

**PILOTING ANALYSIS OF
DISASTER MANAGEMENT TRAINING GAPS
IN THE PHILIPPINES**

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**Asian Disaster Preparedness Center
PO Box 4 Klong Luang Pathumthani 12120 Thailand**

CONTENTS

INTRODUCTION	1
Piloting TNA as Part of Capability Building in Disaster Management	
The TNA Process	
Relevance of the TNA Study to the Philippines	
Process of National Training Needs Analysis (Fig.1)	
TNA for National, Local & Community Training Program (Fig.2)	
PHILIPPINE DISASTER SITUATION IN BRIEF	6
PHILIPPINE DISASTER MANAGEMENT SYSTEM	8
Policy Framework	
Institutional Framework	
Operational Framework	
DCC Organizational Network (Fig. 3)	
Organization of Disaster Coordinating Councils (Fig. 4)	
Barangay Disaster Coordinating Council (Fig. 5)	
Office of Civil Defense Organizational Chart (Fig. 6)	
Disaster Operations Flow Chart (Fig. 7)	
STRATEGIC PROGRAM THRUSTS IN DISASTER MANAGEMENT	17
Strengths, Weaknesses, Opportunities, Threat	
New Thrusts and Programs in Disaster Management	
PRIORITY PROGRAM ACCOMPLISHMENTS	20
1998	
1999	
2000	
PROGRAMS IN CAPABILITY BUILDING IN DISASTER MANAGEMENT	26
Office of Civil Defense	
DILG and DSWD	
PHIVOLCS and PAGASA	
Local Government Units	
Philippine National Red Cross	

Organizing for Rural Development
Citizens Disaster Response Center
Center for Disaster Preparedness

**SOME CRITICAL ISSUES & AREAS FOR IMPROVEMENT
IN DISASTER MANAGEMENT** **36**

TRAINING INTERVENTIONS AND ACTIVITIES **39**

General Objectives
National and Regional Level
Provincial and Municipal Level
Barangay/Community Level
NGOs
Some Training Strategies

RECOMMENDATIONS – STRATEGIES IN TNA, ETC. **42**

TNA Instrument for Organizations and Communities
Some Practical Points on the TNA Process
Desired KSA of a Prepared Community
Essential Components for Local & Community Disaster Preparedness

Annexes

Annex 1 - OCD Training Needs Analysis 2001
Annex 2 - Persons Interviewed & Documents Reviewed
Annex 3 - List of Members of the National Disaster
Coordinating Council & Functions
Annex 4 – Accomplishment Reports for 1999 – 2001, OCD
Annex 5 – Emergency Management Seminar Basic Module

INTRODUCTION

ADPC received a one-year grant from DIPECHO in February 2001 to manage a project that provides technical support for regional information exchange, networking and capacity building for DIPECHO target countries under its Second Action Plan for South East Asia. The DIPECHO target countries include Cambodia, Indonesia, Lao PDR, Myanmar, Philippines, Thailand and Vietnam.

Under the Partnerships for Disaster Reduction-Southeast Asia (PDR-SEA) project, four integrated components were designed. Components 1 and 2 focus on networking and information exchange while Components 3 and 4 focus on the capacity building process, particularly on community based disaster management (CBDM).

Piloting TNA As Part of Capability Building in Disaster Management

The Sub-component 3.2 of the project has an objective to pilot analysis of disaster management training gaps in 2 of the 7 DIPECHO target countries. The Philippines has been selected as one of the countries where a preliminary analysis of training gaps will be undertaken.

Through this exercise, PDR-SEA and ADPC shall develop an analysis of the gaps in training in disaster management with particular focus on CBDM and a strategy for undertaking a comprehensive Disaster Training Needs Analysis at the national level.

The TNA Process

Training is a key intervention in capability building. The Training Needs Analysis (TNA) is a systematic diagnostic process whereby specific inadequacies of various levels, organizations and individuals involved in disaster management are identified and measured in terms of the difference between present task performance and the desired/prescribed/ideal way of doing these tasks and functions. TNA determines through a variety of methods the needed knowledge, skills, attitudes (KSA) or competencies for an effective disaster management system. Also included in the TNA are the orientation, perceptions and experiences of organizations and individuals involved in various disaster management activities. GAPS IN KSA (or competencies and orientation), which are to be filled in by training intervention, programs and packages, are identified from a comparison of the DESIRED KSA (or performance) with the ACTUAL KSA (or performance).

The Office of Civil Defense (OCD) is the executive arm of the National Disaster Coordinating Council. The OCD had accomplished a Training Needs Analysis for

the year 2001 (Please refer to Annex 1). Using this as the base material, this Report on Piloting Training Needs Analysis in Disaster Management in the Philippines backtracks on the process of the formulation of the OCD TNA 2001 and makes an exploratory study and preliminary analysis of the training needs at various levels of the Philippine disaster management system.

The general framework for the TNA study is a preliminary analysis of the 3 key areas and concerns in capability building in disaster management – the Philippine disaster situation, the performance of various stakeholders and actors in the Philippine disaster management system, and disaster risk at the community level (hazard, vulnerability, capacity including various disaster responses).

An in-depth study of the disaster situation, organizational assessments, and disaster risk assessments at the community level would need more time considering the organization of the Philippine disaster management system into various levels. Its is composed of 16 Regional Disaster Coordinating Councils, 80 Provincial Disaster Coordinating Councils, 1,499 Municipal Disaster Coordinating Councils, 113 City Disaster Coordinating Councils and 41, 944 Barangay (village) Disaster Coordinating Councils (OCD, October 2001).

In this preliminary TNA study, the national disaster situation is taken to represent the disaster situation at various areas and levels of the country. The performance of the multitude of stakeholders and their signified areas for improvement are taken as proxy indicators for organizational assessment. To determine of training gaps (between current and desired levels of knowledge, skills and attitudes or gaps in the performance of tasks and functions in disaster management which training can address), perceived problem areas or areas for improvement in disaster management work and the needed training for more effective preparedness, emergency response and disaster risk reduction are considered in the recommendation of training activities to be undertaken from the national to the local and community levels.

Please refer to the working schema for the TNA study (Figs. 1 and 2) shown on the next pages. Interviews, documentary review and process observation are the main methods used in this TNA study.

Key government agencies involved in training and education and non-government organizations in disaster management that have strong linkages with communities have been covered to have a view of the local levels in disaster management, especially at the barangay level. 2 community visits have also been undertaken to directly take into account the community perspective.

Government agencies that were covered in brief interviews and some documentary review have training and education functions in disaster management. These are the OCD Training Division, Department of Social Welfare and Development (personnel involved in the Family and Community Disaster Preparedness Program), Department

of Interior & Local Government, Philippine Atmospheric, Geophysical and Astronomical Services Administration, Philippine Institute of Volcanology and Seismology, Provincial Disaster Coordinating Council of Davao Oriental (through its Action Officer and a Municipal Social Welfare Development Officer), Quezon City Social Services Development Department, and the Municipal Government of Calumpit, Bulacan.

NGOs and DIPECHO project partners covered in this preliminary TNA are the Philippine National Red Cross, Organizing for Rural Development, Citizens' Disaster Response Center, and Center for Disaster Preparedness.

Community visit was also made with Buklod Tao (People Bonded Together) in Bgy, Nangka, San Mateo District 4, Quezon City to directly get the community perspective.

Please refer to Annex 2 for persons interviewed and schedule.

Relevance of TNA Study to the Philippines

Aside from the contribution of the Philippines in undergoing the pilot TNA study to the Partnerships in Disaster Reduction – South East Asia, the activity has much relevance in improving the functional effectiveness of the Philippine Disaster Management System. The National Disaster Coordinating Council/Office of Civil Defense has identified the capabilities of the national government and local government units to respond to needs in disaster management as one of three critical issues which has to be addressed (OCD, August 2001).

PHILIPPINE DISASTER SITUATION IN BRIEF

The Philippines tops the list as the world's most disaster prone country from 1900 – 1991 with a total of 701 incidents or almost 8 disasters a year, as recorded by the Center for Research and Epidemiology of Disasters (CRED) in Belgium. The National Disaster Coordinating Council recorded 523 disasters for the period 1987 to 2000 with total cost of damage of Php 150.071 Billion, or some 37 disasters on the average annually (OCD, March & August 2001).

