UNHCR
The UN Refugee Agency

National Disaster Coordinating Council

CONTINGENCY PLANNING FOR EMERGENCIES

A MANUAL FOR LOCAL GOVERNMENT UNITS

SECOND EDITION • MAY 2003

Contingency Planning for Emergencies

A MANUAL FOR LOCAL GOVERNMENT UNITS

Second   Edition
May   2003

2

With our country's susceptibility to natural disasters, emergency preparedness has always been a priority concern of my Administration. Thus, I commend the United Nations High Commissioner for Refugees (UNHCR) and the National Disaster Coordinating Council - Office of Civil Defense (NDCC-OCD) for initiating and collaborating on the *Regional Emegency Management Training and Contingency Planning in the Philippines*.

This undertaking has come up with the Manual on Contingency Planning for Emergencies as one of its outputs. This manual is a welcome development in our efforts to strengthen the local government units to enhance their operational readiness in responding to any emergency situation. As prime movers of disaster management programs in their localities, LGUs can use this manual as their guide in planning for disasters or emergencies that may likely affect and bring enormous impact on people's lives and property.

Contingency planning does not guarantee absolute preparedness but instituting prior arrangements can help alleviate the plight of disaster victims. Our vision is to enable disaster councils, especially at the local level to be more unified, responsive and committed. For a disaster-prone country like ours, it is imperative to continuously strengthen partnerships in emergency preparedness and response.
The collaboration between UNHCR and NDCC-OCD has produced remarkable outputs. May the results of this joint undertaking be used to further enhance our prevailing disaster management system.

MABUHAY!

GLORIA MACAPAGAL ARROYO
President
Republic of the Philippines

Effective emergency preparedness and response have been a major priority of UNHCR throughout the last decade and up to the present. The Office has been made to respond to great demands brought about by crises that have caused widespread human suffering which has prompted us to develop an effective and speedy response mechanism.

During her trip to Geneva in June 2000, Her Excellency Gloria Macapagal-Arroyo, then Vice President and Secretary of the Department of Social Welfare and Development, met with the then High Commissioner, Mrs. Sadako Ogata. On that occasion, President Arroyo brought to the attention of the High Commissioner the situation in Southern Philippines and the suffering of the displaced population in Mindanao. The outcome of the meeting was a recommendation for UNHCR to provide technical assistance to the Government of the Philippines in the management of the displaced population in Mindanao and in building the capacity within the Philippines to respond and deal with emergency situations focusing on emergencies caused by man-made disasters and, more specifically, by armed conflict.

This manual on Contingency Planning for Emergencies builds on a series of contingency planning and emergency management activities and training conducted and supported by UNHCR and participated in by staff and specialists from UNHCR and representatives from national and local government units and members of civil society. It is an exemplary group effort that reflects the Philippine experience and understanding on emergency management as well as best practices.

UNHCR hopes that the Manual will assist the Philippine government and those in the field of humanitarian assistance in meeting the challenges ahead brought about by the continually changing complexity and demands in emergencies.

THAMRONGSAK MEECHUBOT
Head of Office
UNHCR Liaison Office Manila

I congratulate the United Nations High Commissioner for Refugees (UNHCR) and the National Disaster Coordinating Council - Office of Civil Defense (NDCC-OCD) for coming out with this manual on Contingency Planning for Emergencies.

In a disaster-prone country like the Philippines, it is imperative to have an effective and efficient system for coordination of efforts and responses in times of emergencies both at the national and local level. The publication of this useful reference guide is a significant contribution to the task of improving and further developing our existing programs with regard to contingency planning for disasters and emergencies.

Indeed, there is little or virtually nothing we can do to prevent the incidence of extreme climate conditions and there is also no sure way of preventing the occurrence of man-made disasters. However, we can ensure our ability to respond to these unfortunate catastrophes and emergencies through skillful, keen and incisive planning and preparation.

ANGELO T. REYES
Secretary
Republic of the Philippines
Deparament of National Defense

4

This manual is the product of the initiative of Her Excellency President Gloria Macapagal Arroyo, when she was then the Vice President and DSWD Secretary. In one of her trips to Geneva, she met with then UNHCR High Commissioner, Mrs. Sadako Ogata, and brought to her attention the situation in Southern Philippines and the plight of internally displaced population (IDP) in Mindanao. As a result of this meeting, UNHCR sent a mission to the Philippines to assess possible technical assistance to the Government of the Philippines (GOP) for the management of IDPs in Mindanao. One of the recommendations of the UNHCR mission was to organize an Emergency Management Training Program in the Philippines in early 2001, with a view of strengthening the capacity of the GOP, UN agencies and NGOs to deal with emergency situations, focusing in particular, on emergencies caused by man-made disasters, with specific reference to armed conflict.

Several activities have been undertaken under the UNHCR-NDCC collaboration on Regional Emergency Management Training and Contingency Planning. These are: March 2001, Emergency Management Training in Davao City; July 2001, Regional Consultative Planning Workshop in Jakarta, Indonesia; Pilot District Contingency Planning in the provinces of Maguindanao, Cotabato, Basilan, Sulu, Tawi-tawi, Zamboanga Sibugay, Negros Oriental and Negros Occidental; October 2001, Training of Facilitators for Contingency Planning in Laguna; January 2002, Contingency Planning Manual Writeshop in Metro Manila; February

2002, Regional Seminar on Emergency Management in Bali, Indonesia; July 2002, Writeshop on the Finalization of the Contingency Planning Manuals for Local Government Units, Laguna; and July 2002, Validation Meeting of Contingency Planning Groups from Mindanao and Sabah, Malaysia.

These collaborated undertakings have brought a lot of fruitful activities that serve as a roadmap for rapid and more effective response management and commitment to ensure the security and welfare of victims of disasters or calamities.

