CONTINGENCY PLANNING GUIDEBOOK

As of August 2016

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INTRODUCTION

The Philippines, situated along the Pacific Ring of Fire and the Typhoon Belt, is prone to natural hazards such as typhoons, earthquakes, volcanic eruptions and tsunamis. Furthermore, human-induced hazards such as crimes, terrorism and bombing also threaten the lives of the communities.

Given our disaster risk profile, Republic Act (RA) 10121, otherwise known as the Philippine Disaster Risk Reduction and Management Act of 2010", was enacted on 27 May 2010. Prior to the enactment of RA 10121, government actions relative to disaster management had been largely concentrated on the response phase where most of the resources are devoted to the needs of the affected population in the aftermath of a disaster. Now, the new law paved the way for the institutionalization of the proactive Disaster Risk Reduction and Management or "DRRM" approach, which is the *"systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster."*

As provided for in RA 10121, one of the known DRRM mechanisms that we can use is Contingency Planning. It is used to establish preparedness measures and arrange response priorities ahead of time prior to a certain disaster. Contingency planning works well together with other DRRM tools to help ensure the achievement of safer, adaptive and disaster-resilient communities towards sustainable development.

With the growing significance of contingency planning, it has become applicable not only in DRRM but also in Crisis Management (CM), which *"involves plans and institutional arrangement to engage and guide the efforts of government, non-government, voluntary and private agencies in comprehensive and coordinated ways to respond to the entire spectrum of crisis needs"*. As such, CP has been considered as one of the operationalizing tools of the National Crisis Management Core Manual (NCMCM) of 2012, as provided for by the Executive Order (EO) No. 82 series of 2012.

In this context, an effort has been made to integrate the contingency planning process for managing natural and human-induced hazards.

Development of Contingency Planning in the Philippines

Contingency planning was introduced in the Philippines in early 2002 with the support of United Nations High Commissioner for Refugees (UNHCR). Initially, it was intended towards the management of the displaced population resulting from the armed conflict situations in Mindanao. Through the years, contingency planning gained attention not only in managing displaced population but also in handling emergencies. Hence, the UNHCR assisted the National Disaster Coordinating Council (NDCC) in developing the "Contingency Planning for Emergencies: A Manual for Local Government Units."

However, the circumstances regarding emergencies became even more complex with the phenomenon of the "new normal", characterized by the increasing frequency, magnitude and scope of disasters, as well as the blurring of division between the disasters caused by natural and human-induced hazards. Hence, the United Nations Economic and Social Commission for the Asia and the Pacific (UN ESCAP) sent a technical expert in the Philippines to help the government revisit the CP process. Through the assistance of the technical expert, the National Disaster Risk Reduction and Management Council (NDRRMC) through the Office of Civil Defense (OCD), the Department of the Interior and

Local Government (DILG), and the Department of Social Welfare and Development (DSWD), in collaboration with the National Security Council (NSC), worked to enhance the contingency planning manual of the NDCC, with the objective of integrating the response arrangements for natural and human-induced hazards into one reference. This collaboration resulted to the development of the Contingency Planning Guidebook to be used by all DRRM and CM practitioners.

The Contingency Planning Guidebook

The Contingency Planning Guidebook serves as a handy reference for planners in preparing the contingency plan as a basis for actions before and during an emergency situation. It provides guidance on how stakeholders can develop coping strategies to minimize the adverse consequences of a certain hazard.

The contents of the Contingency Planning Guidebook are consistent with the existing policies and guidelines of the NDRRMC, NSC, and other relevant institutions. It has been formally adopted through the NDRRMC-NSC Joint Memorandum Circular No. 1 s 2016. As such, the Contingency Planning Guidebook contributes to better understanding of the roles of responsibilities of individuals, offices or agencies involved in DRRM and CM to improve their capacities to anticipate and respond.

DEFINITION OF TERMS

Affected Population: a group of people who (1) lives in a disaster-affected area and has sustained direct disaster impacts (e.g. casualties and lost sources of livelihoods); (2) lives within the disaster-affected area and sustained indirect disaster impacts (e.g. disruption of basic services); or (3) lives outside the disaster-affected area and sustained secondary disaster impacts (e.g. increase in market costs).

Capacity: a combination of all strengths and resources available within a community, society or organization that can reduce the level of risk, or effects of a disaster. Capacity may include infrastructure and physical means, institutions, societal coping abilities, as well as human knowledge, skills and collective attributes such as social relationships, leadership and management. Capacity may also be described as capability.

Casualty: a person who is injured, killed, or gone missing as a result of an accident, mishap, or disaster.

Civil Society Organizations (CSOs): organized group of individuals, to include non-government organizations, trade unions, faith-based organizations, indigenous people's movements and foundations, working together for a common goal.

Coordination: system for gathering information, making decision, and recording action that must be clear and known to all.

Command and Control: exercise of authority and direction by the Incident Commander over resources checked-in to accomplish the objectives.

Cluster: a group of agencies that gather to work together towards common objectives within a particular sector or area of concern in emergency response. The NDRP enumerates the clusters at the national level, the lead and member agencies, as well as their duties and responsibilities during emergencies.

Cluster Approach: a coordination system of the NDRRMC that aims to ensure a more coherent and effective response by mobilizing groups of agencies, organizations and non-government organizations to respond in a strategic manner across all key sectors or areas of activity, each sector having a clearly designated lead, in support of existing government coordination structure and emergency response mechanisms.

Contingency Plan: a scenario-based plan for a specific and projected natural and/or human-induced hazard. It aims to address the impacts of the hazard to people, properties, and environment; and/or to prevent the occurrence of the emerging threats through the arrangement of timely, effective, appropriate, and well-coordinated responses as well as the efficient management of resources.

Contingency Planning: a management process that analyzes specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations.

Crisis: also known as emergency; a threatening condition that requires urgent action or response

Crisis Management (CM): involves plans and institutional arrangement to engage and guide the efforts of government, non-government, voluntary and private agencies in comprehensive and coordinated ways to respond to the entire spectrum of crisis needs.

Crisis Management Committee (CMC): a governing body that undertakes CM activities and takes decisive actions to resolve crisis or emergency. Its powers and functions are defined in the NCMCM 2012.

Disaster: a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources. Disasters are often described as a result of the combination of: the exposure to a hazard; the conditions of vulnerability that are present; and insufficient capacity or measures to reduce or cope with the potential negative consequences, Disaster impacts may include loss of life, injury, disease and other negative effects on human, physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, Social and economic disruption and environmental degradation.

Disaster Impacts: immediate consequences of a disaster requiring extraordinary response

Disaster Risk: the potential disaster losses in lives, health status, livelihood, assets and services, which could occur to a particular community or a Society over some specified future time period.

Disaster Risk Reduction: the concept and practice of reducing disaster risks through systematic efforts to analyze and manage the causal factors of disasters, including through reduced exposures to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

Disaster Risk Reduction and Management (DRRM): the systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster. Prospective disaster risk reduction and management refers to risk reduction and management activities that address and seek to avoid the development of new or increased disaster risks, especially if risk reduction policies are not put in place.

Disaster Risk Reduction and Management Council (DRRMC): organized and authorized body of government agencies, to include the civil society organizations and private sector, mandated to undertake DRRM activities from the national to local levels. The composition, powers and functions of the DRRMC are defined in RA 10121.

Early Warning Signs: observable or science-based information that will indicate the unfolding of an event or incident.

Emergency Indicators: quantifiable thresholds that signal whether a situation is under control and whether there is a need for urgent remedial action.

Emergency Operations Center (EOC): facility mandated by RA 10121 to be established in every DRRMC that shall be operated and staffed on a twenty-four (24) hour basis for coordination work on DRRM.

Exposure: the degree to which the elements at risk are likely to experience hazard events of different magnitudes.

Goal: an observable and measurable end result having one or more objectives to be achieved within a more or less fixed timeframe.

Hazard: a dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihood and services, social and economic disruption, or environmental damage

Human-Induced Hazard: a significant incident due to human interventions resulting in acts of terrorism, destabilization, criminal activities, industrial accidents, disruption of normal day-to-day activities, and other related emergencies that require prompt intervention to contain the incident, mitigate the effects, and normalize the situation.

Incident Command System (ICS): a standard, on-scene, all-hazard incident management concept that can be used by all DRRMCs member agencies and response groups. It allows its users to adopt an integrated organizational structure to match the complexities and demands of single or multiple incidents without being hindered by agency or jurisdictional boundaries.

Incident Management Team (IMT): a team composed of Command Staff and General Staff who will take the lead in ICS implementation.

Mitigation: the lessening or limitation of the adverse impacts of hazards and related disasters.

Natural Hazard: natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Need: a motivating force that compels action for its satisfaction, range from basic survival needs satisfied by necessities, to cultural, intellectual, and social needs.

New Normal: characterized by the increasing frequency, magnitude and scope of disasters, as well as the blurring of division between the disasters caused by natural and human-induced hazards.

Objective: implementation step to attain identified goals. It is specific, measurable, has a defined completion date, and outlines the “who, what, when, where, and how” of reaching the goals.

Pre-Disaster Risk Assessment-Actions, Programs and Protocols (PDRA-APP): a process to evaluate a hazard’s level of risk given the degree of exposure and vulnerability in a specific area. PDRA-APP presents the possible impacts to the populace and form as a basis to determine the appropriate level of response actions from the national level government agencies down to the

local government units (LGUs). It is hazard-specific, area-focused, and time-bound method of assessment.

Post-Disaster Needs Assessment (PDNA): a multi-sectoral and multidisciplinary structured approach for assessing disaster impacts and prioritizing recovery and reconstruction needs. It is undertaken by the government agencies also in collaboration with international development partners and the private sector.

Probability: frequency of occurrence or the return period of losses associated with hazardous events.

Rapid Damage Assessment and Needs Analysis (RDANA): a disaster response tool that is used immediately in the early emergency phase to determine the extent of impacts and assess the priority needs of the communities.

Resources: machineries, manpower, methodology, materials, and monetary assets that can be drawn on by an organization in order to function effectively.

Risk: the combination of the probability of an event and its negative consequences.

Risk Assessment: a methodology to determine the nature and extent of risk by analyzing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihood and the environment on which they depend

Root Causes: the underlying natural or human-induced sources or origins of the hazard

Sector: distinct and large subdivision defined on the basis of some common factor

State of Calamity: a condition involving mass casualty and/or major damages to property, disruption of means of livelihoods, roads and normal way of life of people in the affected areas as a result of the occurrence of natural or human-induced hazard.

Threat: an indication of something undesirable coming; a person or thing as a likely cause of harm; refers to people, phenomena, situations and trends in the environment that can adversely affect the welfare and well-being of the people.

Triggering Factors: factors that could cause the unfolding of an event.

Vulnerability: the characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard. Vulnerability may arise from various physical, social, economic, and environmental factors such as poor design and construction of buildings, inadequate protection of assets, lack of public information and awareness, limited official recognition of risks and preparedness measures, and disregard for wise environmental management.

WHAT IS CONTINGENCY PLANNING?

UNHCR Handbook of Emergencies defines contingency planning as *"A forward planning process, in a state of uncertainty, in which scenarios and objectives are agreed, managerial and technical actions defined, and potential response systems put in place in order to prevent or better respond to, an emergency or critical situation."*

RA 10121 describes contingency planning as "*a management process that analyzes specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations."*

Combining the above definitions, a contingency plan is a scenario-based plan for a specific and projected natural and/or human-induced hazard. It aims to address the impacts of the hazard to people, properties, and environment; and/or to prevent the occurrence of the emerging threats through the arrangement of timely, effective, appropriate, and well-coordinated responses as well as the efficient management of resources.

WHY CONDUCT CONTINGENCY PLANNING?