The Philippines' exposure to disasters is to a significant extent due to the country's geographical and physical characteristics. It is the world's largest archipelago composed of more than 7,100 islands. It lies along the Western Pacific Basin, the world's busiest typhoon belt, with the average of 20 typhoons hitting the country each year. Within 1988–2000, 198 typhoons entered the Philippine area of responsibility and caused Php 22.105 Billion damages. Coastal and extended swamp areas are prone to floods and storm surges during typhoons. In recent year, even heavy rains associated with other climactic conditions such as monsoons, thunderstorms, inter-tropical convergence zone also cause floods in low-lying areas.

The country is also part of the Circum-Pacific seismic belt and lies in between two major tectonic plates, whose movements create mountain ranges, islands, volcanoes, earthquakes and tsunamis. There are 220 volcanoes in the country, 21 of which are active. The country also has 8 major earthquake generators and several minor ones such that there are at least 5 earthquakes in a day, most of them imperceptible. An intensity 7.7 The July 16, 1990 killer earthquake hit Northern Luzon on July 16, 1990 causing 1,666 deaths, injuring 3,500 persons, Php 11 Billion damages to property and Php 1.2 Billion agricultural damage. Southern Mindanao is prone to tsunami and on the August 1976 tsunami claimed some 4,000 lives and left 12,000 homeless.

Rapid environmental degradation and resources depletion aggravates the country's vulnerability to natural disasters. The country now finds itself experiencing a cycle of flooding, drought and red tide. Deforestation has resulted in flooding, soil erosion, landslides and siltation. The destruction of mangroves and coral reefs has resulted in the decline in fisheries production and the loss of natural protection of coastal communities from storm surges and beach erosion. El Nino occurrences induce drought in many parts of the Philippines, regularly posing a serious problem in agricultural production and potable water supply. During the El Nino in 1998, about a million families suffered from food scarcity in the highlands of Mindanao and other parts of the country.

The poverty situation of many Filipinos severely restricts capacity to cope with the many natural hazards and more so, to recover from the damages wrought by disasters. Adverse socio-economic situations lead people to inhabit high-risk areas and engage in unsustainable and dangerous livelihoods. A trashslide occurred at

the Payatas dumpsite on July 10, 2000 burying shanties and 224 deaths excluding 38 in the missing category.

Human-made disasters take a heavy toll. From 1982- 1990, there were 224 maritime accidents. The collision of MV Dona Paz with an oil tanker is the world's worst peace time sea tragedy with 4,342 confirmed dead. The Philippines also holds a world record for the second worst disco fire with the Ozone disco fire on March 18, 1996 near midnight with 162 dead and 104 injured.

Armed conflict in the country, especially in Mindanao causes displacement and contributes to the worsening disaster situation. From March to August 2000 alone, the government spent some Php 23 Million pesos per day for the war and another Php 1 Million pesos per week to assist more than 600,000 internal refugees (Mercado, 2000).

PHILIPPINE DISASTER MANAGEMENT SYSTEM

Presidential Decree 1566 “Strengthening the Philippine Disaster Control and Capability & Establishing the National Program on Community Disaster Preparedness” issued on 11 June 1978 is the basic law on the country’s disaster management. It lays down the policy, institutional and operational framework for the disaster management system in the country (Laigo in CDRC 1996 & P.D. 1566).

From this legal mandate, the National Calamities and Preparedness Plan approved in 1983 was revised and issued in August 1988 together with the Implementing Rules and Regulations to P.D. 1566. An updated Calamities and Preparedness Plan is in process for approval of the National Disaster Coordinating Council. The updated Plan is consistent with the devolution of the provision of basic services from the national government to the local governments mandated by the Local Government Code of 1991 and the present organization of the government bureaucracy

Policy Framework

The policies as set forth in Section 1 of P.D. 1566, Declaration of Policy, is summarized as follows:

1. Disaster Management, specifically disaster preparedness and emergency operations is to be pursued with a heavy emphasis on “self- reliance”, “self- help” and “mutual assistance”;
2. Maximum utilization of resources at every politico-administrative level is enjoined before assistance is sought from higher levels;
3. Primary responsibility for Disaster Management is placed upon agencies of the government;
4. The exercise of leadership responsibilities is expected from the local government executives (Governors, Mayors, Barangay Captains);
5. The main role of national government is to provide support to the local government units;
6. Both planning and actual operations are to be carried out “... in an inter- agency, multi-sectoral basis to optimize the utilization of resources”;
7. Every agency of government is directed to prepare its disaster preparedness plan.

Institutional Framework

P.D. 1566 provides for an inter-agency, multi-sectoral body for planning, monitoring and coordinating the direct implementation of programs and projects relative to disaster management in the Philippines.

On an ad hoc basis, Presidential Task Forces are also created in connection with rehabilitation and disaster preparedness for major disasters.

1. Establishment of Disaster Coordinating Councils and Disaster Operations Center from the national through the regional, provincial, municipal and down to the barangay (village) level
 - National Disaster Coordinating Council (NDCC)
 - Regional Disaster Coordinating Council (RDCCs)
 - Provincial Disaster Coordinating Council (PDCCs)
 - Municipal Disaster Coordinating Council (MDCCs)
 - Barangay Disaster Coordinating Council (BDCCs)

Under the Calamities and Disaster Preparedness Plan, the NDCC exercises control, through the Office of Civil Defense, over all emergency operations, from the regional down to the barangay level. The plan also states the responsibilities of the government agencies and organizations involved in disaster management.

The NDCC is the highest policymaking, coordinating & supervising body at the national level for disaster management. It performs the function of advising the President “on the status of the national disaster preparedness program, disaster operations and rehabilitation efforts undertaken by the government and the private sector” (P.D. 1566). The NDCC is the recommending body to the President on the declaration of state of emergency and release of calamity fund.

Moreover, the NDCC is mandated to discharge the following responsibilities:

- prepare and update the National Disaster & Calamity Preparedness Plan
- organize Disaster Coordinating Councils from the regional up to the barangay levels
- develop the self-reliant disaster management capability among the local government units
- organize Disaster Control Groups (DCGs) among government agencies

The NDCC is chaired by the Secretary of National Defense and has for its members almost all the cabinet members and the Secretary-General of the Philippine National Red Cross. The Office of Civil Defense (OCD) provides the

operations center and secretariat functions as well executive-director functions through its Administrator. Please refer to Annex 3 for the List of Members of the NDCC and the specific task of each department and agency.

The NDCC is replicated at the regional and local levels and they function substantially like the NDCC, except that they operate and utilize their own resources at their respective levels. The RDCCs and the local DCCs constitute the core of the disaster management system and it is at this level that emergency is most felt and protection, rescue, evacuation, relief and rehabilitation operations are launched and carried out. The DCCs are expected to embark on proactive activities such as dissemination of information on natural disasters and disaster preparedness, identification of evacuation centers, upgrading of facilities of identified evacuation centers and assignment of responsibilities per member agency during times of emergency.

The DCC is composed of staff and service units. The staff unit consists of Intelligence and Disaster Analysis, Plans and Operations, and Resources Units. The service unit includes Communications and Warning, Transportation, Evacuation, Rescue and Engineering, mHealth, Fire, Police, Relief, Rehabilitation and Public Information.

Please refer to the organizational structures for the country's disaster management system (Fig. 3), the DCCs (Fig.4 and 5) and OCD (Fig.6).

2. Task Forces on Rehabilitation and Disaster Preparedness for Major Disasters

On an ad hoc basis, task forces are created. This was piloted in 1990 with the Presidential Task Force on the Rehabilitation of Earthquake Affected Areas and followed by the Task Force on the Rehabilitation of Mt. Pinatubo Eruption-Affected Areas which was replaced by the Mt. Pinatubo Assistance Rehabilitation and Development Commission. These presidential task forces were specifically mandated to perform the following functions: (a) coordinating all rehabilitation activities of the national government; (b) prioritizing rehabilitation projects whenever necessary; (c) monitoring the progress of government relief and rehabilitation efforts; (d) communicating within government and to the public the latest updates received; (e) liaising with all parties for necessary assistance/coordination; and (f) submitting regular reports on relief and rehabilitation projects to the President. The Presidential Task Force operated mainly on the basis of the different inter-agency committees which were formed to look after particular concerns, e.g. infrastructure, livelihood, resettlement, social services. Actual operations were coordinated and given staff support through the NDCC Operations Center.