The principal concept underlying this manual on Contingency Planning for Emergencies is to strengthen and enhance the operational capabilities of the local government units in responding to any emergency situation in their localities. It stresses the importance of pre-emergency planning throughout every stage of a crisis and a well-managed response that will optimize the strength and capacities of various local DCCs, NGOs, private and volunteer organizations. More importantly, this manual will be a useful reference for disaster managers and will serve as an indicative guide for them in assessing past disaster events or potential hazards that have affected or may likely affect their communities and designing appropriate response thereto.

The manual is simple and straightforward to use and presented in a practical and ready reference style. It is divided into three major parts and each chapter aims to discuss the following:

Chapter I - Contingency Planning: The Purpose. This covers the "when" and "why" of contingency planning. It looks at the popular misconceptions surrounding this activity. It considers the relationship to early warning, operation planning and needs assessment and identifies indicators which will suggest when it is prudent to initiate the planning process.

Chapter II - Contingency Planning: The People. It covers the "who" should participate in contingency planning, the factors to be considered in organizing a CP Formulation Workshop, importance of coordination and its barriers to coordination.

Chapter III - Contingency Planning: The Process and the Contingency Plan Format. It covers the "how" of contingency planning emphasizing the importance of the process necessary to arrive at an effective plan. It also coves the model format of a contingency plan as well as the working tool and some guidance on the best approach in the formulation of the plan.

It is hoped, therefore, that this manual will serve as a useful tool for the local government units in planning, assessing, responding and resolving their local needs.

MELCHOR P. ROSALES
Administrator, OCD and
Executive Officer, NDCC

CONTENTS

6

7

Abbreviations

ARMM	Autonomous Region in Muslim Mindanao
CP	Contingency Planning
DCC	Disaster Coordinating Council
NDCC	National Disaster Coordinating Council
OCD	Office of Civil Defense
PDCC	Provincial Disaster Coordinating Council
UNHCR	United Nations High Commissioner for Refugees

Contingency Plan

WHAT IS CONTINGENCY PLANNING

The Philippines is constantly beset by disasters with a high frequency of occurrence, broad distribution in areas and severe consequences in losses. In a year, it experiences several typhoons that cause flash floods and considerable damage to farmland and property. For instance, over one million people were affected by floods in 2000. Other disasters have forced millions of Filipinos from their homes and caused billions of pesos in damage. Although the economic losses and social displacements have been quite severe, we have learned to overcome them. Our resiliency as a people to surmount these difficulties is a symbol of our resolve to rise from the rubbles and recover from natural and man-made catastrophes.

Disasters are natural or man-made events that deprive our people of

9

ning: The Purpose

life, health, sustenance and property, and often have depleted our country's capacity to respond. These disasters can arise from natural hazards such as earthquakes, epidemics, cyclones, droughts and floods or from any number of man-made threats - food or water shortages, environmental and technological disasters, acute economic distress, civil unrest, armed conflict and terrorism.

The occurrence of disasters has become an important factor adversely affecting our economic development and social stability. However, these natural disasters such as typhoons, earthquakes, storm surges, and flood occur mainly because of our geographical location. Many of these emergency situations just cannot be avoided. Our government has thus rallied concerned government and non-government agencies to formulate plans in order to prevent emergencies, mitigate their destructive effects and ensure the provision of assistance to those in need.

10

Issues related to emergencies

An emergency is "any situation in which the life or well-being of community is, or will be, threatened unless immediate and appropriate action is taken, and which demands an extraordinary response and exceptional measures". Emergency situations may be caused either by natural or human-induced phenomenon that can turn tragic simply because the "extraordinary response and exceptional measures" that the situation demands are not present. Moreoever, your experience as disaster managers have shown you that the management of emergency situations are usually hampered by three typical issues:

1. Time constraint. An emergency embodies calamitous conditions in compressed time. In a short time, damages can occur and people's lives and well-being are placed in grave danger. As disaster managers, you have to make critical decisions and swift actions. Since the risk factors are high, the consequences of your decisions and actions would have an immediate and great impact on the situation. The light of opportunity available to you may flash ever so briefly and afterwards things seemingly are "back to business as usual". The hype and hysteria may fade away but the problems usually remain there to be addressed. The challenge for disaster managers is how to effectively utilise such "golden hours" to respond to the emergency.

Coordinating differing mandates and resources improves effectiveness, reduces duplication, and addresses more of the underlying needs.

GENERAL INDIFFERENCE   BACK TO NORMAL

Figure 1: Time Constraint

2. Enormous needs. The Filipinos have long struggled hard to make ends meet in their daily lives. In times of emergencies, however, these needs are magnified since the usual support systems have collapsed or are made inutile. As disaster managers, you will have to make decisions to respond to those needs that often impinge on the people's very survival.

3. Complex coordination. In times of emergency, individuals and organizations come to offer assistance. They may be driven to help by the traditional bayanihan spirit or by religious motivations. Many crowd the emergency sites out of curiosity or out of desire for media exposure. Often, they compete for space and time with the firefighters, police, government and non-government agency personnel who are there to perform their mandated tasks. Disaster managers are thus confronted with the complex task of coordinating the responses to effectively and efficiently reduce the impact of a catastrophe.

Figure 2: Emergency Needs

This manual is intended to assist disaster management practitioners and organizations to use contingency planning to address the typical issues of time constraint, enormous needs and complex coordination that hamper effective emergency and disaster management. This manual provides recommendations on how to engage in the contingency planning process in order to develop common strategies and approaches to potential emergencies, as well as to translate the deliberations and results of this process in the form of contingency plans.

In this manual, the word "contingency" simply means that the emergency for which the response plan is being developed may or may not take place and "planning" implies that the response has to be done before the emergency event.