At the international level, the conduct of contingency planning is our commitment to the Sendai Framework for Disaster Risk Reduction (SFDRR) 2015-2030. Specifically, in Para 33, Priority 4 of the Framework, it states that "…*national and local governments shall prepare or review and periodically update disaster preparedness and contingency policies, plans and programs…"*

In the Philippines, the conduct of contingency planning is required by RA 10121. Specifically, in Rule 6, Section 4 (3) of the Implementing Rules and Regulations (IRR) of the law, it states that *"The Provincial, City and Municipal DRRMOs or BDRRMCs, in coordination with concerned national agencies and instrumentalities, shall facilitate and support risk assessments and contingency planning activities at the local level."*

Recognizing the need to develop contingency plans for both natural and human-induced hazards, it is stipulated item 6.1.1 of the NDRRMC-NSC JMC No. 1, 2016 that "All DRRMCs at all levels, CMCs at the local level, and individual government departments, bureaus, agencies, offices, units, and instrumentalities shall formulate contingency plans for natural and/or human-induced hazards appropriate to their areas in accordance with the prescribed Contingency Planning Guidebook." Moreover, in item 6.1.2, *"Other governance stakeholders, including civil society organizations and the private sector, are enjoined to adopt the Contingency Planning Guidebook for formulation of their respective contingency plans."*

The conduct of contingency planning is also embodied in various national issuances, policies, programs and guidelines:

- EO No. 82, s. 2012: Operationalizing the Practical Guide for National Crisis Managers and the National Crisis Management Core Manual; Establishing National and Local Crisis Management Core Manual; Establishing national and Local Crisis Management Organizations; and Providing Funds Therefor

- NDRRMC Memorandum Circular No 04, s. 2012: Implementing Guidelines on the Use of Incident Command System as an On-Scene Disaster Response and Management Mechanism under the

Philippine Disaster Risk Reduction and Management System

- NDRRMC Memorandum Order No. 23, s. 2014 approving the National Disaster Response Plan for Hydro-meteorological hazards
- NDRRMC Memorandum No. 43, s 2016: Guidelines on the Interoperability of the Incident Management Teams and Response Clusters
- NDRRMC Memorandum No. 44, s 2016: Guidelines on the Mobilization of Incident Management Teams
- Department of Budget and Management (DBM)-NDRRMC-DILG JMC 2013-1: Allocation, Utilization of the Local Disaster Risk reduction and Management Fund
- NDRRMC-DILG-DBM-Civil Service Commission (CSC) JMC 2014-1: Implementing Guidelines for the Establishment of Local DRRM Officers (LDRRMOs) or Barangay DRRM Committees (BDRRMCs) in LGUs
- DILG Memorandum Circular No.: 2014-39: 2014 Seal of Good Local Governance: *Pagkilala Sa Katapatan at Kaiiusayan ng Pamalaang Local*
- NDRRM Plan 2011 – 2028, Thematic Area 2: Disaster Preparedness, Outcome 10: *"Developed and implemented comprehensive national and local preparedness and response policies, plans, and systems"*
- NDRRM Framework
- DILG Operation Listo

Based on the existing national policies and issuances, it is clearly evident that the conduct of contingency planning is eminent in a disaster prone country like the Philippines. As such, contingency planning yields a number of benefits:

- It helps to ensure the availability of resources and establishes a mechanism for rapid decision-making based on authority, responsibility and accountability.
- It contributes to enhancing networking and coordination among individuals, agencies and organizations.
- It helps to protect lives by arranging potential response structures, mechanisms and resources prior to the occurrence of any emergency.

WHEN TO CONDUCT CONTINGENCY PLANNING?

The existence of natural and human-induced hazards, even the preparations for planned events, prompts the need for contingency planning. Some early warning signs usually precede an event that requires emergency response. Often, it is simply a matter of good knowledge mixed with experience that encourages one to recognize the need to do planning. However, even if one is not sure that such event may indeed occur, it is still best to formulate a contingency plan.

In other words, the moment we have projected a disaster or an incident, we should start formulating contingency plans now. As a general rule: *"It is better to plan when it is not needed, than not to have planned when it was necessary".*

It is also important to consider contingency planning as a continuing process. This means that a contingency plan should be treated as a dynamic document, i.e., continually updated. It undergoes appropriate testing, updating, and regular risk assessment. Once it reaches its

target date of execution, a contingency plan becomes a response plan. Otherwise, it will add value to the overall plans of the LGU/ community/ agency/ office/ organization (e.g. DRRM Plan and Development Plan of LGUs) to improve their response capacities.

WHERE TO APPLY CONTINGENCY PLANNING?

Practically, contingency planning is applicable to all forms of hazards. It is also applied as part of preparations for planned events. Below are some examples of where contingency planning can be applied:

- Natural hazards such as typhoons, volcanic eruptions, floods, El Niño and La Niña, earthquakes, tsunamis, storm surge, landslides and lahar/mud flows
- Human-induced hazards such as conflagration, aircraft crash, vehicular accident, oil spills, hazardous material/chemical incidents, industrial incidents, and garbage avalanche
- Human-induced crises such as crimes, bombing, terrorist acts and armed conflict situations
- Planned events and high density population gatherings such as fiestas, concerts, anniversaries, conferences, etc.
- Sudden increase of displaced population
- Sudden shortages of funding, food or other commodities
- Outbreak of an epidemic or serious health problems

There should only be one contingency plan for every hazard or planned event. If various kinds of hazards exist, contingency plans must be formulated for each. If there are secondary hazards resulting from one specific hazard, these must be specified in one contingency plan as part of the scenario generation.

WHO SHALL CONDUCT CONTINGENCY PLANNING?

Generally speaking, all DRRMCs, CMCs, and all individual government departments, bureaus, agencies, offices, units and instrumentalities shall conduct contingency planning. Even all other governance stakeholders such as the CSOs must also formulate their own contingency plans.

It is important to note that contingency planning is most effective when it is a participatory process involving all the individuals, offices or agencies concerned who will work together in the event of an emergency.

LEVELS	RECOMMENDED PARTICIPANTS
National/ Regional	• DRRM/ CM Focal Persons/Representatives from the national/ regional DRRMC/CMC member agencies • Relevant technical experts who will provide information on risk assessments and assist formulation of the scenarios and other plan contents. These experts usually come from the following agencies:

	○ Philippine Atmospheric Geophysical and Astronomical Services Administration (PAGASA) for hydro-meteorological hazards such as tropical storms and typhoons ○ Philippine Institute of Volcanology and Seismology (PHIVOLCS) for geological hazards such as earthquakes, volcanic eruptions and tsunamis ○ Mines and Geosciences Bureau (MGB) for rain-induced landslides ○ Climate Change Commission (CCC) for climate-related hazards ○ National Intelligence Coordinating Agency (NICA) and Anti-Terrorism Council (ATC) for terrorist-related incidents • Relevant CSOs and private sector groups involved in DRRM/CM • Private sector managers or individuals who are willing to commit resources, services or any other form of assistance during the activation of the contingency plan.
Local (Provincial, City, Municipal, Barangay)	• Local DRRM Officers • Sanggunian members • Local committees representatives • Representatives from the local DRRMC/CMC member agencies such as but not limited to planning Development Coordinator, Budget Officer, Social Welfare and Development Officer, Health Officer, Engineering Officer, Administrator, Local Government Operations Officer, Legal officers, Public Information Officers, Public Safety and Security Officer, etc. • Relevant technical experts who will provide information on risk assessments and assist formulation of the scenarios and other plan contents. These experts usually come from the following agencies: ○ PAGASA for hydro-meteorological hazards such as tropical storms and typhoons ○ PHIVOLCS for geological hazards such as earthquakes, volcanic eruptions and tsunamis ○ MGB for rain-induced landslides ○ CCC for climate-related hazards ○ NICA and ATC for terrorist-related incidents • National government agencies at the local level, CSOs and group sector groups involved in DRRM/CM

	• Private sector managers or individuals who are willing to commit resources, services or any other form of assistance during the activation of the contingency plan.
Individual Agency/ Office/ Organization	• Division/Unit Heads • Finance Officers • Planning Officers • Logistics Officers • Operation Officers • Human Resource Officers • Disaster Control Group members • Relevant technical experts who will provide information on risk assessments and assist formulation of the scenarios and other plan contents. These experts usually come from the following agencies: o PAGASA for hydro-meteorological hazards such as tropical storms and typhoons o PHIVOLCS for geological hazards such as earthquakes, volcanic eruptions and tsunamis o MGB for rain-induced landslides o CCC for climate-related hazards o NICA and ATC for terrorist-related incidents • Private sector managers or individuals who are willing to commit resources, services or any other form of assistance during the activation of the contingency plan.

HOW TO FORMULATE A CONTINGENCY PLAN?

Before formulating a contingency plan, it is important to have an understanding of the overall contingency planning process. Contingency planning, although a mechanism for response, is still a preparedness activity. It would only work if and when sensitization activities are successfully done during peace time such as environmental scanning, awareness raising, risk assessment and administrative preparations. Moreover, the planning process should involve all relevant actors, decision makers, supporters and technical experts. Management of resources, coordination and communication mechanisms, and operational response procedures are some of the essential areas that should be taken into account during planning to ensure timely, effective and efficient delivery of response services should the project scenarios occur.

- **"Sell the Idea" of Contingency Planning:** Before the start of contingency planning, it is important to first "sell the idea" of contingency planning to officials and the relevant authorities. In this process, it must be made clear, especially for the DRRMC chairpersons, that formulating contingency plans is part of the DRRM mandate as provided for in RA 10121 and other issuances. Their buy-in and approval to undertake contingency planning will provide support and justification to do the next steps required for the formulation of contingency plans.

- **Generate Situation Awareness:** As described by the NCMCM, situation awareness is the ability to extract and integrate information in a continuously changing environment and to use such information to direct future actions. It entails understanding of the operational environment that shall provide the basis for the conduct of contingency planning.

  To generate situation awareness, the conduct of risk assessment is essential. This involves gathering and analysis of sufficient information regarding the hazards, vulnerabilities and exposures as well as the current capacities to respond. In this process, the involvement of the relevant DRRM and CM technical experts is critical. Risk assessment further allows detection of early warning signs: the indicators of an impending disaster or crises. Once detected, it means hoisting a flag of alert, and seriously pulling all actors to focus their attention and energy to readily prepare for a potential emergency.

  Aside from risk assessment, generating situation awareness also involves the review of relevant DRRM and CM documents and plans as well as the analysis of historical data on previous disasters or crises.

- **Formulate the Contingency Plan:** The presence of early warning signs necessitate the formulation of the appropriate contingency plan. The formulation process should be undertaken by collectively. Moreover, it should not be treated as an exceptional work and a one-time-big-time process but instead it should require series of regular activities. Once finalized and completed, the plan must be reviewed, tested, approved by the relevant authorities, and be disseminated to the concerned stakeholders.

- **Maintain and Update the Contingency Plan:** The contingency plan does not end within the four corners of the planning room or kept in drawers and bookshelves. It does not also mean that the plan is ready for immediate execution. There should be continuous risk assessment to measure its

applicability in a real worst case situation. The scenarios and response arrangements indicated in the contingency plan must be updated as necessary.

- **Execute the Contingency Plan:** Upon detection of early warning signs for the occurrence of a disaster or crisis, a contingency plan can swiftly be transformed into a response plan since it already identifies all the response arrangements including standby resources. The response actors shall perform their roles and responsibilities as specified in the contingency plan.

Clear understanding of the overall contingency planning process is essential to formulate an integrated and comprehensive contingency plan that contains the following:

- Chapter I. Process
- Chapter II. Goal(s) and Objectives
- Chapter III. Coordination, Command and Control
- Chapter IV. Activation, Deactivation and Non-Activation
- Annexes

Chapter I. Background

A. Introduction

Write a narrative to describe the overall profile of the LGU/ community/ agency/ office/ organization. To expound on the narrative, using various sources of information such as but not limited to, as appropriate:

- History of the LGU/ community/ agency/ office/ organization
- Ecological profile (physical, biological, socioeconomic, cultural, built environments and geo-physical environment (climate, major rivers and mountains, topography, etc.)
- Maps (hazard, risk, base, administrative, political, etc.)
- Disaggregated data on population, composition and characteristics
- Community-based Management Information System
- Institutional capabilities, organizational structures, and local fiscal management references
- Reports on crime incidents
- Historical data on past disasters or crises (occurrences/trends, statistics on casualties, damages and losses to sectors [infrastructure, agriculture, etc.], affected population [displaced, with affected livelihoods, influenced/ infiltrated/ threatened by external factors])
- Available plans (DRRM Plan, Comprehensive Development Plan, Comprehensive Land Used Plan (CLUP), Annual Investment Plan, other existing contingency plans, etc.)

B. Hazard Identification

One of the vital parts of a contingency plan is the identification of hazards that will serve as the foundation for the development of the scenarios. The hazards will be identified through the use of a simple tool that compares the different hazards threatening the LGU/ community/ agency/ office/ organization based on their “Probability” and “Impact.”

1. Accomplish **CP Form 1: Hazard Identification** to be included as part of Chapter I.

CP Form 1: Hazard Identification

HAZARD	PROBABILITY		IMPACT		AVERAGE	RANK
	RATE	REMARKS	RATE	REMARKS	P + I / 2	

2. Using the accomplished **CP Form 1: Hazard Identification,** write a narrative to describe the hazards that threaten the LGU/ community/ agency/ office/ organization (or the hazards that may arise during conduct of the planned event). Include in the narrative other important details such as the history of occurrence of past disasters as well as the current

capacities of the LGU/ community/ agency/ office/ organization to respond. You may refer to the inputs under the “Remarks” column of CP Form 1.