A fundamental difference as compared with the NDCC in the Task Forces was that rehabilitation funds, Earthquake Fund and Pinatubo Fund, were placed

under the administration of the Task Forces. The NDCC's support funds come from the Calamity Fund of the President. Fund release is recommended by the NDCC Chairman and actual fund utilization and administration are exercised by the agencies to which funds are released.

For preparedness for El Nino and La Nina in 1997 and 1998, Task Forces were again formed with the Department of Agriculture and the Department of Environment and Natural Resources as heads respectively.

Operational Framework

The flow of information and response for emergencies is defined by P.D. 1566 and the Calamities and Preparedness Plan. The National Disaster Management Center is the operations center of the NDCC. Please refer to Fig. 7 for the Disaster Operations Flow Chart. Operational relationships are presented below (from OCD Emergency Management Seminar Module)

A warning bulletin or information is issued relative to an impending disaster or emergency by any of the warning agencies (PAGASA for meteorological hazards, PHIVOLCs for seismic and geological hazards, PNRI for radioactive contamination, DOH for epidemics, and AFP & PNP for civil unrest). The bulletin or advisory is relayed to the National Disaster Management Center (NDMC), to concerned regional/field offices, and to the general public through the broadcast media for widest and quickest dissemination.

Upon receipt of the warning bulletin, the NDMC shall:

1. Process and evaluate the bulletin;
2. Disseminate the alert notice to the OCD Regional Center/RDCC likely to be affected by the disaster and to cooperating agencies for possible activation of their implementing plans as members of the NDCC;
3. Deploy rapid needs and damage assessment team and establish an Incident Command Post in the calamity area;
4. Activate the Emergency Broadcast System, if and when necessary
5. Monitor and coordinate preparedness and actions taken by cooperating/implementing agencies, RDCCs and Local DCCs to ensure that requirements in the affected areas are effectively addressed and acted upon;
6. Recommend to the President calamity area declaration and/or calamity fund releases, if necessary;
7. Mobilize NDCC Response Teams to augment regional and local DCCs disaster operations activities.
8. Prepare and submit progress reports to the Department of National Defense Secretary/NDCC Chairman, President of the Philippines and NDCC Member Agencies and other authorities concerned.

STRATEGIC PROGRAM THRUSTS IN DISASTER MANAGEMENT (2001)

As the executive arm of the NDCC, the OCD has significant coordinating functions to execute and monitor the overall implementation of the policies and programs of the NDCC. Disaster and risk management is its responsibility (OCD, March 2001).

Aligning its direction with the International Decade for Natural Disaster Reduction, the NDCC/OCD redirected its thrusts and programs in the latter part of the 1990s towards a policy of sustainable development via excellence in disaster management and civil protection through integrated multi-sectoral and community-based approaches and strategies for the protection and preservation of life, property heritage and environment.

Program adjustments were based on an analysis of the OCD's internal strengths and weaknesses and the opportunities and threats/constraints from its external environment (OCD Year-end Report, 1999).

Strengths

- 246 staff, some professionally trained
- network of 16 regional OCD Centers nationwide
- National Disaster Management Center as operations center
- Institutionalized disaster coordinating councils (DCCs)
- Php 56.4 M budget
- Availability of augmentation funds

Weaknesses

- Outmoded policies
- Poor communication and reporting system
- Understaffed field units
- Obsolete training designs
- Poor field office structures and facilities
- Insufficient funds and equipment to support emergency response
- Inadequate vehicles for quick response and monitoring

Opportunities

- Executive arm to the NDCC
- Custodian of calamity funds
- High media profile
- Improved functional relationship with NDCC members
- Enhanced linkages with LGUs

- Enhanced linkages with private sector
- Growing interest of solons in disaster management
- Growing international interest on disaster management programs in the Philippines
- Increasing incidence on disaster and emergencies

Threats and Constraints

- Restrictions in hiring new staff
- Some indifferent LGU political groups
- Dependence of LGUs on national calamity fund rather than on the 5% national calamity fund
- Legislative proposals changing chairmanship of the NDCC
- Increasing incidence of disasters and emergencies

New Thrusts and Programs in Disaster Management (NDCC, March 2001 & RERT Module)

1. Emergency Preparedness and Response

- Civil Defense Deputization Program
- Enhancement of early warning and alert systems
- Early Warning systems inventory
- Emergency Broadcast system
- Emergency management and information system: Effective Info Sharing Through Applied Technology (emergency reporting and monitoring, emergency logistics management, emergency fund management, geographic information system)
- Rapid needs and damage assessment
- International Cooperation and Liaison
- Center for International Humanitarian Assistance
- Private Sector networking for disaster response
- Hospital emergency services networking
- EMS master plan development
- NDCC-AFP Disaster Response Task Force
- Disaster simulation exercises
- Review of the National Calamity Contingency Plan

2. Vulnerability Reduction and Disaster Risk Management

- Review of Public Safety and Risk Management Standards and Policies
- Community Based Hazard Identification and Risk Mapping
- Formulation of Disaster Mitigation and Risk Reduction Plan
- Conduct of Disaster Research and Special Studies
- Sustaining Impact Activities on Mitigation and Risk Control

3. Advocacy for Civil Protection

- Public information and education on Emergency Preparedness and Response
- Advocacy for injury prevention and basic life support
- Civil Defense Alert Plugs
- Initiatives and Social Mobilization on Disaster Reduction
- Broadcasters' Info Chart
- Seven Steps to Effective Disaster Simulation Exercise
- Rescue Olympics
- National Disaster Consciousness Month

4. Human Resource Development

- Development of standard training modules on emergency management
- Accreditation system for professional training
- Training for Civil Defense Deputized Coordinators
- Skills enhancement for civil military trainees and reserve force
- Specialized training for military, media and local response groups
- Psycho-social care training for special groups

Please refer to Annex 4 for details of the OCD Action Plan for 2001 to implement the above strategic thrusts and programs.

PRIORITY PROGRAM ACCOMPLISHMENTS (1998-2000)

The Administrator of the OCD acts as the Executive Officer of the NDCC. The OCD has significant coordinating functions to execute and monitor the overall implementation of the policies and programs of the National Disaster Coordinating Council. As such, the priority program accomplishments below can be viewed as accomplishments in disaster management of the NDCC/OCD. Please refer to Annex 5 for details of OCD Annual Reports for 1999 and 2000.

1998

1. Sustained Prevention, Disaster Mitigation & Preparedness Activities

- Review/update of Regional Disaster Plans
- Most of the Regional Disaster Implementation Plans have been updated in preparation for La Nina season. Plans have included colored hazard maps and used state-of-the art computer technologies in plan presentation, which aid in better understanding of the plan by users.
- Organization/reorganization of DCCs and DCGs
- 108 Disaster Preparedness Training were conducted for 6,842 participants
- 64 fire drills were conducted attended by 18,612 persons
- 74 Public Information Drives were conducted covering 17,860 persons
- 1,772 information materials is such as comics, flyers, etc. were disseminated
- 24-hour monitoring protection of citizens was undertaken
- 2 new units of trunked radio base station were installed

2. Enhancement of Legal & Policy Making

- 17 consultative meetings were conducted
- memos of NDCC: use of Calamity Fund for La Nina-related programs
- Task Force on El Nino
- Oplan Kaisaganaan: AFP reservists & ROTC volunteers involved

3. Well Collaborated Disaster Response at all Levels

4. Alleviation of Disaster & Calamity Victims

- Php 872,433,777 worth of Calamity Funds released
- Php 35.430 M Calamity Fund for RDCCs & OCD Disaster Management programs & activities