The UNHCR Handbook for 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."**
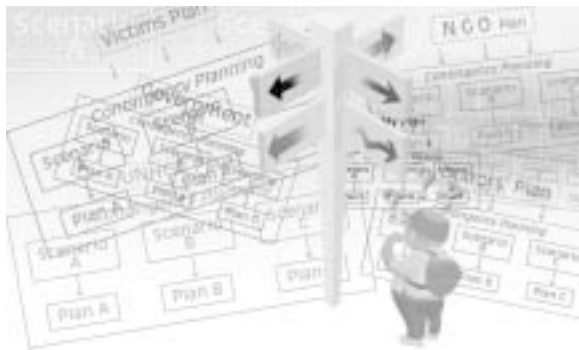
Figure 3: Results of Uncoordinated Planning

Contingencies that afflict our country and for which we should plan include earthquakes, typhoons, floods, volcanic eruptions, storm surges, epidemics, serious health problems, influx of refugees, and even power outages and water supply problems. The needs and demands of these contingencies drain our country's resources and overwhelm our country's structures and decision-making mechanisms.

The extraordinary and exceptional nature of these emergencies can be mitigated if not prevented through effective contingency planning. Contingency planning involves a predictive response element to an impending emergency by ensuring the availability of financial, human and material resources, and by installing a mechanism for decision-making. All of which play a critical role in shifting the system from a reactive to a proactive emergency management.

A contingency plan is meant to help network and coordinate individuals, agencies and organizations to effect a rapid and effective response. Contingency planning ensures the availability of stand-by resources and provides mechanism for rapid decision-making that can shorten disaster response and ultimately save lives.

This manual is a product both of theoretical study and field experience. The idea for this manual started with a tandem contingency planning workshop for Cotabato City and the Maguindanao provinces. These were conducted to respond to the possible massive internal displacement that might result from the ARMM Elections in 2002. The workshop provided valuable lessons useful for the UNHCR and NDCC-sponsored Training of Facilitators conducted in Laguna in October, 2001. The training recommended the institutionalisation of the procedures for contingency planning in a manual. A committee wrote the initial draft for a manual on contingency planning for emergencies. Based on this draft, various DCCs undertook actual contingency planning workshops mostly funded by UNHCR. In July 2002, the committee met again to incorporate the field experiences to produce this manual on Contingency Planning for Emergencies.

The Technical Working Group during the Mindanao/Sabah Validation Meeting held in Davao City on July, 2002.

12

As an indicative guide for local government DCCs to undertake their own contingency planning, this manual outlines the rationale and processes, and provides illustrations of how contingency planning works. It is critical that this manual be treated as such. Information to supplement the contents of this manual may be acquired from individuals and groups who have undergone either an orientation or facilitators' training. More helpful is the actual conduct of a contingency planning with a person who has undergone either an orientation or a training of facilitator and preferably those who have participated or conducted actual contingency planning workshops.

Why conduct contingency planning

You may well ask just how contingency planning could save lives. By arranging potential response structure, mechanisms, and resources that are focused into certain emergency event prior to its occurrence, a contingency plan assists in:

1 Mobilizing effective actions and resources for emergency response;

1 Generating commitment among parties involved to act in a coordinated manner before the emergency occurs; and

1 Designing a concrete and continuous plan until the emergency occurs and which can be discontinued when the hazard is considered to be no longer threatening.

Contingency planning is not simply an academic exercise. Neither is it an activity that you undertake when there is nothing else better to do with your time. Contingency planning is a mechanism to pull together resources and inter-agency coordination at the advent of early warning signals of an impending emergency. Conducting a contingency planning means hoisting a flag of alert, and seriously pulling all actors to focus their attention and energy to readily respond to a potential emergency. Contingency planning, however, should be initiated judiciously.

Contingency Planning as Differentiated from other Planning

Pre-emergency tasks involve developing prevention, mitigation and preparedness plans. These treat general or specific hazards, risk and vulnerability in general terms. When there are specific signals of an impending emergency, however, there is a need for a specific plan to address this particular threat. Such a plan is called a contingency plan.

Both contingency planning and operation

Table 1: Pre-Emergency Tasks

Prevention	Mitigation	Preparedness	Contingency
Activities designed to provide **permanent protection** from disasters – or reduce the intensity / frequency of a hazardous event so that it does not become a disaster	Measures taken in advance of a disaster aimed at **reducing** its impact on society and the environment	The ability to **predict** various emergencies and prepare people to react appropriately during and following such possible events	The ability to rapidly **respond** to and **cope** with the effect of **specific** emergency and achieve people's **readiness** to react appropriately
hazard	risk	vulnerability	readiness

planning are activities in which objectives are set and strategies to achieve these objectives are delineated. Moreoever, contingency planning is done before the emergency event and usually in a state of uncertainty. The planning involves making assumptions and developing scenarios upon which planning is based. Operation planning, on the other hand, is undertaken immediately following the emergency. In operation planning, the starting point is known and an assessment of the real situation replace the contingency scenarios and many of the assumptions.

Table 2 will help you differentiate aspects of contingency planning from other forms of planning. The table was adopted from the UNHCR Emergency Handbook.

Table 2: Contingency Planning compared with other Planning

Aspects	Preparedness Planning	Contingency Planning	Operation Planning
When	Planning phase	Before emergency	During emergency
Scope of plan	General	Time-frame specific	More specific
Involved Partners	Everybody within system	People knowledgeable	People actually involved
Focus	All types	Specific/Projected	Specific, actual
Planning style	Long term, Global	Specific time frame	Actual
Allocation	Estimated	Quantified	Precise
Planning level	All level	Managerial level	Actual/field level
Time frame	Annual (1 year)	Specific (but uncertain) Developing	Executed right time, fixed
Relationships	Long term	Developing	Utilizing

Contingency planning and operations planning may be seen as parts of a cycle in disaster management. Contingency planning is a stage before the emergency phase. Usually some observable signals provide the impetus for contingency planning. Should the event for which you plan does occur, the assumptions made in the contingency planning are confirmed or adjusted based on the outcome of the emergency rapid assessment.