To expound on the narrative, using various sources of information such as but not limited to, as appropriate:

- Maps (hazard, risk, base, administrative, political, etc.)
- Reports on crime incidents
- Historical data on past disasters or crises (occurrences/trends, statistics on casualties, damages and losses to sectors [infrastructure, agriculture, etc.], affected population [displaced, with affected livelihoods, influenced/ infiltrated/ threatened by external factors])
- Available plans (DRRM Plan, Comprehensive Development Plan, Comprehensive Land Used Plan (CLUP), Annual Investment Plan, other existing contingency plans, etc.)
- Situation/intelligence reports, alerts and advisories
- Evacuation plans (routes, centers/ areas, open spaces, pick-up/ convergence points, etc.)
- Inventory of resources, with details on tasking and prepositioning
- Risk profile: hazards, vulnerabilities, capacities, and exposure

C. Hazard to Plan for: <Name of Hazard>

1. State the specific hazard to plan for. This is the hazard that ranked as number one in the accomplished **CP Form 1: Hazard Identification.**

2. Accomplish **CP Form 2: Anatomy of the Hazard** for the selected hazard to be included as part of Chapter I**.**

CP Form 2: Anatomy of the Hazard

ROOT CAUSES	EARLY WARNING SIGNS	TRIGGERING FACTORS	EXISTING MITIGATING MEASURES

3. Using the accomplished **CP Form 2: Anatomy of the Hazard**, write a narrative to describe the root causes, triggering factors, early warning signs and existing mitigating measures for the identified hazard to plan for.

D. Scenario

1. Accomplish **CP Form 3A: Scenario Generation for Natural Hazard** or **3B: Scenario Generation for Human-Induced Hazard**, as appropriate, to be included as part of Chapter I.

CP Form 3A: Scenario Generation for Natural Hazard

SITUATIONS	BAD	WORSE	WORST
Description of the Event			
CASUALTY			
Death			
Injury			
Missing			
AFFECTED POPULATION:			
Local			
Foreign			
EFFECTS ON:			
Housing			
Properties			
Tourism			
Agriculture			
Fisheries			
Livelihood/Business			
Roads			
Bridges			
Communication			
Power			
Water			
Environment/Ecology			
Response Capabilities			
OTHERS:			

CP Form 3B: Scenario Generation for Human - Induced Hazard

SITUATIONS	MOST LIKELY (Normal Activities)	BEST (with counter-measures)	WORST
Description of the Event (Example: Movement of the enemy/perpetrators based on intelligence report)			
DESCRIPTION OF THE IMPACT/CONSEQUENCE			
CASUALTY			
Death			
Injury			
Missing			
AFFECTED POPULATION:			
Local			
Foreign			
EFFECTS ON:			
Housing			
Properties			
Tourism			
Agriculture			
Fisheries			
Livelihood/Business			
Roads			
Bridges			
Communication			
Power			
Water			
Environment/Ecology			
Response Capabilities			
EFFECTS ON GOVERNMENT:			
Local			
National			
OTHERS:			

2. Using the accomplished **CP Form 3A: Scenario Generation for Natural Hazard** or **3B: Scenario Generation for Human-Induced Hazard**, write a narrative to describe the different scenarios, both quantitatively and qualitatively, that are projected to happen should the identified hazard occur.

   Note: Although the several scenarios are specified in the form, it is important to settle for the worst scenario for CP. The other scenarios in effect only serve as benchmark for operations.

3. Accomplish **CP Form 4A: Affected Population** and/or **Form 4B: Breakdown of Affected Population,** as appropriate, to be included as part of Chapter I.

CP Form 4A: Affected Population

AFFECTED AREA (Region/Prov/Mun/Brgy /Others)	NO. OF AFFECTED POPULATION		NO. OF DISPLACED POPULATION							ASSUMPTIONS (why they were affected/ displaced/ evacuated)	CHARACTERISTICS
			INSIDE EVACUATION			OUTSIDE EVACUATION		TOTAL			
	Family	Persons	Family	Persons	Location	Family	Persons	Family	Persons		

CP Form 4B: Breakdown of Affected Population

Location of Affected Population	MALE										FEMALE											
	Infant	Toddler	Pre-school	School Age	Teenage	Adult	Senior Citizen	PWDs	Others	Total	Infant	Toddler	Pre-school	School Age	Teenage	Adult	Senior Citizen	PWDs	Pregnant	Lactating	Others	Total
	0-12 mos.	1-3 yo	4-5	6-12	13-17	18-59	60 above				0-12 mos.	1-3 yo	4-5	6-12	13-17	18-59	60 above					
TOTAL																						

4. Using the accomplished **CP Form 4A: Affected Population** and/or **Form 4B: Breakdown of Affected Population**, write a narrative to describe the projected impacts of the hazard to the population (quantitative and qualitative) according to the scenarios specified, particularly the worst case scenario.

Chapter II. Goal(s) and Objectives

A. Goal(s)

State the overall goal(s) of the contingency plan, or the end state that a contingency plan aims to achieve.

B. General Objective(s)

Enumerate the general objective(s) of the contingency plan to achieve the desired goal. The objectives must be stated SMARTER.

- **S – pecific:** clearly and exactly presented or stated; precise or exact
- **M – easurable:** an adequate or due portion is quantifiable
- **A – ttainable:** capable of being achieved
- **R – ealistic:** resembles real life; very much like in the actual setting
- **T – ime bound:** a period of time is planned for a particular action
- **E – xtending:** can be continued in a specific direction, distance, space or time
- **R – ewarding:** recompenses effort; generates feeling of fulfillment

Note: In coming up with the goals and general objectives, the statements must be anchored to the policies enumerated in the CP Guidebook as well as other relevant policies, rules and regulations. Furthermore, the goals and general objectives must be humanitarian in nature, non-controversial and beneficial to all end user.

Chapter III. Coordination, Command and Control

It is important for the LGU/ community/ agency/ office/ organization to have an organized response system in order to accomplish the goal(s) and objectives to provide the necessary services of the affected population. In dealing with a "worst case scenario", it is expected that various government agencies and CSOs will be operating to provide resources and services for response and recovery. Therefore, in order for the LGU/ community/ agency/ office/ organization to be able to properly manage the influx of resources and services, it is a must to have systems in place that will dictate the best arrangements for efficient and effective coordination, command and control.

A. Coordination

1. Accomplish **CP Form 5A: Cluster Identification**, then summarize the results using **CP Form 5B: Summary of Cluster Identification**.

CP Form 5A: Cluster Identification

CLUSTER	AGENCIES/OFFICES INVOLVED							LEAD AGENCY/OFFICE

CP Form 5B: Summary of Cluster Identification

CLUSTER	LEAD AGENCY/ OFFICE	MEMBER AGENCIES/OFFICES

2. Include **CP Form 5B: Summary of Cluster Identification** as part of Chapter III. (Place **CP Form 5A: Cluster Identification** as part of the Annex). CP Form 5B shall describe all the response clusters that will be needed in response to your worst scenario, the lead office/agency for each cluster as well as the members.

   Note: Here is the list of clusters adopted by the NDRRMC as stipulated in the NDRP:

   - Food and Non-food Items
   - HEALTH (WASH, Health, Nutrition and Psychological Services)
   - Protection

- Camp Coordination and Management
- Logistics
- Emergency Telecommunications
- Education
- Search, Rescue and Retrieval
- Management of the Dead and the Missing
- Law and Order
- International Humanitarian Relations

3. Formulate a separate and detailed "sub-plan" for every cluster identified in the **CP Form 5B: Summary of Cluster Identification**. In every sub-plan, do the following:

   a. Enumerate the lead and member offices/agencies for that specific cluster, as indicated in **CP Form 5B: Summary of Cluster Identification**.

   b. Write a narrative to describe the specific scenario for the cluster. The scenario must be consistent with the overall scenario in Chapter I.

   c. Enumerate the specific objectives for the cluster. These should be in accordance with the CP goal and general objectives in Chapter II.

   d. Enumerate the roles and responsibilities of the cluster lead and members.

   e. Write a narrative to describe the general protocols of the cluster with timelines of actions when applicable.

   f. Accomplish **CP Form 6: Needs and Activities** to be included as part of Chapter III. The form shall indicate the needs, the activities that will meet the needs, the offices/ agencies responsible and timeline to address the needs before and during the actual situation.

CP Form 6: Needs and Activities Inventory

Cluster: _____

NEEDS	ACTIVITIES/ ARRANGEMENTS TO MEET THE NEEDS	RESPONSIBLE AGENCIES/OFFICES	TIMEFRAME

   g. Accomplish **CP Form 7: Resource Inventory** to be included as part of Chapter III. The form shall indicate the inventory of all existing resources of the lead and member offices/agencies.

CP Form 7: Resource Inventory

Cluster: _____

QUANTITY	UNIT	RESOURCE	AGENCY/OFFICE	RESOURCE LOCATION	REMARKS

h. Accomplish **CP Form 8: Needs Projection and Resource Gap Identification** to be included as part of Chapter III. The form shall indicate the current resources vs. projected needs as well as the resource gaps and their possible sources.

CP Form 8: Needs Projection and Resource Gap Identification

Cluster: _____

RESOURCE	TARGET POPULATION		STANDARDS	UNIT COST (PHP)	PROJECTED NEEDS				CURRENT RESOURCE		GAPS (PROJECTED – CURRENT)		SOURCES TO FILL THE GAPS
					1 DAY		(X) DAYS						
	FAMILIES	PERSONS			QTY	COST (PHP)	QTY	COST (PHP)	QTY	COST (PHP)	QTY	COST (PHP)	
TOTAL													

4. Once all clusters have formulated their respective “sub-plan”, consolidate all information and make a summary using **CP Form 9: Budget and Resource Summary** as part of Chapter III. Afterwards, write a narrative to describe the implication of the summary of overall budget and resources to illustrate the gravity/severity of the impact of contingency plan.

CP Form 9: Budget and Resource Summary

Budgetary Summary

Cluster	Cost of Projected Needs	Cost of Current Resources	Amount of Gaps	Source of Fund
TOTAL (PHP)				

Resource Summary

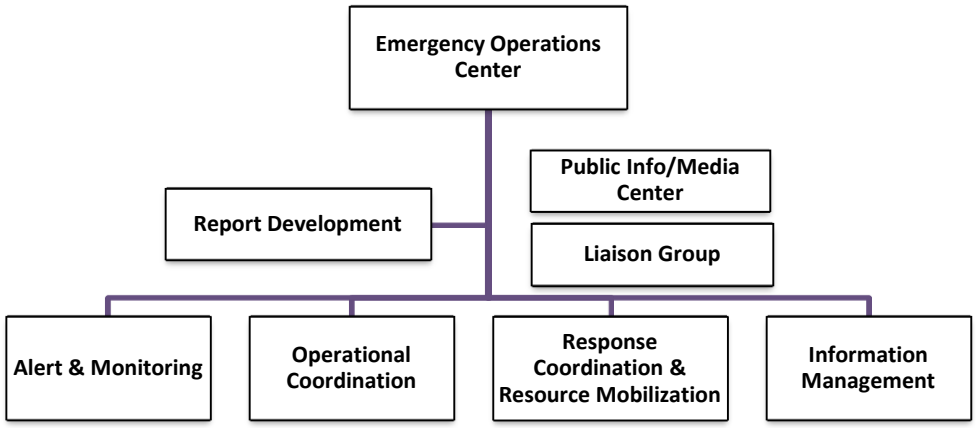
Cluster	Description	Projected Needs	Current Resources	Gaps	Source

B. Command and Control

Features of Emergency Operations Center (EOC)

1. Write a narrative to describe the EOC of the LGU/ community/ agency/ office/ organization. In the narrative, highlight important information such as the physical location, persons in charge of manning the EOC, structure, and other related details.