1999

1. Emergency Preparedness and Response Program

- Organized 4,382 local disaster coordinating councils, 457 disaster control groups and 271 rescue teams/disaster action teams and 280 reservists/ROTC members were accredited for community service.
- Conducted 972 disaster management training with 32,211 DCC/DCG members, specialized team members, volunteer-workers or trainers participating.
- Conducted 321 public information drives on Philippine disaster management system and provided 104,972 disaster manuals, leaflets/posters on general precautionary measures.
- Assisted in the formulation and updating of 2,071 master plans, contingency plans and other multi-hazard plan of provinces/cities/municipalities.
- Conducted activities to Enhance Community Preparedness for Earthquake -- convened DCC meetings to discuss activities relevant to earthquake preparedness program; issued memo to all local DCC Chairmen to undertake earthquake awareness and preparedness activities such as simulation exercise at the different government offices, public and private establishments; monitored earthquake preparedness activities; coordinated with DOLE on the implementation of Rule 1040 of the Occupational Safety and Health Standard; distributed posters on Precautionary Measures on Earthquake to the different municipalities and District School Superintendents for reproduction and distribution; rescue and safety inspection at the different private hospitals with emphasis on the need to identify main entrance and exits, fire and emergency exits; direction for building officials to conduct inspection on high-rise buildings and to render appropriate actions immediately; conducted orientation, briefing and seminar workshop on earthquake awareness and preparedness.
- Conducted simulation exercises in all OCD Regional Centers
- Implemented the deputization program pursuant to Executive Order No. 137. The Deputized Civil Defense Coordinators or “Tanggol Patrols” will act as the conduit of OCD in the implementation of disaster preparedness, prevention and mitigation program as well as response activities at their respective levels and at the same time serve as action officers of the local disaster coordinating councils. Moreover, they will ensure and facilitate immediate and adequate response to disasters within their area of jurisdiction.
- Conducted hazard study inventory in each regional center in coordination with all learning institution or academe in support of the

new program thrust on emergency preparedness and response.

- Spearheaded the holding of the National Disaster Consciousness Month Celebration with this year's theme "Kaligtasan ay Nasa Kamay Mo, Maging Handa Masang Pilipino"
- Managed the emergency response activities of 70 incidents on natural and 137 human-made disasters. Conducted emergency response activities with DA, DOH, DSWD, DPWH, NFA, PNRD and RDCCs for the immediate delivery of basic services to affected areas
- Prepared Y2K communication plan

2. Vulnerability Reduction and Risk Control

- Developed and distributed 120 hazard maps to 199 areas which are high risk for volcanic eruption and flooding.
- Identified 131,698 persons as potential evacuees
- Participated in the Joint Operation and Management Committee of Flood Forecasting and Warning System for Dam Operations. The OCD Regional Centers' task to assess and evaluate the state of early warning system in their area of responsibility.
- Participated in the NDCC-DOH Dengue Project to monitor dengue fever cases and intensify public awareness on dengue signs and symptoms and prevention.

3. Advocacy for Civil Protection

- Activities to heighten public awareness and community involvement for protection of life, property and environment such as conduct of fire drills and distribution of flyer during the observance of Fire Prevention Month; photo exhibit at SM Megamall during the National Disaster Consciousness Month; assistance to ATO in conduct of air safety drill in General Santos City; spearheaded "Alay Panalangin" for Cherry Hills victims in Antipolo City to end the search and rescue operations of the Cherry Hills Tragedy.
- Developed 246 advocacy plans for La Nina with the LGUs. As a result, 98 LGUs have appropriated funds for La Nina preparedness.
- Identified indigenous beliefs and values for survival or disaster control through community immersion and outreaches.

4. Human Resource Development/People Empowerment

- Updated program of instruction including the Emergency Management Seminar for the ISKOLAR program and for the DCC members at all levels. Developed twenty (20) modules on basic Emergency Management, Orientation on Emergency Management for Civil Defense Deputized Coordinator and Responsive, Effective and Relevant Training (RERT) module.
- Conducted crosstraining to seven (7) orientations/briefings on Disaster Management to NFA, NAPOLCOM, DILG, FIL-ESTATE Corporation. A

Specialized Skills on Search & Rescue of RDCC XII. Emergency Management Training for FedEx personnel and Consultative Conference re. Seismic Risk Mitigation Training for Local Engineers in Metro Manila were also conducted.

- 12 OCD personnel attended Hands-on Training on Y2K Testing on Computer Compatibility; Three Day Live-In Training on Development Course for Agency Clerks and Secretaries; Comprehensive Study on Disaster Prevention around Mayon Volcano; Supervisory Development Course Track I; Orientation/Seminar on Gender and Development; Regional Consultative Workshop; IT Update on E-Commerce and Congress of Communicators in Mindanao conducted by CSC, NCC, JICA and PDCC Albay. One (1) Regional Director finished Disaster Management Course in Cranfield University, United Kingdom.
- Participated in six foreign events on disaster management namely: Asean Regional Forum, Disaster Relief Expert Group Meeting; First International Meeting of Asian Disaster Reduction Center; IDNDR-ESCAP Regional Meeting for Asia Risk Reduction, Planning Meeting on Urban Search & Rescue Capability Enhancement; Pacific Disaster Center Users' Conference, and Workshop on Natural Disaster Management.

2000

1. Emergency Preparedness and Response

- Organized 2,056 local DCCs, 286 disaster control groups, 112 search and rescue teams and 82 disaster action groups
- Distributed 15,439 copies of disaster manuals and other information education materials
- Assisted in the formulation of 329 comprehensive master plans, 187 multi-hazard plans and 26 implementing plans at the regional/provincial/city/municipal and barangay levels
- Deputized 1,912 local Civil Defense Coordinators pursuant to EO 137, s-2000.
- Initiated through the concerned DCCs, emergency response for 104 natural and 240 man-made disasters.
- Provided P199,191,318.00 worth of assorted relief supplies and served 697,942 families or 3,619,055 persons
- Generated from Operation Tulong Kapatid Program for Mindanao P342.352 from local and foreign donations

2. Human Resource Development

- Conducted 264 disaster management training to 13,584 DCC/DCG members, specialized team members and volunteer workers.
- Conducted 242 disaster/evacuation drills and simulation exercises for 63,459 members of DCCs and DCGs.
- facilitated (through EMIP) the conduct of the following training: St. John

Ambulance (First Aid/CPR) - Canada- January 20,2000 for 28 participants from NDCC member agencies; EMERGO Train - January 26-28, 2000; Media Workshop on "Reporting Disasters"-March 8, 2000 with 44 participants from Media Groups; Lecture Series on Search and Rescue Operations for the AFP-January, 2000; Table-Top Discussion on Weapons of Mass Destruction : Instructors Course - June 18-24, 2000

- developed a new training design on emergency management called "RERT Modules" or "Relevant, Efficient and Responsive Training Modules".
- conducted 10 Emergency Management Seminar/Workshops utilizing the new RERT Modules for Civil Defense Deputized Coordinators and members of the MDCC, BDCC, Disaster Control and Action Groups

3. Vulnerability Reduction and Risk Control Program

- Formulated 182 hazard/risk maps
- Identified 470,911 persons as potential evacuees during disasters
- Geo-Hazard Mapping and Assessment Project which aims to generate data and information on the vulnerability of the country to various geologic hazards and make the outputs available to authorities responsible for disaster management, land use planning and development. OCD recommended to the NDCC funding assistance for this project to be implemented by DENR-MGB.
- Extreme Climatic Events Program - the program aims to document the impacts of ECE (El Nino and La Nina) since 1980s to the present for the purposes of preparedness, effective response and mitigation.
- National Emergency Response Action program (NERAP) - a MOA for NERAP was forged between the OCD and NDCC and the Association of Structural Engineers in the Philippines (ASEP) to define and highlight the role of civil and structural engineers in the rapid assessment of structures damaged during disasters like earthquakes.
- Nationwide Earthquake Risk and Mitigation Project for Public School Buildings - The project had already been evaluated and shall be recommended to the NDCC for funding support. DECS shall be the main proponent with OCD, DILG, PHIVOLCS, ASEP and DPWH as collaborating agencies. ASEP shall provide the technical expertise in developing and implementing a nationwide training program for school building inspectors.
- Earthquake Risk Mitigation Project — The project was spearheaded by PHIVOLCS with the cooperation of ASEP and the NDCC. It is primarily a research activity which aims to develop a system of assessing the potential impacts of seismic hazards on existing structures, lifelines and other critical facilities.

4. Advocacy for Civil Protection

- Conducted 330 fora/symposia/seminars/dialogues and briefing sessions on hazards and disaster management with 37,197 participants from various sectors.

