - d. Damage and Needs Assessment
  - e. Human Resource Development
  - f. Health Sector in Emergencies
  - g. Urban Search and Rescue (USAR)
  - h. Stockpiling and Management of Relief Goods



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## Organizational Milestones

3. Disaster Preparedness
3. Disaster Awareness and Preparedness
4. Training
5. Monitoring and EWS
6. Contingency Planning
4. Mechanisms for facilitating international assistance
5. Policy Formulation



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## Ongoing (Continuous)

1. Continuously upgrade regular maintenance and training in the use of Operations Center equipment.
2. Develop an Information System Strategic Plan (ISSP) that allows systematic upgrade of computer hardware and software in all disaster related agencies.
3. NDCC and DCCs should take an active and visible role in promoting awareness and preparedness activities.
4. The National Disaster Consciousness Month (NDCM) should be used as a means to highlight and reinforce key achievements of the DCCs in the previous year.
5. Enhance and strengthen awareness and preparedness into the national curriculum at elementary and high school levels.



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## Ongoing (Continuous)

6. Include Philippine Information Agencies (PIA) in all government-led information campaigns on disaster awareness and preparedness.
7. Actively engage the media and the corporate sector, in partnership with relevant government agencies, in the compilation and dissemination of awareness and preparedness programs.
8. Involve United Nations (UN) agencies, International Organizations (IO) and Non-Government Organizations (NGO) to solicit their support for disaster awareness and preparedness programs.
9. Develop a defined and quantifiable risk mapping system for potential risk areas.
10. Monitoring and early warning agencies should be involved in the formulation of contingency plans at the Local Government Unit (LGU) level.



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## Immediate (within 6 months)

1. Determine and propose a "capped amount" of LCF allocation for awareness and preparedness programs through legislative amendments.
2. Train and designate middle level managers to handle operational matters with the senior staff focusing on overseeing operations.
3. Review work practices, procedures and staffing arrangements in all Operation Center with the aim of developing a strong core team with a surge capacity to operate during major disasters and a system of rotation of personnel, augmentation and recall, and rationalized staffing of regional offices.
4. Develop a mortuary system for mass fatalities that could be rapidly established.
5. Enter into a bilateral arrangements with other countries within the region for the purpose of obtaining quick and timely assistance by international USAR teams.



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## Immediate (within 6 months)

6. Review arrangements and policies for stockpiling and procurement.
7. Formulate and develop a system of emergency procurement by a multi-agency working group that should serve as a basis for all agencies having emergency procurement functions.
8. Develop and maintain a database of available transportation in government and supporting organizations, including the private sector and Philippine National Red Cross (PNRC).
9. Identify mechanisms that allow increase in capacity of transport facilities either by central procurement or entering into dormant contract arrangements with transportation providers.
10. Develop relief packages compatible with nationally agreed standards in terms of nutritional value and sturdy packaging.



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## Immediate (within 6 months)

11. Train disaster-prone LGUs (municipal) on effective relief distribution.
12. Clarify the role of NDCC as the lead agency responsible for interfacing with international stakeholders assisting in emergencies.
13. Review the International Humanitarian Assistance (IHAN) and finalize its Implementing Rules and Regulations (IRR) to ensure efficient handling of international assistance following major disasters.
14. UNIO should be provided and familiarized with information on available UN tools for disaster response including UNDAC, INSARAG.



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### Short Term (1-2 years)

1. Strengthen the NDCC Operation Center as the primary disaster information management facility with institutionalized linkages with other Operations Center in other organizations/agencies, to ensure adequate information sharing and validation.
2. Assess suitability of current location of all Operations Center, in particular the building structures with respect to power supplies, seismic, flood and fire resistance, and any other possible scenarios.
3. Develop a streamlined communications process flow to relevant stakeholders at all levels.
4. Develop partnerships with private telecommunications corporations, exploring alternative options, to provide emergency back-up systems in times of disasters.
5. Establish a single emergency hotline.



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### Short Term (1-2 years)

6. Consolidate national strategies, common policies and practices in Disaster Management (DM).
7. Identify key representatives of NDCC-member agencies and LGUs who are able to become regular attendees of coordination teams at national and local levels.
8. Develop and exercise standard coordination practices tailored to suit the needs of the country.
9. Ensure that all stakeholders understand established trigger mechanisms for disaster response – these trigger mechanisms must be tested at regular intervals including the emergency procedures to be taken by the population at risk.
10. Review the charging and funding arrangements between agencies/organizations for the provision of professional services during major disasters.



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### Short Term (1-2 years)

11. Establish and maintain an inventory of personnel and capabilities of national and local government responding agencies.
12. Ensure that the number of staff available is sufficient and adequately trained to meet the demands of a major disaster.
13. Establish and maintain a database of key resource persons with DM expertise that could be tapped when required.
14. Establish procedures and identify suitable warehouses for medical stockpiles which could be obtained at short notice by entering into agreements with pharmaceutical and health supply providers.
15. Streamline and develop psychological-social support programs focusing on training community self support groups.