   Here is an example of a typical structure of an EOC:

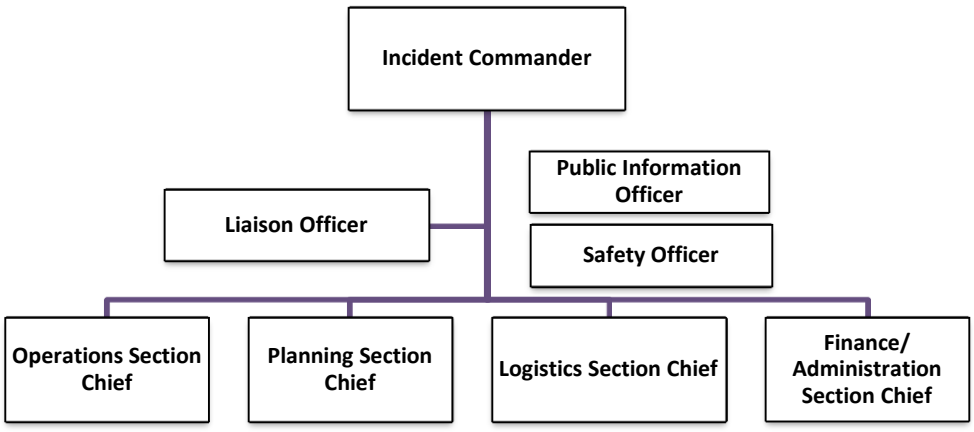


2. Write another narrative to explain the general concept of operations/standard operating procedures on the activation and operationalization of the EOC.

Features of Incident Command System (ICS)

1. Draw an organizational structure depicting the Incident Management Team (IMT) who will serve as the implementing arm of the clusters as stipulated in Part 1 of Chapter III. The organizational structure must clearly depict the Incident Commander (IC), members of the command staff and general staff, together with the corresponding offices/agencies assigned for each.

   Here is an example of a typical structure of an IMT:



Note: In selecting the agencies/offices to form part of the IMT, consider the situation as depicted in the scenario. The agency/office must not only have sufficient qualification and training. It must have enough capability to perform the expected task as part of the IMT given the worst situation.

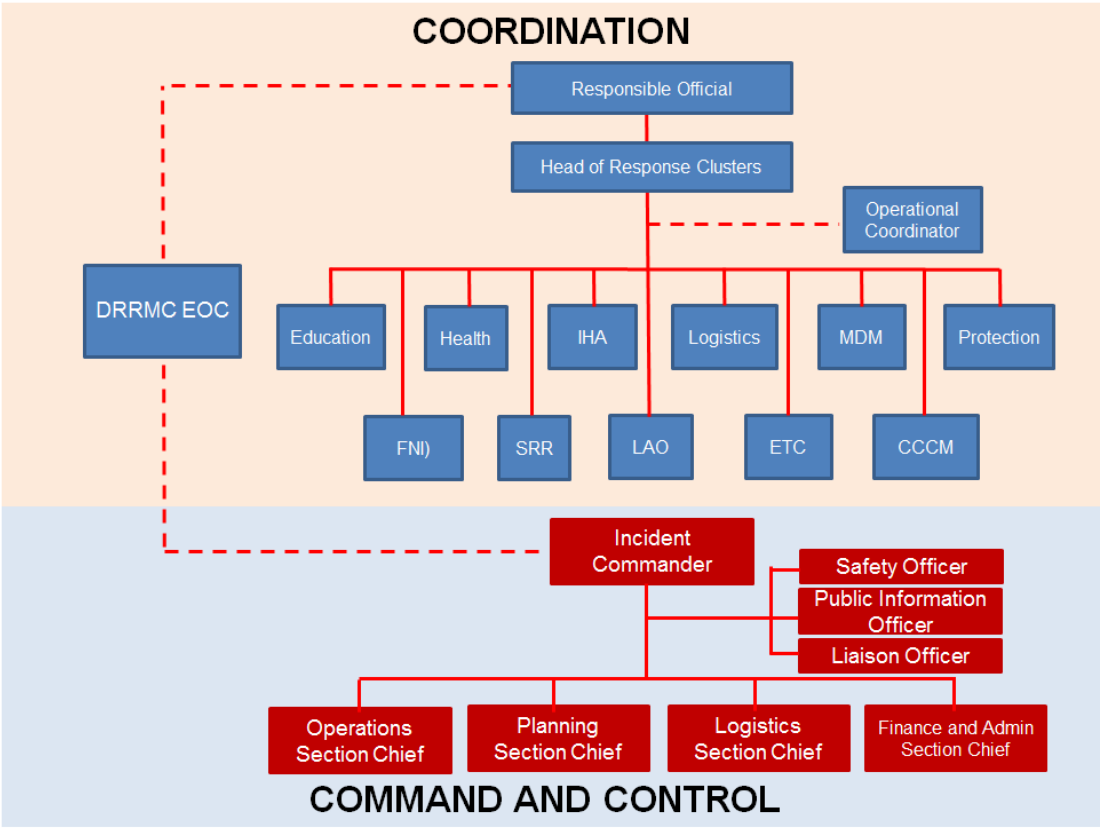
For reference, here are the general roles and responsibilities of the IMT

POSITION	ROLES AND RESPONSIBILITIES
Incident Commander	Overall manages the incident
Command Staff	
• Public Information Officer	Interacts with the media and public
• Safety Officer	Assesses all operational safety concerns
• Liaison Officer	Point of contact for other agencies
General Staff	
• Operations Section Chief	Implements tactical activities
• Planning Section Chief	Collects information and prepares reports
• Logistics Section Chief	Provides facilities and services support
• Finance and Administration Section Chief	Monitors and approves expenditures

2. Write a narrative to explain the functionality of the IMT.

Interoperability

1. Draw a flow chart to indicate the interoperability of the EOC, ICS and clusters. Here is an example:



2. Write a narrative to explain how the interoperability works as depicted in the flow chart.

   Note: In coming up with the narrative, especially for DRRMCs/CMCs, highlight that the Chairperson of the DRRMC or Crisis Manager of the CMC is situated at the EOC, together with cluster leads, to make strategic decisions. They will use the facilities of the EOC to communicate their guidance to the IMT. The IMT then undertakes tactical operations based on the directives from the EOC. The IMT also reports back to the EOC about situation updates on the ground. The clusters will continue to coordinate with the IMT via the EOC to provide assistance especially in terms of resource mobilization.

Chapter IV. Activation, Deactivation and Non-Activation

A. Activation and Deactivation

1. Draw a flow chart to indicate how the contingency plan will be activated for implementation and deactivated after the operation. In the flow chart:

   - Indicate the triggers to activate the contingency plan that will guide the Chairperson of the DRRMC, Crisis Manager of the CMC, or the head of the agency/office in their decisions.

     Here are some examples of triggers that can be used particularly for DRRMCs or CMCs:

     - **Pre-Disaster Risk Assessment–Action, Programs and Protocols (PDRA-APP):** In the presence of early warning signs related to an impending hazard, PDRA-APP shall be conducted. PDRA-APP presents the possible impacts of the hazard to the populace to determine the appropriate level of response actions. The assessment provides basis for the activation of the contingency plan.

     - **Rapid Damage Assessment and Needs Analysis (RDANA)**: A contingency plan may be activated as recommended by RDANA teams working on the ground. This is applicable especially in the absence of early warning signs as well as communication from the ground. The actual findings of the RDANA teams can be used as justification for activating the contingency plan.

     - **Intelligence Reports:** Based on the intelligence reports gathered, a contingency plan may activated to help suppress the threat of a predicted human-induced crisis and prepare to assist the communities that might possibly be affected.

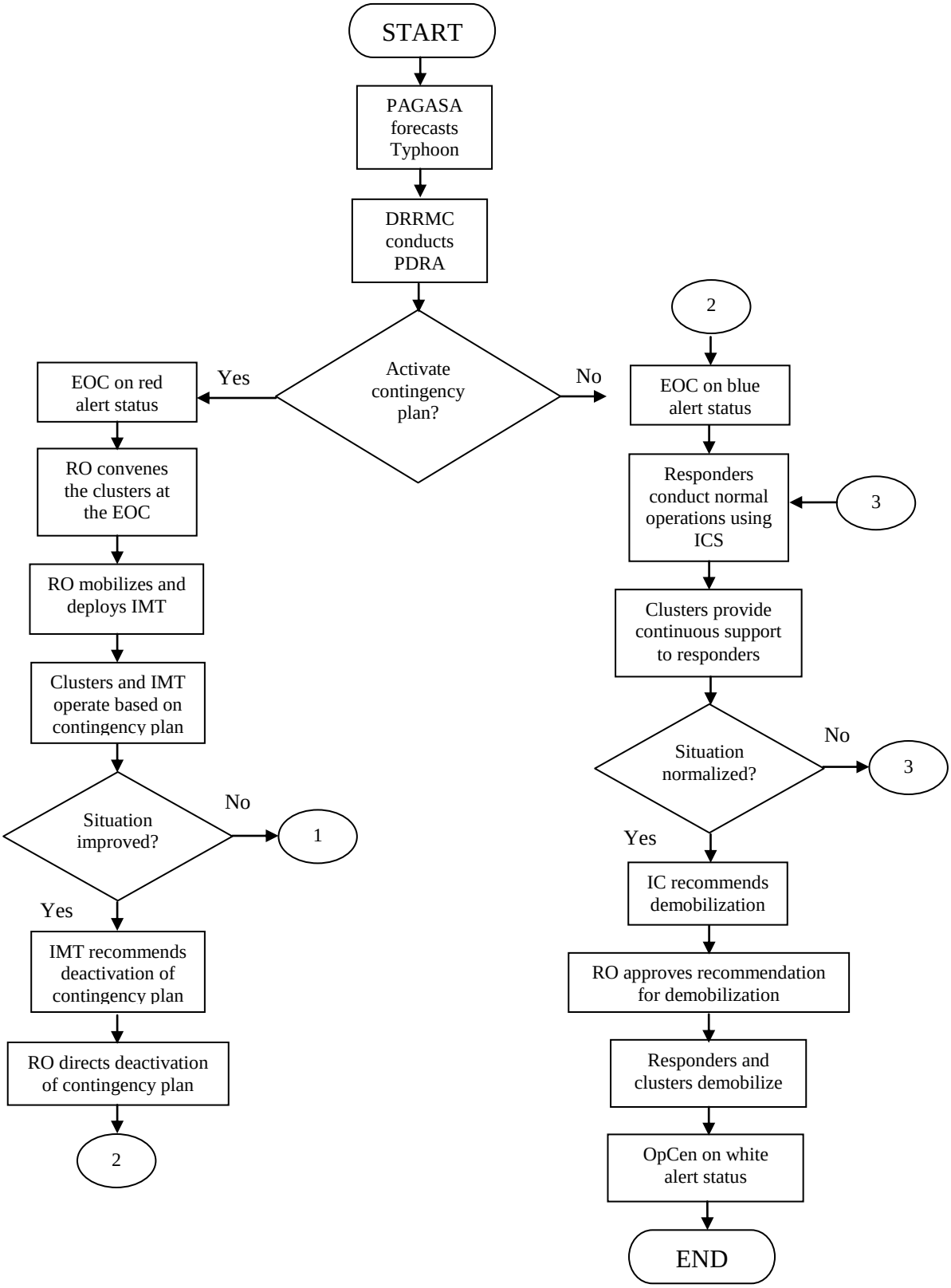
     Note: In situations with exact predicted date of occurrence such as planned events, a contingency plan must automatically be activated days or even weeks before the actual start of the event. However, natural and human-induced hazards will generally have to rely on certain triggers. All of these have to be explained clearly in the plan.

   - Also, specify the triggers to deactivate the contingency plan. Depending on the type of hazard or event, determine the conditions when the response operations should be terminated as provided for in the contingency plan.

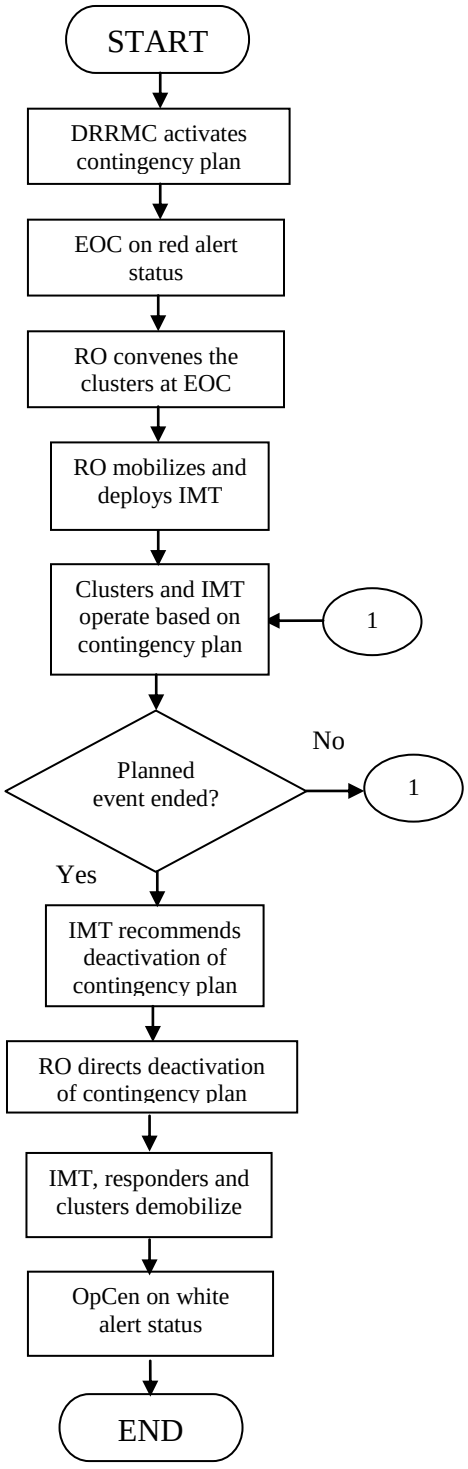
     Note: As a general rule, the recommendation to deactivate the contingency plan and terminate the operation should emanate from the IC operating on the ground. It should be properly reported to the EOC up to the Chairperson of the DRRMC, Crisis Manager of the CMC or the head of the agency/office. In turn, the Chairperson of the DRRMC, Crisis Manager of the CMC or the head of the agency/office should officially declare for the deactivation of the contingency plan and the subsequent termination of the operations For planned events, the operation will be terminated days after the conduct of the event itself (usually 1-2 days or as agreed).