PROGRAMS IN CAPABILITY BUILDING IN DISASTER MANAGEMENT

The NDCC/OCD has identified three major issues and concerns affecting the effective functioning of the Philippine disaster management system (OCD, August 2001). These are the following:

- Capabilities of the national government and LGUs to respond to the needs of disaster management
- Misconception on use of the national calamity fund
- Use of the 5% local calamity fund for disaster preparedness

The development of a national, local and community training program addresses the first critical issue. The following section discusses the programs and efforts in capability building in disaster management with particular focus on local and community based disaster management.

Office of Civil Defense

The OCD's primary function is to coordinate on the national level the functions and activities of various government agencies and private institutions devoted to public welfare and to protect the civilian populace and property in times of war and national emergencies. As the executive arm of the NDCC, the OCD has significant coordinating functions to execute and monitor the overall implementation of the policies, thrusts and programs in disaster management.

At present there are 268 OCD personnel in the national/central and regional offices. A little over 50% of personnel (137) are in the 16 Regional OCDs.

Within the OCD, the Training and Information Division (TID) is tasked to formulate/develop training programs/designs to meet the needs and objectives of OCD; coordinates/conducts training programs to inform and train the critical sectors, general public on civil defense activities; conducts/coordinates training programs on personnel development within OCD; monitors/evaluates the effectiveness of the training programs and provides measures for improvement; accredits trained participants of emergency management related training.

The TID is composed of 8 personnel. Please refer to OCD organizational structure Fig. 6.

In April to May 2000, the OCD through the TID conducted a TNA of the central and regional offices as basis in coming up with a program, which is responsive to the training needs and requirement of OCD personnel and its clientele. Each OCD unit submitted the tiles of training/seminars, which they deemed necessary to enhance the competence and skills of OCD Personnel and clientele. A uniform format in matrix form was used covering Title of Training/ Seminar, Objectives, Training/

Seminar Duration, Target Participants. Part I covered OCD Personnel (in-service training) while Part II covered OCD Clientele. The forms submitted were collated into the OCD TNA 2001. Please refer to Annex 1 for the OCD TNA 2001.

The OCD conducts a basic course for disaster preparedness and response for local disaster coordinating councils, disaster control and action groups and volunteers. This is the Emergency Management Seminar (EMS) which has been updated in 1999 and 2000 and is also now called the Relevant, Efficient and Responsive Training Module (or RERT). It is a 3-day course of 32 hours composed of 10 modules – Hazards & Disasters in the Philippines: A Situational Analysis; The Philippine Disaster Management System: An Overview; Essentials of Emergency Management; Emergency Preparedness; Emergency Response; Emergency Rescue & Life Preservation; Emergency Relief & Recovery; Effective Governance & Crisis Leadership; Disaster Field Reporting; Disaster Simulation. Please refer to Annex 5 for more details of the RERT module.

Some training for 2001 which have strategic importance in capability building in disaster management have not been included in the OCD TNA 2001. Some of these are as follows:

- DANA Workshops (NDCC with ADPC) – to resolve critical issues and concerns on DANA such as timeliness of reports, inconsistent reports of member agencies and concerned DCCs e.g. on casualties and affected population, inadequate reports on the 5 W's (who, what, where, when, why) and 1 H (how) , insufficient baseline data, lack of standard report format at various DCC levels
 - national workshop held March 2001 in Cebu
 - regional workshops to be scheduled
- Regional Emergency Management and Contingency Planning (NDCC with UNCHR)
 - 35 graduates in Emergency Management Training Programme held in Davao
 - Contingency Planning Workshop, Cotabato City, Sept. 11 – 14, 2001
 - Training of Contingency Planning Trainers/Facilitators scheduled on October 17, 2001
 - District-level Pilot Contingency Planning
 - Regional Seminar on Contingency Planning (2002)
- Collapsed Search and Rescue Course
- Medical First Responders Course - November 2001
- Incident Command System Course
- NDCC-Phivolcs Workshop on Tsunami Information and Dissemination - October 4-5, 2001

DILG and DSWD

The Department of Interior and Local Government (DILG) oversees the organization of Disaster Coordinating Councils, the establishment of Disaster Operations Centers at all local governments, and the training of DCC members in coordination with the OCD, Department of Social Welfare and Development (DSWD), Philippine National Red Cross (PNRC) and other appropriate agencies. The DSWD, on the other hand, primarily extends relief assistance and social services to disaster victims as necessary. (RERT Module)

The DILG has a 5-day Disaster Preparedness Training Course for Local Government Units. An Enhancement Training for Regional Facilitators was held in 1996 through the Local Government Academy and funding from the ECHO. The Disaster Preparedness Training Course is composed of 6 Modules – Hazards, Disasters & Disaster Management Concepts; Operational Framework for Philippine Disaster Management; Emergency Services and Responses; Damage Assessment and Reporting; Planning in Handling of ; Disasters; and Exercises/Simulation.

The NDCC and DILG will be meeting on October 12, 2001 to discuss further training in disaster management for the local government units.

The DSWD through its Bureau of Emergency Assistance in collaboration with the Social Welfare and Development Training Research Institute has come up with the Family and Community Disaster Preparedness Modules. After a Regional Trainers Training 2 years ago, the module and continuation of the family and community preparedness training and activities have been devolved to the regional level. The course is composed of 8 modules – Hazards: Their Effects to Families, Communities and the Environment; Understanding Disaster Management; Family Preparedness for Disaster; Family Vulnerabilities andmCapacities; Addressing Family Vulnerability; Preventing/Coping with Emergencies and Saving Lives; Family Preparedness; and Family Disaster Preparedness Planning and Synthesis.

PHIVOLCS and PAGASA

The Philippine Institute of Volcanology and Seismology (PHIVOLCS) and the Philippine Atmospheric, Geophysical and Astronomical Services (PAGASA) are under the Department of Science and Technology. The principal mandate of PHIVOLCS is to avert disasters and mitigate hazards from geotectonic processes. It is the main organizational body studying earthquakes in the Philippines. PHIVOLCS provides up-to-date and comprehensive disaster preparedness plans for volcanic eruptions, earthquake occurrences, and related geotectonic processes, as well as exploiting the positive effects of volcanism for the upliftment of the Filipino people's quality of life.

Besides undertaking activities to educate people about volcanoes and volcanology and earthquakes and seismology, PHIVOLCS fulfills its mandate by maintaining monitoring stations on the country's most active volcanoes. Data gathered from these stations enable it to come up with disaster preparedness plans which are in turn put into action by the various enforcing agencies (Office of Civil Defense, PDCC, DSWD, PNRC).

PAGASA is tasked to: 1) observe, report and forecast the state of the Philippine atmosphere, sea and rivers; 2) issue warnings of severe weather systems and related hazards; 3) provide climatological, meteorological, geophysical and astronomical information and related data; 4) provide assistance in the interpolation of environmental data, weather forecasts and related problems; 5) collaborate with other agencies on disaster mitigation and community preparedness 6); pursue integrated research and training programs in areas with its specific competence; 7) actively involve itself in inter-agency, international and regional endeavors and projects in the fields of atmospheric science, geophysics and astronomy.

PHIVOLCS and PAGASA give advisories and warning on meteorological and seismic & geological hazards and risks to the NDCC and the general public. They are also active in informing and educating the public on understanding these natural hazards and the appropriate preparedness and mitigation measures to undertake. Aside from posters, flyers and manuals, both agencies are also available as invited resource persons in various disaster management and preparedness seminar/training. They also host educational tours in their offices for students and disaster response volunteers.

The PHIVOLCS just held a workshop with the NDCC and media on Tsunami Information and Dissemination on October 4-5,2001.

Local Government Units

At the local level, the DCC organizational network is composed of 80 Provincial Disaster Coordinating Councils, 1,499 Municipal Disaster Coordinating Councils, 113 City Coordinating Councils and 41,944 Barangay Disaster Coordinating Council. The Local Government Code of 1991 reinforces the Philippine disaster management system with the devolution of the provision of basic services and governance functions from the national government to the local government units.

The Chief Executives are the Chairmen of the Local Development Councils. These are the Governor of the Province (for the PDCC), City Mayor (for the CDCC), Mayor (for the MDCC) and the Barangay Captain or "Punong Barangay" (for the BDCC).

The local DCCs are closest to the community and the people. It is at this level that emergency is most felt and rescue, evacuation, relief and rehabilitation operations

are carried out. Damages are assessed and requirements are evaluated for appropriate and timely disaster responses (RERT Module).