The planning process now changes gear and the contingency planning becomes operation planning after careful assessment of the actual situation. A case in point is the projected massive deportation of Filipinos from Sabah, Malaysia to their places of origin with Tawi-tawi as entry point. The PDCC of Tawi-Tawi identified the projected deportation as requiring a contingency plan. Dubbed as OPLAN SAGIP HALAW 2002, the contingency plan was formulated during the CP Workshop jointly sponsored by UNHCR, NDCC and the provincial government of Tawi-Tawi.

When 12,273 Filipinos were deported from Sandakan, Malaysia to Zamboanga/Bongao, Tawi-Tawi actually from January to August 2002, OPLAN SAGIP HALAW 2002 was transformed into an operation plan. This time it took into consideration the actual needs of the deportees and resources of response agencies.

14

Preparedness

Contingency
Planning

Impetus

Preparedness

Mitigation

Prevention

Assessment
Coordination
Info Management
Resource Mobilisation
**National
and International
Linkages**

Reconstruction

**Prevention
& Mitigation**

Emergency Response

Emergency Assessment

Operations Planning

Emergency
Response

Maintenance

Rehabilitation
Planning
Durable Solution

Post-Emergency

Figure 4: Conceptual Cycle of Disaster Management

When to do Contingency Planning

Contingency planning is a prerequisite for rapid and effective emergency response. Without prior contingency planning, much time will be lost in the first days of an emergency. Contingency planning builds organizational capacity and should become a foundation for operation planning and emergency response.

So, you decided to do contingency planning. But when do you begin?

① As early as right **NOW**

② **LATER**, when we have more information?

③ **JUST BEFORE** the event to maximise information?

④ **RIGHT AFTER** the exact damage is known?
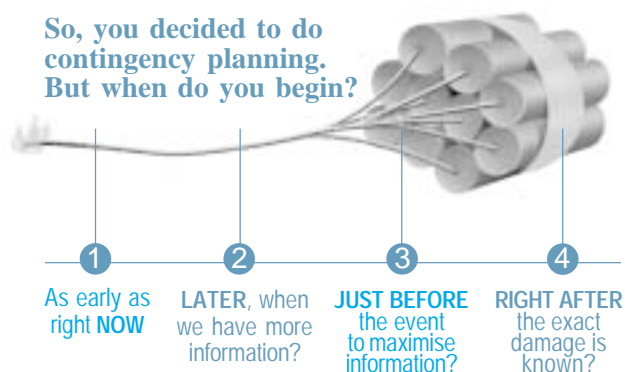
Figure 5: When to Begin Contingency Planning

Various kinds of contingencies can arise in your area and you can formulate plans for each type of critical event. Your area might experience more than one contingency. In which case you might need to do contingency planning for each event. Below are possible events for which contingency plans can be formulated:

⌐ Sudden increase of displaced population

⌐ Sudden shortages of funding, food or other commodities

⌐ Outbreak of an epidemic or serious health problem

⌐ Natural disaster such as typhoons, volcanic eruptions, floods, El Niño, La Niña, earthquakes, tsunamis, and lahar episodes.

How do you know when contingency planning should be initiated? Some early warning signs usually presage an event that requires emergency response. Often it is simply a matter of good knowledge mixed with experience that prompts one to recognize the need to initiate a contingency plan. But even if one is not sure that a calamitous event may indeed occur, it is best to develop a plan. As a rule: **"It is better to plan when it is not needed, than not to have planned when it was necessary".**

The contingency planning process may be triggered by early warning signs of a potential critical event. These dynamics of early warning signs usually consist of three prevailing factors.

Factors prompting emergencies

Factors mitigating emergencies
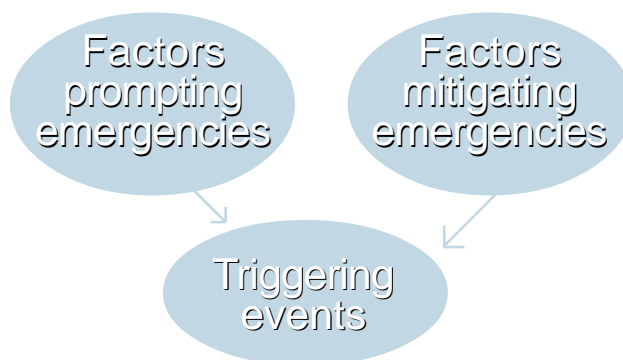
Triggering events

Figure 6: Dynamics of Early Warning

Table 3: Hazard Analysis

Event	Root Causes	Possible Triggering Factors	Early Warning Signals
Flash Flood	Denuded forest, erosion, ignorance	Continuous heavy rainfall, watershed failure	Continuous rainfall. Seasonal cycles. Rising water level, turbidity and speed of water flow
Terrorism	Ideological differences (social, political, religious, etc), perceived injustice and inequality, economic gap	Drastic change in the balance of political power. Arrest or killing of political leaders.	Presence or arrest of suspects. Intercepted directives
Refugee crises	Poverty, prolonging armed conflict, cultural and political linkages	Massive manhunt and armed clashes	Trickle of border crossers, request for asylum, increasing rumours, etc

Table 3 is a sample matrix that you can use to determine whether potential hazards present in your area would indeed turn into an emergency event. You can develop a similar matrix specific for your area as a guide in determining the need for and the contents of a contingency plan. If it is most likely viz-a-viz other hazards, you need to know the triggering factors and the signals that portend that the hazards will turn into potential disaster. It is based on this brainstorming and analysis that you and your working partners could determine whether contingency planning is actually essential.