2. Write a narrative to further describe the important components of the flow chart. It is also important to add timelines for activation when applicable.

Here is an example of a flow chart of contingency plan activation and de-activation for typhoon:



Here is an example of flow chart of contingency plan activation and de-activation for a planned event:



B. Non-Activation

A contingency plan may not be activated if the predicted hazard or event did not take place or the situation is no longer threatening. At this point, write a narrative to explain whether the contingency plan will either be:

1. Maintained as a “continuing plan” or a plan that can still be utilized for future use in the event that the same hazard will occur such as typhoons; or

2. Incorporated to the overall plan of the LGU/ community/ agency/ office/ organization (e.g. DRRM and Development Plan).

Annex. Working Group

An important part of the plan is the identification of the **Working Group** that shall be overall responsible for the completion of the contingency plan. This group shall initiate the conduct of follow-through activities such as testing, evaluation, packaging, updating and improvement.

In the Annex portion of the plan, describe the **Working Group** by doing the following steps:

1. State the purpose of the working group. For example:

   The Working Group shall be in charge of the refinement, finalization, testing, evaluation, packaging, updating and improvement of the contingency plan under the supervision of the Local DRRM Officer (or DRRM focal person of the agency/office).

2. Enumerate the overall duties and responsibilities of the working group. For example:

   1. *Facilitate the refinement and finalization of the contingency plan to include testing, evaluation, packaging, updating and improvement;*
   2. *Develop work plan for the completion and updating of the contingency plan;*
   3. *Organize consultation meetings with the planners and relevant technical experts regarding the development of the contingency plan; and*
   4. *Facilitate the presentation and endorsement of the contingency plan to the authorities for comments and approval.*

3. Specify the names of the working group members, office/agency and contact details. Afterwards, indicate the roles and responsibilities of each.

   For reference, a working group is typically composed of the following members with their roles and responsibilities:

   - **Overall Coordinator:** in charge of the contingency planning process; monitors the progress of the contingency plan; initiates the conduct of meetings to review, evaluate and update the contingency plan, as necessary; disseminates updates on the contingency plan to agencies/offices concerned; leads the conduct of simulation exercises to test the coherence and integrity of the plan.

   - **Facilitator:** facilitates meetings on contingency planning, workshops and simulation exercises; drives the contingency planning participants to achieve the target outputs.

   - **Secretariat:** documents proceedings of the meetings, workshops and simulation exercises; take charges of the reproduction and distribution of the contingency plan and other materials to the concerned meeting attendees and workshop participants.

   - **Technical Staffs:** write the contents of the actual contingency plan; assimilate comments, inputs and recommendations gathered during meetings, workshops and simulation exercises to improve the contingency plan; consolidate the outputs from the clusters/sectors and integrates them into the overall contingency plan.

- **Cluster Leads:** facilitate the completion of detailed sub-plan for the respective cluster, including the accomplishment of the CP forms; ensure the availability of data for the specific cluster; coordinate with other clusters to ensure that the preparation of sub-plans is on track, that the different cluster plans are consistent with each other, and that all clusters are familiarized with their tasks likely to be performed in case of an emergency.

4. Enumerate the expected deliverables of the Working Group. This shall serve as the accountability check to monitor the accomplishment of tasks by the Working Group. The deliverables are usually composed of the following:

    1. **Work plan**: this should cover the detailed activities, timelines, and persons in charge for completing, testing, evaluating, packaging, updating and improving the contingency plan.

    2. **Finalized and completed contingency plan:** the contingency plan should include an official issuance by the Chairperson of DRRMC, Crisis Manager of CMC, or head of office/agency that formally approves the use of the plan. Also, although finalized and already approved, the plan should remain updated.

    3. **Proceedings of the meetings, workshops and simulation exercises:** this pertains to the chronological documentation of the proceedings and discussions during meetings, workshops and simulation exercises, to include the questions/comments/issues and concerns raised by the concerned attendees/participants.

Note: Once the working group has been organized, it is recommended for the authorities to issue an official document (eg Executive Order or Memorandum Circular) formally constituting the group to ensure commitment among the members.

Other Annexes

Aside from the **Working Group**, there are many important annexes that shall form part of the contingency plan. Here are some examples:

- Maps (hazard, risk, administrative, etc)
- Statistical data on disaster reports
- Agreed standards in HADR to be observed for operations
- Directory of agencies and participants during the contingency plan formulation
- List of relevant policies and guidelines

Final Note:

Once all the contents of the contingency plan, including the annexes, have been completed, the organized working group shall endorse and submit the plan to the relevant authorities for approval, i.e. Chairperson of DRRMC, Crisis Manager of CMC, or head of office/agency. During the endorsement, the working group shall provide sufficient justification to the authorities that in case such emergency takes place, the amount of resources specified in the plan will be required. Also, it is strongly recommended to have a formal written document (i.e. resolution) that officially approves the plan.

Once completed and approved, the contingency plan should be treated as a “living” document. Subject the plan for continuous testing, evaluation, assessment, updating and improvement.

HOW TO FILL-UP THE CONTINGENCY PLANNING FORMS?

Important: In filling-up the forms, it is important to consider the consistency and connectivity of information from CP Form 1 to 9.

CP Form 1: Hazard Identification

HAZARD	PROBABILITY		IMPACT		AVERAGE $\frac{P + I}{2}$	RANK
	RATE	REMARKS	RATE	REMARKS		

Instructions:

1. List all the possible hazards that may affect the LGU/ community/ agency/ office/ organization under the column “Hazard”.

2. Rate the “Probability” column based on the agreed scale. Below is a sample probabality scale. Planners may come up with their own depending on the type of hazard.

1 **Most Unlikely**	**2** **Unlikely**	**3** **Likely**	**4** **Very Likely**	**5** **Almost Certain**
The event may occur only in exceptional cases	The event could occur at some time, but probably will not	The event might occur at some time, and probably will	The event will probably occur in most or many cases	The event is expected to occur in many or most cases

Indicate the important details on hazard occurrence in the “Remarks” column.

3. Rate the “Impact” column based on the agreed scale. Below is a sample impact scale. Planners may come up with their own depending on the type of hazard.

1 **Negligible**	**2** **Minor**	**3** **Moderate**	**4** **Severe**	**5** **Devastating**
No casualty (dead, injured, missing)	• Injured: 1-5 • Dead: 0 • Missing: 0	• Injured: 1-20 • Dead: 1-2 • Missing: 1-2	• Injured: 1-50 • Dead: 1-20 • Missing: 1-20	• Injured: 50 & above • Dead: 21 & above • Missing: 21 & above
No damage to property	Minor loss and/or damage to property (up to Php 500,000 worth of damage)	Significant loss and/or damage to property (Php 500,001-3M)	Major loss to property (Php 3-10M)	Catastrophic loss to property (Php 10M above)
No delay in normal functioning	Up to one day delay in operations	Up to 1 week delay in operations	Between 1 month delay in operations	More than 1 month delay in operations

Indicate justification or response capacities of the agency/locality in “Remarks” column.

4. Under the column “Average”, calculate the average rating by adding the probability and impact ratings then divide by 2.

5. Under the column “Rank”, rank the hazards with the highest average as 1, the second highest average as 2, and so on. The highest average will be the priority for Contingency Planning.

Note: The scales provided are just examples used to show how to come up with probability and impact ratings. In actual planning, it is important to refer to significant historical trends and data of past disasters or crises in deciding for the probability and impact. Should there be no historical trends and data available, planners can refer to scientific data such as hazard maps and Rapid Earthquake Damage Assessment outputs for earthquakes. Overall, the planners shall have the liberty come up with an agreement, develop their own probability and impact scales, then decide collectively the corresponding ratings per hazard.

Example:

CP Form 1: Hazard Identification

HAZARD	PROBABILITY		IMPACT		AVERAGE $\frac{P + I}{2}$	RANK
	RATE	REMARKS	RATE	REMARKS		
Typhoon	5	Typhoons frequently pass through the area. Based on Typhoon Titanic experience, there was heavy rainfall with windspeeds ranging from 185 kph to 215 kph	4	Typhoon Titanic resulted to 20 deaths and 4 significant injuries; 11,800 affected families; 30 totally damaged houses and 250 partially damaged homes; P 300,800,711.00 damages to infrastructure; P 150,795,550.00 damages to agriculture	4.5	1
Earthquake	4	Area is proximal to three faults: Midgar Fault, Solid Fault, and Noctis Fault	4	Based on the 19XX earthquake: 50 collapsed buildings, 1,300 deaths and 500 injuries causing the area to be isolated for the first 24 hours	4	2

Fire	3	Some areas have several houses made of light materials. Past experiences.	2	Availability of fire engines with firefighters	2.5	4
Storm Surge	4	Some areas are storm surge-prone. Past experiences such as Typhoon Yolanda	2	Presence of sea wave breakers in the storm-surge prone areas.	3	3
Landslide	3	Few areas are declared as landslide-prone.	1	Structures to counter landslide are already in placed.	2	5

CP Form 2: Anatomy of the Hazard

Hazard to Plan for: _____

ROOT CAUSES	EARLY WARNING SIGNS	TRIGGERING FACTORS	EXISTING MITIGATING MEASURES

Instructions:

1. Indicate the specfic hazard to plan for.
2. Describe the “Root Causes” of the hazard.
3. Describe the hazard’s “Early Warning Signs”. These are valuable indicators to initiate action.
4. Describe the “Triggering Factors” that turn the hazard into actual disaster or crisis.
5. Describe the “Existing Mitigating Measures” of the LGU/ community/ agency/ office/ organization.

Example:

CP Form 2: Anatomy of the Hazard

Hazard to Plan for : Flood

ROOT CAUSES	EARLY WARNING SIGNS	TRIGGERING FACTORS	EXISTING MITIGATING MEASURES
• Forest denudation • Poor drainage system • Illegal construction of houses and buildings along riverbanks • Deforestation	• Sudden rise of water • Discoloration of water • Debris flow is visible. • Overflowing of waterways	• Continuous rainfall	• Flood control structures like dikes • Regular de-clogging of waterways and canals in Municipality X • Presence of mangroves and forest trees in the Municipality X

CP Form 3A: Scenario Generation for Natural Hazard

SITUATIONS	BAD	WORSE	WORST
Description of the Event			
CASUALTY			
Death			
Injury			
Missing			
AFFECTED POPULATION:			
Local			
Foreign			
EFFECTS ON:			
Housing			
Properties			
Tourism			
Agriculture			
Fisheries			
Livelihood/Business			
Roads			
Bridges			

Communication			
Power			
Water			
Environment/Ecology			
Response Capabilities			
OTHERS:			

CP Form 3B: Scenario Generation for Human - Induced Hazard

SITUATIONS	MOST LIKELY (Normal Activities)	BEST (with counter-measures)	WORST
Description of the Event (Example: Movement of the enemy/perpetrators based on intelligence report)			
DESCRIPTION OF THE IMPACT/CONSEQUENCE			
CASUALTY			
Death			
Injury			
Missing			
AFFECTED POPULATION:			
Local			
Foreign			
EFFECTS ON:			
Housing			
Properties			
Tourism			
Agriculture			

Fisheries			
Livelihood/Business			
Roads			
Bridges			
Communication			
Power			
Water			
Environment/Ecology			
Response Capabilities			
EFFECTS ON GOVERNMENT:			
Local			
National			
OTHERS:			

Instrutions:

1. If the hazard to plan for is natural, use CP Form 3A and CP Form 3B if human-induced.

2. Under “Situations”, specify the parameters or conditions for describing the scenarios that will take place in the event the hazard occurs.