The local DCCs are usually active in provinces, cities and municipalities that are very vulnerable to disasters. Other local DCCs become active only when disaster hits the area. (Luna, 2000) Critical issues noted at the local level are the capability of local government officials in disaster management especially with changes in political leadership every election, the need to focus on preparedness and mitigation aspects of disaster management and the availability of funds for preparedness and mitigation activities.

Davao Oriental Province and the Municipality of Manay

The province covers 11 municipalities and 83 barangays. Its major hazard exposure are flooding, storm surge, landslide, drought, armed conflict, tsunami and armed conflict. The town of Manay is composed of 17 barangays.

The Execom of the PDCC meets quarterly and has just held a Joint RDCC-PDCC consultation. The PDCC can mobilize 50 – 60 members, with about 20 coming from the NGOs. The local DCCs meet annually for a brief refresher on disaster management and action planning.

A Family and Community Disaster Preparedness Training was held in 1997 with 3 participants per barangay (the captain and 2 councilors) were in attendance. An increase in consciousness regarding disaster response has been noted with the training and on-going activities of the local DCCs. Although reports on damages are still submitted rather late by local units, generally, there is sufficient capacity for emergency response. What is needed is to expand to rehabilitation and preparedness/mitigation work. The PDCC is studying how to undertake risk assessment and preparedness/mitigation planning at the local level and how to enhance the capability of the MDCCs and BDCCs in these undertakings. Budget is also seen as a constraint although surplus from the 5% local calamity fund is a source, which can be tapped.

The Municipality of Calumpit, Bulacan

The Municipal Government of Calumpit has recently made its Comprehensive Land Use Plan. It identified flooding and environmental degradation as its major development constraints. It plans to undertake flood mitigation, river dredging and widening as its priority programs to minimize the destruction of crops, property and even loss of lives caused by flooding. An auxiliary project is the training program on disaster preparedness and management, particularly in the flood-prone areas. The responsibility for the training is lodged with the Municipal Social Welfare & Development Office and the Local Police Force. Funding sources identified are the Municipal Government of Calumpit and the Department of National Defense (or NDCC).

Quezon City Social Services Development Department

Quezon City covers 144 barangays in 5 districts. It has given 95 most vulnerable barangays a Disaster Preparedness Seminar. Five out of the 22 personnel of the Welfare & Relief Division of the QCSSDD focus on conducting the Disaster Preparedness Seminar. Resource persons for particular topics are also invited from the QC Disaster Coordinating Council, OCD, PNRC, Department of Health etc. New concepts and methods in disaster management which the QCSSDD personnel are able to learn through attendance in various Disaster Management Training are continually incorporated into their Disaster Preparedness Seminar Module. A personnel of the WRD-QCSSDD has just attended a Disaster Preparedness Training sponsored by World Vision for its Area for Development Program in Bulacan and Quezon City in July 2001 and has subsequently re-echoed the training to the other staff.

Some 35 participants are chosen in coordination with the Barangay to attend the 1-day seminar and graduates become Disaster Volunteers. They are then given the leadership training course and meet monthly with the QCSSDD staff for orientation and involvement in the other social services programs and activities such as garbage disposal, health and nutrition, etc. An action plan serves as the guide of the disaster volunteers for activities and community mobilization.

Philippine National Red Cross

Guided by Red Cross principles and depending solely on public donation and countless volunteers, the Philippine National Red Cross (PNRC) tasks itself to alleviate human suffering in times of natural disasters and war and improve the health and welfare of the Filipino people through its services. As a member of the NDCC, the PNRC is tasked to conduct disaster leadership training courses, assist in the training of DCCs at all levels, and assist in providing emergency relief assistance to disaster victims.

The PNRC has the following programs:

- Disaster Management Service – is in charge of conducting disaster preparedness programs, relief operations for disaster victims and rehabilitation projects to help victims recover faster from disasters.
- Safety Service – is tasked to implement a nationwide educational campaign to ensure the safety of the Filipino people through training in First Aid, Basic Life Support (CPR), Water Safety and Accident Prevention.
- Community Health and Nursing Service – partners itself to vulnerable groups to promote health and preventing illness in the community.
- National Blood Program – is concerned with blood donations and education programs to encourage blood donations.

- Red Cross Youth – awakens the youth to the ideals of Red Cross, directly harnessing their energy into worthwhile activities.
- Social Services – provides welfare service to individuals, families, blighted communities, and other vulnerable groups.

The PNRC has implemented the Integrated Community Disaster Planning Programme (ICDPP) since November 1994. From experiences and lessons gained in implementing the pilot program in 1 barangay in 6 municipalities of Benguet the has been expanded to barangays in the municipalities of the provinces of Benguet, Southern Leyte, Palawan, and Surigao del Norte. ICDPP ensures that disaster management is an integral component of local development plans and mobilizes community residents and local government personnel in disaster preparedness and mitigation activities. The 3 key components of the ICDPP are: 1) the creation of disaster planning tools and methods, including hazard mapping; 2) information dissemination and training of communities to inform them of the disaster risks and how to cope with these threats; and 3) partnership with the LGUs. Initially, the ICDPP works in the community through the Barangay Disaster Action Team (BDAT), some 5 – 10 representatives from different sectors who are selected by a community assembly.

Organizing for Rural Development

ORD is a social development organization working for a meaningful and authentic agrarian reform and rural development. Originally founded in 1975 for research in rural development, ORD has undergone organizational changes and now focuses on strengthening partnership with government and, people's organizations, non-government and other social development institutions towards achieving integrated and sustainable rural development.

ORD is has the following programs:

- Disaster Management -- focuses on Community-Based Disaster Management, Emergency Response Systems, Public Information Campaigns, and Policy Advocacy.
- Institutional Development – aims to assist organizations and coalitions in strengthening their capability in organizational management through understanding and applying organizational development management, influence in policy legislation and execution and economic self-reliance and sustainability.
- Enterprise Development – aims to assist cooperatives, organizations and coalitions to facilitate economic development and optimum resource productivity through credit assistance, bookkeeping and technical services, and technical assistance in business management.
- Community Based Healthcare Program – aims to facilitate an effective and efficient delivery of health services to people in remote and under-served

communities through community organizing, public information dissemination and policy advocacy.

ORD piloted its community based disaster management program (DMP) in 15 barangays in 5 municipalities of Quezon Province in November 1998. The DMP now covers 12 barangays in 6 municipalities. The core of ORD's DMP in the barangays covered is the local people's organization, which works closely with the Barangay Disaster Coordinating Council.

Citizens Disaster Response Center

The Citizens' Disaster Response Center (CDRC) was established in 1984 and has since then helped in the formation of the Citizens Disaster Response Network (CDRN) composed of Regional Centers and partner NGOs and People's Organizations to implement and promote citizenry-based development-oriented disaster response throughout the Philippines.

CDRC/N focus assistance in disaster management to the most affected, least served and most vulnerable sectors of the populace through the following programs and services:

- Emergency Response Program - activities to arrest further deterioration of, and removing affected families from life-threatening situations. Includes provision of food, other essential relief items such as mats, blankets, mosquito nets, water containers and kitchen utensils, detergent, temporary shelter materials, and emergency health care.
- Rehabilitation - projects to rebuild livelihood such as food production, distribution of farm tools, farm animals or fishing gear, rehabilitation of community waterworks and other community lifelines, provision of alternative livelihoods as well as projects related to health & nutrition, housing, repair, and reforestation.
- Preparedness and Mitigation - The Food Security and Nutrition Improvement Program (FSNIP) aims to enhance the capacity of vulnerable communities to withstand the effects of disasters by saving their livelihood, or reducing the adverse effects of disasters of the people's livelihood. The usual components of FSNIP projects include agriculture, livestock and fishery production, primary (preventive) health care, and to a limited extent advocacy. Capability building is built into the project components. Various needs-based community level training are conducted of topics ranging from disaster preparedness, project management, leadership skills, gender, environmental protection, health and sanitation, herbal medicine, etc.
- Advocacy, Public Information and Research – to build public awareness of disaster-related issues, press for appropriate legislation and urge prompt government action. It likewise involves social mobilization and networking aimed at developing a broad-based response to disasters.