Early Warning Signals

Early warning signals are information that serve as indicators valuable for policy analysis to allow the prediction of developing crises and the need to initiate action either to prevent them or contain their effects. Early warning analysis involve the following steps: observe, collate, analyse, disseminate, and react. The task of this kind of analysis should not be the responsibility of one person alone, since accuracy is considerably enhanced through the assimilation of information, experiences and skills from the widest possible range of sources. Among these are:

ı Leaders, vulnerable groups
ı Political entities (central & local government, opposition groups)
ı Local population
ı Journalists and newspapers
ı Academic institutions, scientists, scholars
ı International bodies (UN, NGOs, diplomatic staff), local NGOs and associations.

As a general rule, contingency planning should be initiated when there are signals that show possible emergency unfolding. But there is no rule when to start contingency planning - except that, when in doubt, develop a contingency plan. As has been said: " It is better to plan when it is not needed than not to have planned when it was necessary".

Principles of Planning

Contingency planning must not be left to chance. Those involve in contingency planning should take cognizance of the principles of planning.

ı **Clarity.** Aims must be positive, clear and precise. Plans should be formulated in a way that people can quickly comprehend them. In cases where response plans are to be

implemented by people other than those who actually made them, these plans should be easily understood so they will know what has to be done. This is especially crucial when these emergency response procedures have not been practiced regularly.

ı **Flexibility.** Events will seldom go exactly as anticipated. Planning data and assumptions will never be absolutely accurate. Plans must allow for the unexpected. They should not be rigid nor should they be followed slavishly in implementation. The purpose of contingency plans is to facilitate decision making in the event of an emergency. This can sometimes be achieved by writing in the form of Checklists and Standard Operating Procedures.

ı **Information.** Good information is fundamental to sound planning and effective response. Facts must be marshalled as comprehensively as possible prior to planning (e.g. DATA BANK) and constantly reviewed. Contingency plans must also include arrangements for collecting, analysing, storing and disseminating information. It is helpful to have standard formats for reports and information storage.

ı **Continuity.** Wherever possible, adhere to the existing organizational structure. It will be necessary to plan streamlined procedures, but a moment of crisis is the worst possible time to rearrange the whole organization.

ı **Maximum use of all resources.** During the planning stage, ask yourself, "Who is good at doing what?" Then see how that expertise can be utilized. Stress self-reliance. Make a comprehensive inventory of available resources. Spread workload as widely as possible to involve all parts of the community. Try to avoid allocating unfamiliar responsibilities and assign relief responsibilities that are similar to routine ones. Effective crisis management calls for a collective effort.

ı **Planning in packets.** In assessing the anticipated impact of a disaster, think in round numbers. Likewise try to organize relief teams with capabilities, e.g. one standard Medical Team treat x victims per day. This process of approximation will make the organization of the response much easier in the event of an emergency.

ı **Maintainance of reserves.** If your inventory of resources exactly matches the

Emphasis on Preparedness

Disaster Preparedness: a process that includes the readiness

- to *predict* and where possible
- to *prevent* disasters
- to *reduce* their impact as well as
- to *respond* to and
- to *cope* with their consequences

Figure 7: Meaning of Disaster Preparedness

anticipated workload, then you do not have enough. Always create and maintain reserves for the unexpected. The shortfalls identified at the planning stage will help identify the most probable forms of outside assistance that will be required. Collation of resource inventories in plans formulated at the provincial level will enable those at the national level to identify resources that can be sourced from neighboring areas that are unaffected.

ı **Coordination.** The system for collecting information, making decision and recording action must be clear and known to all. If collective action is to be fully effective, it must be coordinated.

ı **Practice.** Practice plans to identify and correct weaknesses in them. Practice the people who will have to implement them.

ı **Evaluation.** An established procedure for post-disaster evaluation of the effectiveness of the operations should be part of any contingency plan. The steps involved in the emergency operations need to be reviewed for their relevance and uefulness in mitigating or preventing the emergency event. As a disaster manager, you need to know whether you and your working partners have done the right thing.

Principles and Elements of Emergency Preparedness

Discussion about emergency preparedness is best located in the overall discourse about disaster management. As a local disaster manager, you are responsible in promoting and making it possible for your locality to achieve the emergency readiness.

Emergency preparedness involves pre-

dicting the possibility or eventuality of an emergency. This predicting capacities may be manifested, for instance, through regular hazard mapping, risk assessment and analysis.

Where it is possible to predict such emergencies, you should urge the locales to attempt to prevent such emergency from happening. This could be achieved by modifying the hazard so it would not turn into a disastrous event. Another way is to reduce the community's vulnerability so that even if the emergency does occur they would not be victimised.

In cases where the emergency event may be inevitable, you should strive to reduce its impact on the community. If such emergency should take place, your system should be capable of responding to it. Finally emergency preparedness involves being able to cope with the consequences of an emergency. This includes recovering and redeveloping to a higher level of resilience after the emergency event.

Principles of Emergency Preparedness

There are some principles that play an important role in defining preparedness, i.e.:

1. Emergency preparedness is the responsibility of all.

2. Emergency preparedness should be woven into the community and administrative context, and be undertaken at all administrative levels of both government and non-government organizations.

3. Emergency preparedness is based on vulnerability assessment.

4. Emergency preparedness is connected to other aspects of emergency management.

5. Emergency preparedness should concentrate on process and people rather than documentation.

6. Emergency preparedness should not be done in isolation.

7. Emergency preparedness should not concentrate only on disasters but integrate prevention and response strategies for any scale of emergency.

Elements of Emergency Preparedness

In order for emergency preparedness to be effective, your localities would need at least the following elements

1. Legal frameworks and enabling policies for emergency management. These could be invoked from national policies or local ordinances, without which any measure may not have significant impact.