3. For each parameter, elaborate how the situation will unfold as “Bad”, “Worse” or “Worst” for CP Form 3A and “Most Likely”, “Best”, or “Worst” for CP Form 3B.

Note:

Scenarios for CP Form 3A

- **Bad:** a concept in which the planner considers a severe possible outcome that can reasonably be projected to occur in a given scenario.

- **Worse:** a concept in which the planner considers the more severe possible outcome than the defined bad scenario that can reasonably be projected to occur in a given scenario.

- **Worst:** a concept in which the planner considers the most severe possible outcome that can reasonably be projected to occur in a given situation.

Scenarios for CP Form 3B

- **Most Likely:** bad scenarios most likely to occur based on intelligence report.

- **Best Scenario:** desirable consequences based on intelligence report after conducting mitigating measures. However, the hazard may still occur because the result of mitigating measure is still uncertain.

- **Worst**: the human-induced hazard is expected to occur in its worst state.

Example:

CP Form 3A: Scenario Generation for TYPHOON

SITUATIONS	BAD	WORSE	WORST
Description of the Event	Tropical Depression made landfall or within the vicinity of Municipality X; maximum sustained winds of less than 63 kph is observed	Tropical Storm made landfall or within the vicinity of Municipality X; maximum sustained wind of 64 to 117 kph is observed	Typhoon made land fall in or within the vicinity of Municipality X; maximum sustained wind of greater than 117 kph is experienced Possible occurrence of storm surge. Could trigger the occurrence of flooding and landslides in identified areas
CASUALTY			
Death	5 persons	25 persons	50 persons
Injury	10 persons	40 persons	100 persons
Missing	7 persons	10 persons	30 persons
AFFECTED POPULATION:			
Local	5,000 families	50,000 families	100,000 families
Foreign	100 families	2,000 families	5,000 families
EFFECTS ON:			
Housing	Totally damaged: 1,000 Partially damaged: 500	Totally damaged: 10,000 Partially damaged: 5,000	Totally damaged: 80,000 Partially damaged: 20,000
Properties	Negligible	Severely affected	Devastated

Tourism	Still operational	1 day to 1 week non-operational	Not operational.. for rehabilitation
Agriculture	Negligible	Severely affected	Devastated
Fisheries	Negligible	Severely affected	Devastated
Livelihood/Business	Still operational	Up to 1 month delay in operation	More than a month delay in operation
Roads	Still passable	Some roads are no longer passable	Totally damaged roads. All are not passable.
Bridges	Still passable	Some are no longer passable.	Totally damaged bridges. All are not passable.
Communication	No communication cut	Some areas have communication	No more communication
Power	No power interruption	Power cut is reported in some areas	Total power shutdown
Water	Water supply is enough	Not enough water supply	No more water
Environment/Ecology	No affectation	Severely affected	Devastated
Response Capabilities	Functional	60% personnel were deployed and ready to respond	Even response groups are victims of disaster; no capacity to respond.
OTHERS:			

CP Form 3B: Scenario Generation for BOMBING

SITUATIONS	MOST LIKELY (Normal Activities)	BEST (with counter-measures)	WORST
Movement of the enemy/perpetrators (intelligence report)	Ex. bombing activities by threat groups to take advantage of the APEC activities; to disrupt the event and discredit the government, gain international attention by creating chaos, and inducing mass casualty and grave damage to properties	No bombing due to Target Hardening.	Deploying and timely detonating IEDs along the route from Kalibo to Caticlan in the event of inclement weather; can't reroute; bombing in the identified APEC meeting/ converging areas and the hotels occupied by the delegates and their parties; conduct explosive attacks on specific targets such as the D mall, bars, restaurants, and other business establishments which may be visited by the spouses of the delegates for shopping and recreation activities; attack critical infrastructures - airports, or transport vehicles and sea vessels, water reservoirs, telecommunication towers and electric lines, to ensure that law enforcement and security forces are distracted; bombers will hold hostages
DESCRIPTION OF THE IMPACT/CONSEQUENCE			
CASUALTY			
Death	1 person	No casualty	Mass casualty – 3rd degree burns, broken
Injury	1 person		

Missing			bones, trauma
AFFECTED POPULATION:			
Local	Est.:750	No one affected	Local and foreign APEC participants, spouses; tourists est.: 1,500
Foreign			
EFFECTS ON:			
Housing	With explosion	Sweeping: IEDs were detected. Target hardening: Deterrence Police Visibility; Intel from community	• At Boracay: Burning houses, buildings • At Kalibo-Caticlan road – vehicles, buildings • Stores/businesses disrupted – close shop for a pd of time
Properties			
Tourism			
Agriculture			
Fisheries			
Livelihood/Business			
Roads	Perpetrators will look for target of opportunities – ambush responders/ rescuers, 1 smaller store or unsecured house/building	Sweeping: IEDs were detected. Target hardening: Deterrence Police Visibility; Intel fr community	• At Kalibo-Caticlan road – debris from vehicles, road damaged (impassable)
Bridges			
Communication			
Power			
Water			
Environment/Ecology			

Response Capabilities	Maximum preparation. Mitigating measures and inter-agency efforts to be undertaken.	Back up teams are on standby	Most of the skilled responders are victims
EFFECTS ON GOVERNMENT:			
Local	Precautionary measures in place. Maximum preparation	Local to national coordination; Ensure all CPlans are finalized.	International attention; death or injury of 1 APEC key participant; disgust over RP authorities' lack of preparation; some local responders are victims
National	Precautionary measures in place. Maximum preparation		
OTHERS:			

CP Form 4A: Affected Population

AFFECTED AREA (Region/Prov/Mun/Brgy/ Others)	NO. OF AFFECTED POPULATION		NO. OF DISPLACED POPULATION							ASSUMPTIONS (why they were affected/ displaced/ evacuated)	CHARACTERISTICS
			INSIDE EVACUATION			OUTSIDE EVACUATION		TOTAL			
	Family	Persons	Family	Persons	Location	Family	Persons	Family	Persons		

Instructions:

1. Under “Affected Area”, specify the name of the region, province, city/municipality and barangay of the affected population (or name of affected divisions/units within an agency/office/organization), or other appropriate name of the area.

2. Under “No. of Affected Popupation” estimate the number of families and persons that will probably be affected by the hazard to plan for. Please be guided that the number of displaced population (if ever there will be population displacement according to the scenario) is included in counting the total number of affected population.

3. For the “No. of Displaced Population”, under “Inside Evacuation” are those families and persons who are housed in evacuation areas and specify the location of the evacuation.

   On the other hand, under “Outside Evacuation” are those families/persons who were displaced but did not stay in evacuation areas like taking shelter in their relatives’ houses, etc.

   Get the total number of displaced population.

4. Under “Assumptions”, indicate the assumptions or reasons why the said population will be likely affected/displaced.

5. Under “Characteristics”, provide a general description/profile of the affected population.

Example:

CP Form 4A: Affected Population

AFFECTED AREA (Region/Prov/Mun/Brgy/ Others)	NO. OF AFFECTED POPULATION		NO. OF DISPLACED POPULATION							ASSUMPTIONS (why they were affected/ displaced/ evacuated)	CHARACTERISTICS
			INSIDE EVACUATION			OUTSIDE EVACUATION		TOTAL			
	Family	Persons	Family	Persons	Location	Family	Persons	Family	Persons		
Region 7, Cebu, Mandaue	20	100	5	25	Brgy x covered court	5	25	10	50	Living near coastal area	Fisherfolks Lactating mothers
	10	50	10	50	Brgy y elem. School	0	0	10	50	Housing units were totally damaged.	Students PWDs
	4	20	2	10	Brgy a covered court	1	5	3	15	Houses are made up of light materials	Pregnant women Students Fisherfolks
	7	35	3	15	Brgy b elem. School	1	5	4	20	Landslide-prone area	Farmers

CP Form 4B: Breakdown of Affected Population

Location of Affected Population	MALE										FEMALE											
	Infant	Toddler	Pre-school	School Age	Teenage	Adult	Senior Citizen	PWDs	Others	Total	Infant	Toddler	Pre-school	School Age	Teenage	Adult	Senior Citizen	PWDs	Pregnant	Lactating	Others	Total
	0-12 mos.	1-3 yo	4-5	6-12	13-17	18-59	60 above				0-12 mos.	1-3 yo	4-5	6-12	13-17	18-59	60 above					
TOTAL																						

Instructions:

1. Use this form to specify the composition of the affected population.

2. In the absence of actual data, use estimates or percentages instead.

   Note: Only use this form if appropriate and necessary. Some hazards or planned events may not need detailed breakdown of affected population.

Example:

CP Form 4B: Breakdown of Affected Population

Location of Affected Population	MALE										FEMALE											
	Infant	Toddler	Pre-school	School Age	Teenage	Adult	Senior Citizen	PWDs	Others	Total	Infant	Toddler	Pre-school	School Age	Teenage	Adult	Senior Citizen	PWDs	Pregnant	Lactating	Others	Total
	0-12 mos.	1-3 yo	4-5	6-12	13-17	18-59	60 above				0-12 mos.	1-3 yo	4-5	6-12	13-17	18-59	60 above					
Brgy 1	28	38	103	154	232	407	43	2	0	964	38	51	123	155	178	689	32	2	5	5	0	1,278
Brgy 2	31	49	121	172	198	532	51	5	1	1,160	29	33	201	189	221	576	44	3	3	8	0	1,307
Brgy 3	16	30	111	132	177	555	61	3	0	1,085	21	48	187	210	109	701	57	1	6	7	2	1,349
TOTAL	75	117	335	458	607	1,494	155	10	1	3,209	88	132	511	554	508	1,966	133	6	14	20	2	3,934

CP Form 5A: Cluster Identification

CLUSTER	AGENCIES/OFFICES INVOLVED							LEAD AGENCY/OFFICE

Instructions:

1. Under “Cluster”, list the organized response clusters that will be required in the event that the project scenarios take place. It is important to note that clusters to be listed are solely based on what the scenario demands.

   Note: Here is the list of clusters adopted by the NDRRMC as stipulated in the NDRP:

   - Food and Non-food Items
   - HEALTH (WASH, Health, Nutrition and Psychological Services)
   - Protection
   - Camp Coordination and Management
   - Logistics
   - Emergency Telecommunications
   - Education
   - Search, Rescue and Retrieval
   - Management of the Dead and the Missing
   - Law and Order
   - International Humanitarian Assistance

2. Under “Agencies/Offices Involved”, indicate the name of agencies/offices involved in the planning process.

3. For each cluster, put a “check” mark under the name of agency/office that will have a role to play.

4. Under “Lead Agency/Office”, choose among the agencies/offices with check mark the one that will act as the lead to supervise the cluster.

   Note: Use CP Form 5 during the workshop proper or actual planning process. The accomplished form will be part of the annexes of the Contingency Plan.

Example:

CP Form 5A: Cluster Identification

CLUSTERS	AGENCIES/OFFICES INVOLVED																	LEAD AGENCY /OFFICE
	PNP	AFP	MENRO	MHO	PCG	BFP	MSWDO	MDRRMO	PRC	GSO	BAG	MAO	P Clinic	BDRRMO	DEPED	J PORT	Finance	
Food/Non food							/	/	/		/			/		/	/	MSWDO
Health				/			/	/	/		/		/	/	/			MHO
Law and Order	/	/			/			/		/	/	/		/		/		PNP
Search, Rescue and Retrieval	/	/			/	/		/	/		/	/	/	/				MDRRMO (ERT)
Logistics	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	MDRRMO

CP Form 5B: Summary of Cluster Identification

CLUSTER	LEAD AGENCY/ OFFICE	MEMBER AGENCIES/OFFICES

Instruction: Summarize the result of CP Form 5A: Cluster Identification using the CP Form 5B: Summary of Cluster Identification. This will be part of the actual contingency plan.