- Local and Overseas Partnership Development – mobilization of the less vulnerable sectors for disaster response

CDRC/N has just completed a 3-year Preparedness Support Program, which aims to contribute to the process of transforming at-risk communities to resilient ones. At the community level, a three-tiered disaster preparedness training is conducted where minimum outputs include the drawing up of a local hazards map, formulation of a counter disaster plan, and the creation of the corresponding organizational structure that shall implement the plan.

Center for Disaster Preparedness

The Center for Disaster Preparedness (CDP) established in 1999 as a spin-off institution from the Training and Education Desk of CDRC. CDP endeavors to: 1) promote community based disaster management (CBDM); 2) advocate for policies and programs that protect the environment and mitigate disasters; and 3) facilitate interactive learning and discourse on disaster management.

CDP's programs and services include:

- Training & course development - disaster management orientation; disaster preparedness training; emergency response management; management of evacuation center; disaster risk management, management of disaster response organizations, training of trainers in CBDM
- Networking & advocacy - working with people's organizations, NGOs, church groups, academe and government agencies in promoting and developing CBDM
- Research & Publication – contributes to bridging the gap between technical experts and the layman through production of popular education and preparedness materials.
- Interactive Learning - organizes fora, discussion groups and exchanges to encourage and facilitate learning on disaster management
- Consultancy on CBDM and capability building of disaster response organizations

Buklod Tao

Buklod Tao is an environmental organization formed by the residents of Dona Pepeng Subdivision and informal settlers of North and South Libis, Bgy. Banaba, San Mateo, Rizal in February 1997 after community mobilization against a construction company's plan put a cement batching plant in an agricultural land adjacent to the community.

The community is prone to flooding because of its location at the delta of the Nangka and Marikina Rivers. Buklod Tao held a one-day Disaster Preparedness Seminar on

June 8, 1997 and then formed 3 disaster management teams which detailed emergency rescue and evacuation plans and engaged in the fabrication of 3 fiberglass rescue boats. Since then, Buklod Tao has mobilized community members in disaster management and development activities.

Aside from its 4 major program, Buklod Tao also engages in small socio-economic projects for its members.

- Disaster preparedness
- Advocacy and environmental paralegal
- Information Education and reading center
- Waste redemption

Recent rip-rapping of a portion of the riverbank along the Nangka River has changed the course of the water causing soil erosion and landslide of portions of North and South Libis. Several concrete houses have already been destroyed. Landslide is a new hazard which Buklod Tao and the community have difficulty in preparing for and coping with.

SOME CRITICAL ISSUES AND AREAS FOR IMPROVEMENT IN DISASTER MANAGEMENT

Some issues and areas for improvement have been noted by the various stakeholders and actors in disaster management in the organizational assessment process. In this preliminary TNA, these problems and areas for improvement are taken as indicators of training gaps. A run-down of these problem areas is presented below.

1. Capabilities of the national government and LGUs to respond to the needs of disaster management (NDCC/OCD, August 2001)
2. Inadequate dissemination of information and preparedness/mitigation measures for particular hazards e.g. tsunami (PHIVOLCS/NDCC Workshop on Tsunami Information & Dissemination)
3. Misconception on use of the national calamity fund (NDCC/OCD, August 2001)
4. Use of the 5% local calamity fund for disaster preparedness (NDCC/OCD, August 2001)
5. Availability of funds for especially for disaster preparedness and mitigation, including disaster management and preparedness training (DILG; PDCC Davao Oriental)
6. Turn-over of local officials (due to change in political leadership after elections) affects continuity of programs in disaster management (ORD)
7. Turn-over of personnel of disaster response center, NGO, PO partners (CDRC)
8. Need to focus on preparedness and mitigation aspects of disaster management and reorientation towards disaster risk reduction and building a culture of disaster prevention (PDCC Davao Oriental; Luna, 2000)
9. Responding to new hazards/threats e.g. what can be done regarding landslide for a community which is relatively prepared to respond to flooding (Buklod Tao); disasters with mass casualty like terrorist attack (OCD)
10. Damage Needs and Assessment Reports - timeliness of reports (OCD, March 2001; PDCC Davao Oriental) inconsistent reports of member agencies and concerned DCCs e.g. on casualties and affected population, inadequate reports

on the 5 Ws and 1 H, insufficient baseline data, lack of standard report format at various DCC levels (OCD, March 2001)

11. Need for some level of standardization of echo training in disaster management and preparedness (ORD; PNRC)
12. Access to updates, new concepts and methods in disaster management, e.g. community risk assessment (PDCC Davao Oriental)
13. Availability of disaster management training manuals and reference materials at the local level (PDCC Davao Oriental & MSWDO Manay; QCSSD)
14. Involvement of local residents for more responsive disaster management, disaster risk reduction and sustainable development (PNRC; ORD; CDRC; CDP)
15. Multi-sectoral view of disaster management for technical specialists (PHIVOLCS)
16. Venues for sharing of training modules, methods, lessons in disaster management (CDRC)
17. Integrating disaster management, especially mitigation and prevention, into development planning. (CDP)
18. Organizational/institutional strengthening of organizations/community groups involved in disaster management (OCD TNA 2001; Buklod Tao; QCSSDD; Central Luzon Disaster Preparedness Training)
19. Some partners have raised the issue of accreditation of disaster management and preparedness training (ORD)

Most of the issues and areas for improvement cited can be addressed, although not solely, by training interventions. Issues related to funds for disaster preparedness (items 3, 4, 5), making available reference materials and manuals at the local level (item 13) and accreditation of training in disaster management are better addressed through non-training solutions such as legislation, policy and procedural review and clarification, and consultation process. Hand-in-hand with training intervention or as an alternative, items 1,2,6,7,8,9,10,11, 12, 14, 15, 16, 17, 18 can also be addressed by the production and dissemination of handbooks, manuals, flyers, posters and other materials for public information and education.

TRAINING INTERVENTIONS AND ACTIVITIES

General Objectives:

- To improve the functional effectiveness of the Philippine disaster management system from the national to the local and community levels.
- To strengthen disaster risk reduction thrust in disaster management
- To enhance local and community involvement in disaster management
- To strengthen multi-disciplinary and multi-stakeholder perspective and practice in disaster management
- To strengthen the link between disaster management and development planning

National and Regional Level

OCD Central Office & OCD Regional Offices:

1. In-service and Induction (for new employees) training to develop competence in particular jobs - office administration, records management, technical writing, management, computer software applications
2. Institutional strengthening - team building, strategic planning
3. Updating on new concepts and approaches in disaster management
4. Disaster Risk Management, Community Based Disaster Management
5. Updating on policies and operational procedures
6. Specialized Courses in Emergency Management
7. Simulation and Drills
8. Training of Trainers for various courses - basic course; specialized courses

Provincial and Municipal Level

1. Updating on new concepts and approaches in disaster management
Disaster Risk Management, Community Based Disaster Management
2. Updating on policies and operational procedures
3. Specialized Courses in Emergency Management
4. Simulation and Drills
5. Training of Trainers for various courses - basic course; specialized courses

Barangay and Community Level

1. Risk Assessment - hazard assessment; vulnerability assessment; capacity assessment
2. Counter Disaster Planning
3. Resource Mobilization
4. Social Mobilization
5. Community Organizing
6. Organizational Strengthening – Leadership, Values Formation, Studies on sectoral/community/municipal to national situationers
7. Project development monitoring and evaluation
8. Studies on sectoral orientation and situationers
9. Updates on policies and operational procedures
10. Trainers Training – platform skills; making visuals
11. Community Simulation and Drills

RECOMMENDATIONS: STRATEGIES IN TNA

A. TNA Instruments for Organizations and Communities

Key Points/Guide Questions for Organizational Assessment

General Information

Name of Organization:
Nature of Organization:
Date Organized:
Area of Operation:
Number of Personnel:
Programs and Services:

Disaster Management Information

1. What disasters occur in the organization's area of operations? What are other hazards or threats? What are conditions of vulnerability (physical, social, attitudinal)? What are prevailing disaster management responses?
2. What is the organization's vision, mission and goals?
3. What are the organization's functions, thrusts, programs in Disaster Management?
4. What are the organization's strengths, weaknesses, opportunities & threats in the performance of disaster management functions, thrusts, programs?
5. What are the major accomplishments of the organization in disaster management?
6. What are the emerging/new challenges in disaster management which you face?
7. What are the disaster management trainings which have been and are being implemented?