2. The collection, analysis and dissemination of information on vulnerability. This element is the springboard to all emergency preparedness, mitigation and readiness. Keep in mind that this does not have to involve a state of the art computer system, rather it should be simple measures and procedures that are do-able by the locals.

3. Management systems for emergency preparedness. In the Philippines, this should be embedded in the Disaster Coordinating Council structure and mechanism.

4. Public awareness and community participation. This springs from the principle that emergency management is the business of all parties in the community. At the end of the day, local government could only so much and the rest really is the responsibility of the individual, families, and community groups.

5. Organizational and human resource development. While many of emergency preparedness do not require resources, many others should be perceived as legitimate investment that, eventually, has to be included in the local budget.

These elements could be created at the community, provincial and national levels. A capacity in each of these areas is a pre-condition for effective response and recovery when an emergency or disaster strikes. Without these capacities, any link from recovery to development will not be sustained. The mere act of developing and implementing a program for emergency preparedness will have significant secondary gains in encouraging local political commitment, community awareness and inter-sectoral cooperation.

Contingency Planning: The People

WHO SHOULD PARTICIPATE

Many heads are better than one. This adage underlines the importance of collective effort and the need to marshal the widest range of local skills in contingency planning. Contingency planning, to be successful, must include the actors responsible for the ultimate response to the emergency. The attempt to coordinate the members of the group in contingency planning will help to strengthen coordination of the group in an emergency response - a result that will save lives. This is best achieved through a cooperative and coordinated effort in which all concerned key players work together with shared objectives over a period of time.

IN CONTINGENCY PLANNING

Participants in contingency planning can come from government and non-government organizations. Contingency planning thus provides an opportunity for interaction among the organizations which in itself is valuable. The contingency planning process builds upon and brings together individual organizational and agency planning, in order to facilitate common understanding, to avoid duplication in activities and gaps in emergency response. The selection of individuals, agencies, and organizations in the process needs to be carefully done. After all, the participants in the process are the keys to the effectiveness of the contingency planning.

Organizing a CP Formulation Workshop

Contingency planning will involve a group of people or organizations, working together on an ongoing basis to identify shared objectives and define respective actions. Thus the formulation of contingency plan may be accomplished through a workshop.

1. Group Size: An ideal size for a two- to three-day workshop is from 20 to 25 participants.

2. Conduct of meetings:

a. Large formal meeting for the statement of principles and support.

b. Working group meeting to develop details of the plan.

c. Use of roundtable process. The "roundtable" promotes exchange of ideas among the members of a planning team. The roundtable though may have a broad representation and the number of participants may be too large to discuss the details of the operation.

d. Working Groups. The working group may consist of roundtable participants who are directly involved in detailed sectoral planning and possibly the core team as well. One function of the working group is to ensure consistency between different sectoral plans, and to familiarize all sectors with the tasks likely to be performed in case of an emergency.

e. Sectoral Teams. Sectoral teams develop relevant plans for each sector. However, the responsibility for organizing and managing the team may not go to the agency that would execute specific sectoral operation tasks in an emergency.

f. Core Team. A core team may mobilize the process and write the draft. The core team may have only 2 to 5 members, with each member liaising with a number of sectors to ensure that the preparation of sector plan is on track.

g. Secretariat. The contingency planning process will generate a great deal of documentation that will also be important if the

plan is revised, or if an emergency occurs which is different from the planned scenario. It may be necessary to appoint permanent administrative support to organize all of the reference material used in preparing the contingency plan.

3. Role/Task. Depending on their abilities and skills, different participants may volunteer or be designated to assume the following roles:

a. Focal point/person. S/he monitors the early warning signs and calls for a meeting when necessary, coordinates and shares information so that all parties in the process are constantly aware of the status of the planning. S/he also arranges meetings and identifies the facilitator (if the focal point does not assume that role).

b. Facilitator. To facilitate meetings is an art, which goes beyond chairmanship. It may well be that the meetings become routine and that a competent chairperson can perform the task. Ideally, a contingency planning workshop should be facilitated by a person who is vested with emergency management coordination task. However since running such workshop would require a great deal of focusing and dynamics, it is advisable that facilitation is done either in tandem or by a team of facilitators. You may refer to the Facilitation Tools in Appendix 4.

c. Rapporteur. The role of a rapporteur involves assimilating the comments in the meetings, receiving written inputs from the partners and writing the plan. Ideally, the same person should update the plan to ensure some continuity.

d. Special Working Group. The creation of a special or temporary group may be necessary especially if a new plan is being created in a situation of urgency.

4. Continuity and Permanency. To ensure continuity and permanency, those organizations participating in contingency planning should provide two representatives each, that is, a permanent representative and an alternate representative.

5. Selection of Participants. Ideally, contingency planning should involve various stakeholders in the locality, e.g. the local chief executive/policy maker and representatives of agencies or entities that are likely to be involved in emergency response for such type of emergency. The latter may include but not be limited to head of line agencies, the technical management group of local DCCs, civil defense deputized coordinators and representatives of GOs and NGOs with mandated and responsibilities relevant to relief and other emergency and specialized services, namely:

- Health and Sanitation
- Emergency Relief (Food, Water, Clothing)
- Search and Rescue
- Security
- Engineering and Evacuation
- Environmental Concerns
- Science, Technology
- Air Maritime Safety
- Communications
- Housing/Shelter
- Emergency Medical Service
- Price Control/availability of goods
- NGOs with humanitarian concerns

Contingency Planning and Coordination

Contingency planning to be successful must involve the actors responsible for the ultimate response to the emergency. This will make the task of implementation and disaster management more efficient and effective. If the people and organizations involved in contingency planning have established systems and mechanisms to ensure clarity of roles and responsibilities and of communication and information flow, then they will be better able to work together, in a logical way, towards the common objective. Their concerted efforts will also strengthen coordination of the group in actual emergency response, a result that will save lives.