Example:

CP Form 5B: Summary of Cluster Identification

CLUSTER	LEAD AGENCY/OFFICE	MEMBER AGENCIES/OFFICES
Food/Non food	MSWDO	• MDRRMO • PRC • BAG • Brgy Council • JPort, Finance
Health	MHO	• MSWDO • MDRRMO • PRC • BAG • P Clinic • Brgy Council • DepEd
Law and Order	PNP	• AFP • PCG • MDRRMO • GSO • BAG • MAO • Brgy Council • JPort
Search, Rescue and Retrieval	MDRRMO (ERT)	• PNP • AFP • PCG • BFP • MSWDO • BAG

		• MAO • P Clinic • Brgy Council
Logistics	MDRRMO	• PNP • AFP • MENRO • MHO • PCG • BFP • MSWDO • MDRRMO • PRC • GSO • BAG • MAO • P Clinic • Brgy Council • DepEd • JPort • Finance

CP Form 6: Needs and Activities Inventory

Cluster: _____

NEEDS	ACTIVITIES/ ARRANGEMENTS TO MEET THE NEEDS	RESPONSIBLE AGENCIES/OFFICES	TIMEFRAME

Instructions (for each cluster identified in CP Forms 5A and 5B):

1. Under “Needs”, specify the needs of the cluster that may arise before and during the actual disaster/crisis

2. Under “Activities/Arrangements to Meet the Needs”, indicate how the said needs will be addressed/met.

3. Under “Agencies/Offices likely to undertake the activities”, determine the agencies/offices or members of the clusters that have the adequate capacities and resources to address the needs.

4. Under “Timeframe”, specify the expected time to undertake the activity. Here is the prescribed format:
    - “D” corresponds to the actual date of the occurrence of the hazard or start of the planned event.
    - The numerical value in “D - n” to corresponds to the expected time of undertaking the activity before the actual date of the occurrence of the hazard or start of the planned event.
    - The numerical value in “D + n” to corresponds to the expected time of undertaking the activity after the actual date of the occurrence of the hazard or start of the planned event.

Example:

CP Form 6: Needs and Activities Inventory

Cluster: Food and Non-Food Items

NEEDS	ACTIVITIES/ ARRANGEMENTS TO MEET THE NEEDS	RESPONSIBLE AGENCIES/OFFICES	TIMEFRAME
Food Packs (rice, canned goods, coffee)	Additional stockpiling	DSWD, LGUs	D-2
	Repacking	DSWD, LGUs	D-1
	Delivery	DSWD, LGUs	D-0
	Distribution	DSWD, LGUs	D+1

CP Form 7: Resource Inventory

Cluster: _____

QUANTITY	UNIT	RESOURCE	AGENCY/OFFICE	RESOURCE LOCATION	REMARKS

Instructions (for each cluster identified in CP Forms 5A and 5B):

1. Under “Quantity”, indicate the actual/existing number of the specific resource.
2. Under “Unit”, indicate the agreed standard description of the resource.
3. Under “Resources”, indicate the existing items/goods/services of the cluster.
4. Under “Agency/Office”, specify the agency/office or member of the cluster that will provide the said resource.
5. Under “Resource Location”, specify where the resource can be accessed.
6. Under “Remarks”, provide other useful information about the resource.

Example:

CP Form 7: Resource Inventory

Cluster: Search, Rescue and Retrieval

QUANTITY	UNIT	RESOURCES	AGENCY/ OFFICE	RESOURCE LOCATION	REMARKS
12	personnel	Manpower	LGU- Lifeguard	Boracay Island	1 certified diver
9	Pcs	Life buoy	LGU- Lifeguard	Boracay Island	Serviceable
10	Pcs.	Ring buoy	LGU- Lifeguard	Boracay Island	Serviceable
2	Sets	Diving Equipment	LGU- Lifeguard	Boracay Island	Serviceable
26	personnel	Manpower	AFP	Boracay Island	9 divers
17		Manpower	MAO	Mainland	3 certified divers
5	Unit	Hand Held Radio	MAO	Mainland	1 under repair
3	Sets	Diving Equipment	MAO	Mainland	Serviceable
1	Unit	Small boat	MAO	Mainland	Serviceable
1	Unit	Speedboat	MAO	Mainland	Serviceable
7	personnel	Manpower	Jetty Port	Boracay Island	
10	Unit	Hand held radio	Jetty Port	Boracay Island	Serviceable
2	pc	Base radio	Jetty Port	Boracay Island	Serviceable
3	pcs	Megaphone	Jetty Port	Boracay Island	Serviceable
23	personnel	Manpower	PCG	Brgy. Caticlan	3 personnel on schooling
13	personnel	Manpower	PCG	Boracay Island	4 personnel on schooling

CP Form 8: Needs Projection and Resource Gap Identification

Cluster: _____

RESOURCE	TARGET POPULATION		STANDARDS	UNIT COST (PHP)	PROJECTED NEEDS				CURRENT RESOURCE		GAPS (PROJECTED – CURRENT)		SOURCES TO FILL THE GAPS
					1 DAY		(X) DAYS						
	FAMILIES	PERSONS			QTY	COST (PHP)	QTY	COST (PHP)	QTY	COST (PHP)	QTY	COST (PHP)	
TOTAL													

Instructions (for each cluster identified in CP Forms 5A and 5B):

1. Under “Resource”, specify the resource of the cluster.

2. Under “Target Population”, indicate the number of families and persons in which the resources are intended for.

3. Under “Standards”, indicate the agreed standards for the said resource.

4. Under “Unit Cost”, indicate the cost of each resource.

5. Under “Projected Needs”, determine the number of required resources in terms of quantity and monetary cost based on the target population. Make projections on the number of needs for 1 day multiplied by the (X) days (depending on the need).

6. Under “Current Quantity”, indicate how many resources are currently available. Refer to CP Form 6.

7. Under “Gaps”, obtain the number of additional resources needed to match the projected needs until (X) days. To do this, subtract the quantity of the projected need to the current quantity.

   Do the same process to compute for the cost of the gap.

8. Under “Sources to Fill the Gaps”, specify where the additional resources will be obtained.

Example:

CP Form 8: Needs Projection and Resource Gap Identification

Cluster: Food and NFI

RESOURCE	TARGET POPULATION		STANDARDS	UNIT COST (PHP)	PROJECTED NEEDS				CURRENT RESOURCE		GAPS (PROJECTED – CURRENT)		SOURCES TO FILL THE GAPS
					1 DAY		8 DAYS						
	FAMILIES	PERSONS			QTY	COST (PHP)	QTY	COST (PHP)	QTY	COST (PHP)	QTY	COST (PHP)	
A. Food													
Food Packs (6kg rice, 4 cans corned beef, 4 cans sardines, 6 pcs 3-in-1 coffee)	100,000	500,000	1 Food Pack/Family for 2 days consumption	P360	100,000 food packs	36,000,000	400,000 food packs	144,000,000	30,000 food packs	10,800,000	370,000 food packs	133,200,000	QRF (DSWD) 30% CF, LGU Donations
B. Non-Food													
Sleeping Mats	100,000	500,000	1 sleeping mat/family	P150	100,000 mats	15,000,000			10,000 mats	1,500,000	90,000 mats	13,500,000	QRF (DSWD) 30% CF, LGU Donations
TOTAL						**51,000,000**		**144,000,000**		**12,300,000**		**131,700,000**	

CP Form 9: Budget and Resource Summary

Budgetary Summary

Cluster	Cost of Projected Needs	Cost of Current Resources	Amount of Gaps	Source of Fund
TOTAL (PHP)				

Resource Summary

Cluster	Description	Projected Needs	Current Resources	Gaps	Source

Instructions:

Budgetary Summary

1. On the first column, list all the clusters.
2. Obtain the total “Cost of Projected Needs” of each cluster. Refer to the accomplished CP Form 8.
3. Obtain the total “Cost of Current Resources” of each cluster. Refer to the accomplished CP Form 8.
4. Subtract Cost of Projected Needs to the Cost of Current Resources to get the “Amount of Gaps”.
5. Under “Source”, copy the details indicated in CP Form 8.
6. Add all the cost of projected needs to come up with the grand total. Do the same process for the Cost of Current Resources and the Amount of Gaps.

Resource Summary

1. On the first column, list all the clusters.
2. Under “Description”, identify the specific resource for each cluster.
3. Obtain the “Projected Needs” of each cluster. Refer to the accomplished CP Form 8.
4. Obtain the “Current Resources” of each cluster. Refer to the accomplished CP Form 8.
5. Subtract the number of Projected Needs to the number of Current Resources to get the “Gaps”.
6. Under “Source”, copy the details indicated in CP Form 8.

Example:

CP Form 9: Budget and Resource Summary

Budgetary Summary

Cluster	Cost of Projected Needs	Cost of Current Resources	Amount of Gaps	Source of Fund
1. Food and NFI	144,000,000	12,300,000	131,700,000	• QRF (DSWD) • 30% CF, LGU • Donations
2. Health	100,000,000	10,000,000	90,000,000	DOH
TOTAL (PhP)	**244,000,000**	**22,300,000**	**221,700,000**	

Resource Summary

Cluster	Description	Projected Needs	Current Resources	Gaps	Source
1. Food and NFI	Volunteers for repacking	10,000	5,000	5,000	• AFP • BFP • PCG • Academe • Youth organizations
2. Health	Doctors	5,000	2,000	3,000	• LGU • Hospitals • P/C/M Health Office • Private Sector

ACRONYMS

CBMIS: Community Based Management Information System

CLUP: Comprehensive Land Use Plan

CM: Crisis Management

CMC: Crisis Management Committee

CP: Contingency Planning

CSO: Civil Society Organization

DRR: Disaster Risk Reduction

DRRM: DIsaster Risk Reduction and Management

DRRMC: Disaster Risk Reduction and Management Council

DRRMF: Disaster Risk Reduction Management Fund

EO: Executive Order

EOC: Emergency Operations Center

GAA: General Appropriations Act

HADR: Humanitarian Assistance and Disaster Response

IMT: Incident Management Team

IC: Incident Commander

ICS: Incident Command System

IHA: International Humanitarian Assistance

INGO: International Non-Government Organization

IRR: Implementing Rules and Regulations

JMC: Joint Memorandum Circular

LDRRMF: Local Disaster Risk Reduction and Management Fund

LGU: Local Government Unit

MC: Memorandum Circular

NCMCM: National Crisis Management Core Manual

NDRP: National Disaster Response Plan

NDRRMC: National Disaster Risk Reduction and Management Council

NGA: National Government Agency

NGO: Non-Government Organization

PDNA: Post-Disaster Needs Assessment

PDRA-APP: Pre-Disaster Risk Assessment Action Programs and Protocol

PDRRMS: Philippine Disaster Risk Reduction and Management System

PSF- Presidential Social Fund

PWD: Persons with Disabilities

QRF- Quick Response Fund

RA- Republic Act

RDANA: Rapid Damage Assessment and Needs Analysis

RO: Responsible Official

SMARTER: Specific, Measurable, Attainable, Realistic, Time-bound, Extending, Rewarding

SFDRR: Sendai Framework for Disaster Risk Reduction

SOP: Standard Operating Procedure

SUC: Schools, Universities, and Colleges

UNESCAP: United Nations Economic and Social Commission for Asia and the Pacific

UNHCR: United Nations High Commissioner for Refugees

LIST OF RELEVANT POLICIES

International Policies:

- Sendai Framework for Disaster Risk Reduction 2015-2030
- ASEAN Agreement on Disaster Management and Emergency Response
- UN Millennium Development Goals
- UN Guiding Principles on Internal Displacement
- SPHERE Project on Humanitarian Charter and Minimum Standards in Disaster Response; United Nations Convention on Refugee Status
- The Declaration of World Leaders during the World Conference on Natural Disaster Reduction held on 18 – 22 January 2005, Kobe, Japan
- IFRC's International Disaster Response Laws, Rules and Principles
- International Humanitarian Law and International Human Rights

National Policies:

- RA No. 10121, An Act Strengthening the Philippine Disaster Risk Reduction and Management System, Providing for the National Disaster Risk Reduction and Management Framework, Institutionalizing the National Disaster Risk Reduction and Management Plan, Appropriating Funds and for Other Purposes
- RA No. 7160, the Local Government Code of 1991
- RA No. 8185, Amending Section 324 (d) of RA 7160 on the use of the 5% reserve fund for emergency operations
- RA No. 8042, National Water Crisis Act of 1995
- RA No. 9513, Renewable Energy Act of 2008
- RA No. 9729, An Act Mainstreaming Climate Change into Government Policy Formulations, Establishing the Framework Strategy and Program on Climate Change, Creating for this purpose the Climate Change Commission
- RA No. 9418, Volunteer Act of 2007
- RA 8044, An Act Creating the National Youth Commission, Establishing National Comprehensive and Coordinated Program on Youth Development, Appropriating Funds Therefor and for Other Purposes
- COA Circular Number 2012-002, s. September 12, 2012
- EO Number 86 s. 1999, Providing the creation of the National Food Security Council, Councils on Food Security for the provinces, independent component cities and Highly Urbanized Cities and National Secretariat on Food Security and other purpose
- Presidential Decree No.1566, dated June 11, 1978

NDRRMC Issuances:

- NDRRM Plan 2011 – 2028
- NDRRM Framework
- NDRRMC Memorandum Circular No 17 s 2014 re Institutionalization of the Pre-Disaster Risk Assessment
- NDRRMC Memorandum Order No. 23, s. 2014 approving the National Disaster Response Plan for Hydro-meteorological hazards
- DBM-NDRRMC-DILG JMC 2013-1 re Allocation, Utilization of the LDRRMF
- NDRRMC Memorandum Circular No 04, s. 2012: Implementing Guidelines on the Use of Incident Command System as an On-Scene Disaster Response and Management Mechanism under the Philippine Disaster Risk Reduction and Management System

- Department of Budget and Management-NDRRMC-DILG JMC 2013-1: Allocation, Utilization of the Local Disaster Risk reduction and Management Fund
- DILG Memorandum Circular No.: 2014-39: 2014 Seal of Good Local Governance: Pagkilala Sa Katapatan at Kaausayan ng Pamalaang Local
- NDRRMC-DILG-DBM-CSC JMC 2014-1 re Implementing Guidelines for the Establishment of LDRRMOs or BDRRMCs in LGUs
- NDCC MC 12 series 2008: Institutionalization of the Cluster Approach in the Philippine Disaster Management System
- NDCC Circular No.5 dated May 10, 2007 re Institutionalizing the UN Cluster Approach in the PDMS
- NDCC Circular No. 2, dated March 28, 2007 re Implementing Guidelines of the Memorandum of Understanding on International Humanitarian Assistance Local ordinances, inter-agency arrangements, community norms
- NDCC Circular No. 10, series of 2005 re Policy Guidelines on the Delivery of Basic Services to Displaced Children During Disaster Situation;
- NDCC Memo Order No. 4 dated May 4, 1998 re Policies and Criteria for the Declaration of a State of Calamity

Policies for National Security:

- UN Convention on the Law of the Sea (UNCLOS)
- RA No. 7077, Citizen Armed Forces or Armed Forces of the Philippines Reservist Act
- RA No. 9163, National Service Training Program Act of 2001
- Policies for Crisis on OFWs
- RA No 10022, An Act Amending RA no. 8042 otherwise known as The Migrant Workers and Overseas Filipinos Act of 995
- EO No. 82, s. 2012: Operationalizing the Practical Guide for National Crisis Managers and the National Crisis Management Core Manual; Establishing National and Local Crisis Management Core Manual; Establishing national and Local Crisis Management Organizations; and Providing Funds Therefor
- EO No. 34, Creating the Overseas Preparedness and Response Team and Replacing the Presidential Middle East Preparedness Committee

Policies for Crisis on Health:

- Presidential Decree No. 1096, National Building Code of the Philippines
- National Structural Code of the Philippines, 2001
- Phil Electrical Code of 2000
- PD No. 1185, Fire Code of the Philippines
- RA No. 8495, Philippine Mechanical Code of 1998
- RA No. 344, Accessibility Law
- RA No. 9275, Phil Clean Water Act of 2004
- RA No. 9003, Ecological Solid Waste Act Management of 2001
- DOH Admin Order No. 155, 2004, Implementing Guidelines for Managing Mass Casualty Incidents During Emergencies and Casualties
- DOH Admin Order No. 168, 2004 re National Policy on Health Emergencies and Disasters
- DOH Admin Order No. 0029, 2010 re Policies and Guidelines on the Establishment of Operation Center for Emergencies and Disasters
- DOH Admin Order No. 2008-0021 re Gradual Phase out of Mercury in all Healthcare Facilities and Institutions

Policies for Crisis in Economy:

- RA No. 7581, An Act Providing Protection to Consumer s by Stabilizing the Prices of Basic Necessities and Prime Commodities and by Prescribing Measures Against Undue Price During Emergency Situations and Like Occasions

OTHER FREQUENTLY ASKED QUESTIONS

What are the main differences between this new CP process and the old one?
- The new CP process is a calibration of the Sendai Framework for DRR. It also links to the recent DRRM mechanisms such as ICS, cluster approach, PDRA and RDANA. More importantly, it is an integration of CP natural and human-induced hazards by incorporating the provisions of RA 10121 and the NCMCM.

Although the nomenclature for the old CP process has been revised, the approach is still the same. Furthermore, the same CP Forms are still used but are now enhanced and simplified.

We have already our DRRM plan in place. Why do we still need to create contingency plan?
- DRRM plan includes wide range of activities across all the four thematic areas. It is generally intended to enhance the overall preparedness of a community. A contingency plan, on the other hand, is intended to arrange in advance the specific response mechanisms for a predicted disaster or crisis that may arise.

Is it possible to create contingency plans for more than one disaster or crises?
- No, there should be one contingency plans for every disaster or crisis. One disaster or crisis yields different impacts and requires different set of resources, agencies involved, and response arrangements.

What is the difference between "sectors" and "clusters"?
- The term "sectors" was used in the previous CP manuals. With the approval of the NDRP and the adherence of the NDRRMC to UN standards for HADR, the use of "clusters" is now introduced.

The application of "clusters" actually reinforces the concept of "sectors". While "sectors" refer to a specific functional area of responsibility at the local level, "clusters" put emphasis on group of units performing a specific task, which is more applicable for use at the regional and national level.

Is it possible for us to lead other clusters even if it is not within our mandate?
- Yes, especially if the scenario calls for it. For worst case disaster situations, mandated agencies may probably be overwhelmed or even be part of the casualties. In this situation, other agencies with the enough capabilities and technical expertise may take the lead instead on behalf of the mandated agency.

Are we required to use the clusters specified in the NDRP?
- Yes, but only if appropriate. The clusters specified in the NDRP are just examples of the many possible clusters that we can arrive at depending on the needs of the situation. Remember that CP is a need-driven activity. The existing clusters may be modified depending on the situation or new clusters may arise as necessary as agreed upon by the planners.

Are the clusters in the NDRP fixed and final?
- No, the NDRP is a living document. The NDRRMC is continuously developing the clusters based on the emerging needs.

Is training on ICS a requirement to participate in the CP process?
- No, but it will be an advantage if a CP participant fully understands ICS. Facilitators and other ICS trained co-participants can provide actual mentoring to their colleagues during the planning process.

The Cluster approach has already been used prior to the adoption of ICS. Now, ICS may only lead to confusion when used with clusters. Why still use ICS?
- The use of ICS is stipulated in RA 10121, EO No. 82, s. 2012 re Operationalizing the Practical Guide for National Crisis Managers and the National Crisis Management Core Manual; Establishing National and Local Crisis Management Core Manual; Establishing national and Local Crisis Management Organizations; and Providing Funds Therefor, and NDRRMC MC No 04, s. 2012 re Implementing Guidelines on the Use of Incident Command System (ICS) as an On-Scene Disaster Response and Management Mechanism under the Philippine Disaster Risk Reduction and Management System (PDRRMS).

Cluster approach shall be used for resource coordination and mobilization whereas ICS shall be used for on-scene operations based on the resources allocated by the clusters.

For detailed information on how to use both the Cluster approach and ICS in CP, the NDRRMC Memorandum No. 43, 2016 provides the guidelines on the interoperability of the IMTs and Response Clusters.

Are we required to establish EOCs?
- Yes, all DRRMCs from the national down to local levels are mandated to establish EOCs as provided for in RA 10121. Specifically, in Section 12, c 23, LDRRMCs shall "establish a Provincial/City/Municipal/Barangay Disaster Risk Reduction and Management Operations Center". This is further stipulated in the NDRRMC-DILG-DBM-CSC JMC 2014-1 re Implementing Guidelines for the Establishment of Local DRRM Officers (LDRRMOs) or Barangay DRRM Committees (BDRRMCs) in Local Government Units (LGUs).

How is risk assessment formula reflected in CP Form 1?
- The intersection of vulnerability and exposure to hazard is reflected in the way we give scores to probability and impact in CP Form 1.

<Name of Office/Agency> is not present in the workshop but their participation is crucial. How can we proceed with the CP process?
- CP will not end in the four corners of the workshop room/hall. Proceed to undertake your planning per cluster. In the ways forward, the working group members shall coordinate with the relevant agencies to finally complete the entire plan.

Where do we get funds for CP related activities?
- DRRM Funds can be used for CP related activities. At the local levels, funds shall be obtained from the Local DRRM Funds. According to Section 21 of RA 10121, *"…Not less than five percent (5%) of the estimated revenue from regular sources shall be set aside as the LDRRMF to support disaster risk management activities…"* This is further stipulated in the DBM-NDRRMC-DILG JMC 2013-1 re Allocation, Utilization of LDRRMF. Also, by highlighting the importance of clusters for activation as well as determining the resource gaps, CP can be used to justify funding for enhancement of disaster preparedness.

The use of DRRM Funds for CP related activities has also been specified in the NDRRMC-NSC JMC No. 1, s. 2016, specifically in the following items:

6.2.1. At the national/regional levels, funding for formulation, dissemination, pilot-testing, evaluation and updating of contingency plans shall be sourced against the NDRRMF allocated to the concerned national /regional government agencies.

6.2.2. At the local government level, funding for formulation, dissemination, pilot-testing, evaluation and updating of contingency plans shall be sourced against the LDRRMF.

6.2.3. All individual government department, bureau, agency, office, unit and instrumentality shall use a portion of their appropriations for formulation, dissemination, pilot-testing, evaluation and updating of their respective contingency plans as necessary.

The SPHERE Project prescribes minimum standards provided for disaster response. Do we have to use the SPHERE Project as our reference for the CP?

- Yes. The SPHERE Project on Humanitarian Charter and Minimum Standards in Disaster Response is a useful guide to identify and measure necessary resources that will be needed in the CP process.

Our office/agency cannot comply with the prescriptions of the SPHERE standards. What should we do?

- The planners in your office/agency can localize the standards according to your own situation. What is important is that the standards have been agreed upon by the body.

What are the other possible sources of funds that can be tapped to meet the identified resource gaps?

Aside from DRRM fund, other sources of funds include:

- Budget Circular No. 66, series of 2012
- Grants and Donations from Religious Organizations, I/NGOs, CSOs, GOCCs, NGAs, IHA, Private and Business groups
- Presidential Social Fund (PSF)
- GAA
- Local Social Fund
- LGU Trust Fund
- Savings
- General Fund
- Development Fund

Where can the AFP, PNP and BFP reimburse their operational expenses used during response?

- GAA provides huge allocation of DRRM fund for relevant government agencies. AFP, PNP, BFP and other agencies can reimburse against their respective funds.

Does the youth sector have a role in the formulation of CP?

- Yes, the youth sector has a role not just in CP but in all aspects of DRRM and CM. Three complementing laws, RA 9163, RA 10121 and RA 7077, underscore the vital role of the youth in nation building during peace and war particularly during national crisis, emergency and disasters/calamities.

Can contingency plan be used as a substitute to the DRRM Plan?
- No. A contingency plan cannot be used as substitute to the DRRM plan. A contingency plan, although a disaster preparedness document, is intended for ensuring timely and effective response. DRRM Plan, on the other hand, encompasses the four DRRM thematic areas which complete the holistic DRRM process.

Can the unexpended balance of the LDRRM Fund be allocated and used to fund the programs, projects and activities needed for CP?
- Yes. The references for this can be found at the COA Circular Number 2012-002 s. September 12, 2012 and the DBM-NDRRMC-DILG JMC 2013-1 re Allocation, Utilization of the LDRRMF. However, it is important to note that according to Section 3, Rule 18, IRR of RA 10121: *"…Any such amount still not fully utilized after five (5) years shall revert back to the general fund and made available for the social services to be identified by the local sanggunian."*

What can be used as justification for the utilization of LDRRMF for CP?
The primary justification is Section 21 of RA 10121. Another policy is the DBM-NDRRMC-DILG JMC 2013-1 re Allocation, Utilization of the LDRRMF.

Is there a liability on the part of the LCEs/LGUs should they fail to formulate their contingency plans?
- Yes. Failure on the part of any LCE/LGU to formulate CP is tantamount to dereliction of duty defined and covered under Section 19 of RA 10121. This is so because absence of CP will render the LGU virtually incapable to respond timely and effectively when disaster strikes the territorial jurisdiction of the LGU, in which case many lives may be lost and immeasurable damage to properties may occur. Besides, it is the primary duty of LGUs to protect the lives of its constituents so clearly provided under Section 16, General Welfare provision of RA 7160 or Local Government Code of 1991.

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National Disaster Risk Reduction and Management Council Memorandum Circular No 04, s. 2012: Implementing Guidelines on the Use of Incident Command System as an On-Scene Disaster Response and Management Mechanism under the Philippine Disaster Risk Reduction and Management System

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