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### Short Term (1-2 years)

16. Develop a plan to increase USAR capacity to address sufficiency of USAR instructors, establishment of USAR training facilities, provision of suitable USAR equipment.
17. Develop and introduce combined training programs to encourage and ensure that all fire service units work together with common aims and procedures.
18. Adopt a common incident command structure that should be disseminated to all Incident Command System (ICS) stakeholders and practiced by all responders.
19. Interlock with INSARAG with a view to benefit from the vast resource and knowledge inherent in its international membership.
20. Develop and disseminate standardized messages using currently available disaster awareness and preparedness materials as a basis for informing the community.



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### Short Term (1-2 years)

21. Develop standardize training methods and information materials for effective multi-agency training.
22. Create an NDCC inter-agency accreditation committee that will endorse training programs and establish feedback/evaluation mechanisms.
23. Develop a basic training module from which specific modules can be further created to suit the requirements of individual agencies.
24. Develop /enhance national training modules utilizing readily available training modules related to DM in the international arena.
25. Develop an NDCC ICS Training Module for use in training national and local responders and other stakeholders.



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### Short Term (1-2 years)

26. Encourage the Training of Trainers (ToT) concept with respect to DM as it is both economically sound and allows/promotes the utilization of national expertise.
27. Establish an NDCC Training Institution that will spearhead the conduct of needed trainings by internal and external audiences – this training institution shall also function as a research arm of the NDCC that will support policy review and formulation on DM.
28. Monitoring and Early Warning System (EWS).
29. Ensure appropriate response and safety of the public at large during emergencies by disseminating information to government agencies mandated to provide emergency services.
30. Develop a process to solicit feedback from LGUs on the utilization and effectiveness of Contingency Plan Manual.



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### Short Term (1-2 years)

31. Monitor training workshops in order to support formulation of effective LGU Complans.
32. Determine an annual schedule to review Implementing Plans of all NDCC member agencies in accordance with the National Calamities and Disaster Preparedness Plan (NCDPP) – this could be included as one of the activities during the NDCM.
33. The UNCT training should include key personnel from the UNIO and IHAN agencies covering a broad range of knowledge in DM from policy to operational matters.
34. Review and incorporate into the national disaster plans protocols and regulations regarding arrival and entry of relief teams and humanitarian relief items in times of disasters.
35. Deployment of Rapid Assessment Teams (RAT), USAR, EM Teams, USAR Support Teams.



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### Short Term (1-2 years)

36. Protocols on transport of relief goods and use of transport assets.
37. Development and institutionalization of the ICS and its integration into the DCC system.
38. Develop standardized report formats.



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### Medium Term (2-5 years)

1. Develop a system encouraging transparency and accountability of National Calamity Plan (NCF) and Local Calamity Fund (LCF).
2. Develop an Assistance System giving priority to poorer LGUs recover from disasters without necessarily abandoning other LGUs in need of assistance.
3. Establish and adequately equip alternative Operations Center at separate locations that should be in a perpetual state of readiness – these could be co-located with an existing agency like fire, police, military, etc. in order to maximize resources.
4. Review current emergency telecom equipment and facilities to ensure adequate and reliable system in the event of a major disaster.
5. Establish a comprehensive DM database to include Directory of Contacts by agencies/sectors; Protocols; Trigger Mechanisms and SOPs; Contingency Plans; baseline data at barangay level with back-up system; and, other relevant information required to guarantee smooth running of disaster management operations.



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### Medium Term (2-5 years)

6. Identify a focal agency that will review casualty identification processes and procedures with a view to strengthen and ensure compatibility with international protocols.
7. Improve assessment tools and develop common methodology following international assessment guidelines e.g. ECLAC, FACT, UNDAC, USAID-FOG, etc.
8. Organize assessment teams at national, regional and local levels and train team members in assessment methodology.
9. Develop standardized training modules to uniformly build human resource capacity and competence.
10. Provide as a "duty of care" suitable PPE to fire service personnel to ensure that they are able to work effectively in emergency situations.



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### Medium Term (2-5 years)

11. Work towards achieving the international USAR standards recommended by the INSARAG.
12. Introduce DM as a program in institutions of higher education.
13. Program systematic upgrade of equipment by monitoring agencies.
14. Coordinate and encourage initiatives in the development of community-based early warning.
15. Development of comprehensive hazard-specific plans.



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### Long Term (>5 years)

1. Revision of Presidential Decree (PD) 1566 in order to be responsive to the nation's current disaster management needs and to ensure conformity with other relevant legislation enacted post-1978, in particular clarify the role of LGUs.
2. Harmonize all proposed bills on disaster management and come up with a single proposed DM Bill.
3. Establishment of a National Disaster Management Authority (NDMA).



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