Achieving successful coordination requires concerted effort and an attitude that values and appreciates its benefits. Good coordination will result in maximum impact for a given level of resources, eliminate gaps and overlaps in services, assign appropriate division of responsibilities, and achieve uniform treatment and standards of protection and services for all the beneficiaries.

Barriers to Coordination

There are, however, barriers to coordination in inter-agency contingency planning. Organizations may resist becoming involved in an inter-agency contingency planning process. They may not have adequate resources such as time, people, budget for travel expenses to contribute to the effort. In some cases, they may fear that such involvement will use their already scarce resources while receiving little or nothing in return.

- competition for resources
- threat to autonomy
- too many organizations

Figure 8: Barriers to Coordination

Coordination may prove difficult especially if participating agencies have a history of poor relations with each other. Participating agencies and individuals may also have different expectations about which population should be provided with which services. At times this can be an advantage to the planning process since it provides a more comprehenisve view of the situation. Certainly, breaking down these barriers so people and groups can work together towards a common objective requires leadership skills and resources.

- lack of trust
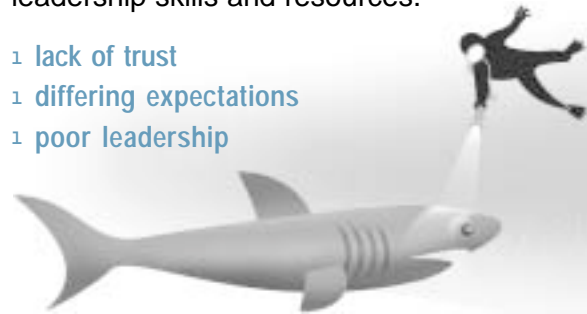- differing expectations
- poor leadership

Figure 9: Other Barriers to Coordination

Recognizing and identifying barriers to inter-agency contingency planning is the first step to overcoming them. In this you will find Table 4 quite informative as it presents several possible barriers to contingency planning and examples of how each of these barriers may be manifested.

Table 4: Barriers to Coordinated Contingency Planning

Barrier	Example
1. Threat to autonomy (real or perceived)	Members of organizations fear that participation in contingency planning with other agencies will reduce their own freedom to make decisions and to respond to the emergency when it occurs.
2. Disagreement among responders	Persons or groups providing emergency response resources disagree about scenarios, the likelihood of occurrence, the needs to be met, services to be provided, and programming approaches such as: 1. the right of one or more organizations to be involved 2. which organization should function in which geographic area 3. which organization should provide which services 4. which affected populations are to be served by each organization
3. Too many local government, private sector and non-governmental organizations	Process is complicated by the presence of too many actors, and thus slow the process and make the group lose focus.
4. Different expectations at different levels of the government hierarchy	Members may have different expectations about which population should be providd with which service. This is complicated by differing and/or changing political interests.
5. Contingency planning viewed as low priority	Members of some organizations think that contingency planning is not really necessary and do not follow through with commitments.
6. Costs and benefits are viewed as unsatisfactory	Staff of organizations think the costs of contingency planning will be higher than the benefits and the efforts will be wasted if the foreseen emergency does occur.
7. Resources not available	Some organizations which may want to participate in a coordinated contingency planning process may not have adequate resources (time, people, budget for traveler expenses, for example) to contribute to the effort.
8. Lack of trust	Participating agencies may have a history of poor relations with each other and thus leading them to see each other as threats, competitors and/or untrustworthy
9. Fragmentation	The diversity of mandates, policies and procedures as well as ideologies, values and vested interests among the organizations leads to a fragmentation within the planning group
10. Highly centralized bureaucratic organizations	Participation in the process may be hindered by agencies which must generally seek approval from their headquarters prior to approving inter-organizational goals or making commitments of time and resources
11. Lack of contingency planning skills, knowledge and experience and authority	Organizations which do not understand the preconditions and dynamic nature of contingency planning, or which send representatives to the planning process without the proper training, skills, or authority will frustrate and be frustrated by the joint planning efforts.
12. Staff turnover	Frequent staff turnover threatens policy continuity, contingency planning agreements, institutional memory, and trust.
13. Ineffectual or inappropriate process leadership	Participation in contingency planning may break down if the leadership is too autocratic, imposing their decisions and agenda on the body. Lack of leadership skills or resources will diminish the value and quality of the coordination effort.

Contingency Planning: The Process and Format

CONTINGENCY PLANNING PROCESS

The process of contingency planning involves a classic logic that can apply equally to various types of planning. In essence, planning involves several sequential steps. At every step, the planning team constantly monitors progress and adjusts the objectives to take account of new realities.

Using information from early warning signs, those involved in planning usually goes through the following steps: situation assessment, objective setting, implementation options, feasibility testing, implementation, monitoring and evaluation,

and adjustment of objectives. As an ongoing activity, planning requires the constant monitoring of progress and adjusting of the objectives to take account of new realities.

Contingency planning as a process will involve a group of people or organizations, working together on an ongoing basis to identify shared objectives and define respective actions. As a result the planning itself will involve several meetings or sessions. Moreover, participants in contingency planning will have to go through a process or a series of steps.

It is this process of contingency planning that is important and not the production of a document. The document prepared serves as a record of the agreements reached and the decisions made during the contingency planning process. The documents can be used as a basis for future contingency and operational planning, as well as a tool to communicate the results of the process to others.