	Regional	Provincial	Municipal	Barangay
Type of disaster management training				
No. of training conducted				
Participants				
Facilitators/resource persons				
Fund Source				

5. What are the problem areas/constraints in disaster management which the organization faces?
6. How can these problems and constraints be resolved?
7. What are possible training in disaster management to address problem areas/constraints?
 - What training are to be continued: how many, target participants
 - What new training modules have to be developed and/or conducted: course content, how many training, target participants
 - Who will develop the new training modules? Who will be the training facilitators/resource persons?
 - How will the training be funded?
 - When is the best schedule to conduct the training?

DM Training to Continue	Regional	Provincial	Municipal	Barangay
Type of disaster management training				
No. of training needed				
Target Participants				
Facilitators/resource persons				
Schedule				
Fund Source				

New DM Courses Needed	Regional	Provincial	Municipal	Barangay
Type of disaster management training				
No. of training needed				
Target Participants				
Facilitators/res. persons				
Schedule				
Fund Source				

8. What other educational activities and materials in disaster management such as exchanges, workshops/conferences, manuals, etc. are needed?

Basic Documents to Secure and Review:

Socio-Economic Profile/Community Profile (when accessible)
 Organizational Brochure
 Annual Reports (2-3 years) or Assessment Reports
 Strategic Plan
 Action Plans

B. Some Practical Points on the TNA Process

1. Synchronize with assessment or planning schedules. TNA as a result of an assessment of organizational and individual performance and as an input to planning to determine capability requirements to reach a desired level of organizational and individual performance.
2. Organizational assessment/diagnosis may be a sensitive issue and so it is better that there is resistance to the facilitator/consultant, especially if an outsider
3. Participatory process to build ownership - from defining the rationale or basis for capability building to data gathering to analysis and validation of results and formulation of the training program
4. Involves analysis of disaster situation, organizational assessment and community risk assessment
5. Setting desired or acceptable standards of performance (or knowledge, skills, and constructive attitudes & behavior) and comparison with actual performance (or knowledge, skills, attitudes)

6. When standards or desired KSA are not readily available, problem areas or weaknesses can be used as a proxy indicator for training gaps. However, it should be noted that not all problems can be solved by training interventions.
7. Refer to Item C. for recommended guide for desired knowledge, skills, attitudes of an ideally prepared community.
8. The TNA is the basis for formulating the training program at the national, local and community level.

C. Desired Knowledge, Skills and Attitudes of a Prepared Community

At the organizational level, it is easier to come up with standards of performance both for the organization and the individuals performing particular tasks and functions. These desired level of performance (or competencies and orientation; or knowledge skills and attitudes) or are drawn or if presently absent , can be drawn up from the organization's mandate, core values, goals and plans and particular job descriptions and specifications. For inter-agency endeavors such as disaster coordinating councils, the process is more complicated.

At the community level, a schema has been drawn from experience in implementing community disaster preparedness for lahar flows and flooding in the Mt. Pinatubo environs in the mid 1990s. The Central Luzon Disaster Preparedness Program (CLDPP) covered the 3 priority provinces of Pampanga, Zambales and Tarlac in TNA, disaster management and preparedness training and social mobilization to implement the community counter disaster plans. The 3-year project was implemented by the Training and Education Desk of CDRC with CONCERN (CDRN Regional Center then in Central Luzon), the Pampanga Disaster Response Network, Zambales Disaster Response Network and the Tarlac Disaster Response Network and their partner people's organizations and communities. The project was funded by Oxfam-UK.

The schema on the next page is a modified version of the output of the CLDPP.

Framework for an Ideally Prepared Community		
Tasks	Required KSA	Suggested Training
<i>Pre –Disaster</i>		
a. community profile/ risk assessment	1. gathering, summarizing & analysis of data	1. social investigation/PRA/CVA
b. community map/hazard, V, capacity maps	2. making and reading community map	2. participatory risk assessment tools
c. functional disaster response organization (DRO)	3. organizing a DRO	3. community organizing
	4. facilitating meeting, planning, assessment, etc.	4. leadership training
		8. organizational management
		9. studies on sectoral/community issues
d. Evacuation plan & evacuation site	5. disaster management – concepts, tools	10. disaster management orientation
	6. emergency management- search & rescue; first aid; EC mgt; DNCA; public information; coordination and networking	11. disaster preparedness training with focus on particular hazards
		12. damage needs capacity assessment
		13. management of evacuation center
		14. management of disaster operations center/emergency operations center
		15. resource mobilization
		16. advocacy & networking
e. counter disaster plan – preparedness & mitigation	7. project identification, monitoring and evaluation	17. counter disaster planning/action planning
		18. project development
		19. project management
		20. financial management
		21. proposal writing
<i>During Disaster</i>		
<i>After Disaster</i>		

Annex 2

Interview Schedule

Government Agencies

1. Office of Civil Defense Training Division - Sept. 24, 2001
Atty. Priscilla Duque, Director; Luviminia E. Espino, Course Development Section; Jasmin B. Paraiso, Publication & Documentation Section
2. Department of Interior and Local Government - Oct. 2, 2001
Mr. Regis, OIC Public Affairs
3. Department of Social Welfare & Development - Oct. 3, 2001
Margarita Sampang, Director Bureau of Standards
4. Philippine Atmospheric, Geophysical and Astronomical Services Administration - Oct. 3, 2001
5. Philippine Institute of Volcanology and Seismology - Oct. 2, 2000
Mr. Delfin Garcia, Head Planning
6. Provincial Disaster Coordinating Council of Davao Oriental
Ms. Evelyn A. Vallar, PSWDO/PDCC Action Officer; Ms. Minda C. Alonzo, MSD Office of Manay, Davao Oriental
7. Quezon City Social Services Development Division – Oct. 5, 2000
Ms. Cynthia C. Oria, Head, Welfare & Relief Division; Ms. Lilia Montenegro & Ms. Judith F. Vepez, Social Workers

NGOs And DIPECHO Project Partners

1. Organizing for Rural Development - Sept. 26, 2001
Ms. Loida Abela, Executive Director
2. Philippine National Red Cross - Oct. 1, 2001
Mr. Rosauro Malibiran, R.N., Coordinator, Integrated Community Disaster Preparedness Programme
3. Citizens' Disaster Response Center - Oct. 3
Mr. Celso Dulce, Executive Director; Ms. Nona Melendres, Dep. Ex. Dir; Ms. Mayet Lupig, Preparedness Support Program Coordinator
4. Buklod Tao - Sept. 30, 2001
Mr. Noli Abinales, President; Mr. Boyet - ; Ms. Ampy.

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1. NDCC/OCD

- NDCC Presentation Materials, PDR-SEA Working Group Meeting on Information Sharing & Networking, Bangkok
- OCD Presentation Materials, DANA Workshop, Cebu
- Office of Civil Defense Annual Accomplishment Reports, 1998 – 2000
- Action Plan CY 2001, OCD
- Barangay Disaster Manual, OCD, 1988
- Calamities and Disaster Preparedness Plan, NDCC, 1988; draft of updated Calamities and Preparedness Plan in process for the NDCC approval
- Training Needs Analysis 2001, OCD with accompanying memorandum
- Presidential Decree 1566 “Strengthening the Philippine Disaster Control and Capability & Establishing the National Program on Community Disaster Preparedness”, 11 June 1978
- Laigo, Lina B, “GO Disaster Preparedness and Response: Strengths and Problems” in The Philippine Reader on Disaster Management, CDRC, 1996
- Emergency Management Modules (RERT Modules), OCD; sample of TNA/participants profile; training evaluation form

2. PHIVOLCS and PAGASA Brochures

3. DSWD Family and Community Disaster Preparedness Modules

4. DILG Disaster Preparedness Training Program for Local Government Units in the Philippines: Enhancement Training for Regional Facilitators, November 1996

5. Comprehensive Land Use Plan (2000 – 2010), Municipal Government of Calumpit, Bulacan

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7. NGO Natural Disaster Mitigation and Preparedness Project: An Assessment and Way Forward - The Philippines Case Study by Emmanuel M. Luna, May 2000
8. Organizing for Rural Development: ORD & DMP Brochures, Strategic Plan, Disaster Management Training Proceedings
9. Philippine National Red Cross Brochure and ICDPP Comics