This chapter of the manual provides you with a step-by-step instruction on how to facilitate the conduct of a contingency planning workshop. As a disaster manager and facilitator, you will have to guide the participants to go through the main steps of the contingency planning process. These include:

1. Environmental Scan
2. Event Definition
3. Policy Identification
4. Emergency Indicators for Contingency Planning
5. Sectoral Arrangements
6. Coordination
7. Consolidation of Draft Contingency Plan
8. Formulation of Forward Plan
9. Endorsement and Activation

1. Environmental Scan

This stage involves gathering sufficient information regarding the hazards, risks, and vulnerability associated with the early warning signals. Once all information point to a need for contingency planning, you may want to organize a meeting with some relevant players. The meetings can come in different forms.

Contingency planning sessions however are best conducted in roundtable style. The term "roundtable" stresses the importance of participation by as many agencies as possible. Each agency has something useful to contribute to the planning activity. You may find that the views of one player differ from the others, but this will often be an advantage to the planning process since it provides a useful forum for all assumptions to be questioned and refined. The end product is thus more realistic.

Area Profile

1. **Geographic:** location, contour, features, etc.
2. **Demographic:** population, concentration, mobility, density, growth
3. **Economic:** production, industry, trade, transportation, ownership, etc.
4. **Soc-culture:** ethnic composition, culture & habits, main issues, traditional links
5. **Security & defense:** crimes, major threats, public safety, major installations, etc., border issues

Figure 10:   Area Profile

1.1. Profile Building

You can introduce this session by stressing the need to take stock of all possible hazards that may lead to emergencies. Even when a potential emergency is already apparent, it is still an advantage to go through the profile building because this will provide ample background information from which the group would draw planning assumptions.

Ask the group to break into small sub-groups. Assign each sub-group to tackle one aspect of the area's profile given in Figure 10. Encourage them to draw maps, cite actual incidents, numbers, and locations whenever possible. Always get the groups to write all information in flip charts to be displayed later. There is no fixed format for this and you should make the groups feel free to explore their information.

Once the groups have completed their profiles, paste all the flip charts on the wall. To save time, you may like to have the groups gather around their respective flip charts and then rotate clockwise to view the flip charts of their neighbors. Do this until the groups complete the circle. Subsequently, ask the other groups to comment, add, or modify the presented profiles.

1.2. Past and Possible Emergency

This step involves the identification of all hazards, disasters, and emergencies that will have a great impact on life and property in the area. Start the session with a brief presentation about the concept of disaster. Based on Figure 11, risk is viewed as a product of hazards multiplied by vulnerability. The latter may vary depending on the capacity of the community in question.

Risk = Hazards X Vulnerability (capacities)

Figure 11:   Concept of Disaster

At this point, you can ask the group to brainstorm on the various hazards in their area. The goal is to generate as many hazards or disastrous events that may occur in the area. One possible technique involves the use of metacards following these procedures.

ı Step 1: Distribute five different colored metacards to each participant and instruct them to write his/her name at the corner of each card.

ı Step 2: As facilitator, write one category of hazard on one set of colored cards, e.g. natural-rapid onset on the red cards, natural-slow onset on the green cards, man made-rapid onset on the blues, man-made-slow onset on pinks, and unclassified on the yellows. Then stick the cards on different walls of the room.

ı Step 3: Explain to the participants that each of them is to write one hazard in the card of a color category, but they can only put a unique entry. When someone has put an entry, a new card with the same entry will be refused, and the latter must go back to write another unique entry.

ı Step 4: Appoint one watcher for each of the wall category. This person is to ensure that no duplication happens.

₁ Step 5: Give participants two minutes to write their entries, and as quickly as possible, stick the entries on the wall.

₁ Step 6: After the completion of the whole exercise, ask the group to view the entries to sort out duplications, add new entries, etc.

If the groups have settled down, you may like to use the Hazard Inventory (Table 5). This technique involves five steps to help the participants identify potential hazards in their area.

Step 1: Divide the participants into five groups, representing each of the categories indicated in the Table 5.

Step 2: Let the participants count from 1 to 5. Instruct all ones to be in one group, and assign a category to the group. Do the same with the other groups. Suggested category for Group 1 is natural-sudden; for Group 2; natural-slow; for Group 3, man-made-sudden; for Group 4, man-made-slow; and for Group 5, unclassified.

Step 3: Each group will be given 10 minutes to identify all the hazards that are common to their area. To generate more information, encourage the groups to discuss among themselves.

Step 4: Each group should have a chairperson to facilitate the discussion, and a secretary to document all agreed hazards the group have identified.

Step 5: After the group activity, let the chairperson of each group present the output.

After the groups have identified their hazards per area, ask each group to shortlist further the "candidates" into semi-finalists.

Table 5: Hazard Inventory

	Sudden/Rapid onset	Creeping/Slow onset
Natural	Group-1	Group-3
	Group-5	
	Not clearly specified	
Man-made	Group-2	Group-4

A variation of the activity on Hazard Inventory involves instructing each group to come up with three MOST POSSIBLE emergencies that may happen (what, when, where) using the criteria of (a) most likely to occur, (b) when it would happen, and (c) will cause the most damage.

2. Event Definition

The presence of early warning signals make emergency events easily recognizable. In such a case, the need for contingency planning for such events does not require any justification. It will be more complicated if the event is not well defined, or there are some other possible events. In this case, you need to have an activity to help the group decide if an event is an emergency and will require contingency planning. This activity will have the group determine which event is the most appropriate, which one is most credible and plausible, and which one to plan for. This activity is the most intuitive yet one of the most important, since it builds the basis for all further planning.

> Let's begin with a **definition**
> EMERGENCY is any situation in which the life or well-being of communities will be threatened unless **immediate** and **appropriate** action is taken, and which demands an **extraordinary** response and **exceptional** measures.
> 1. Example of emergencies?
> 2. What are the common themes?
>   ₁ **Time Shortage**
>   ₁ **Enormous needs**
>   ₁ **Difficult coordination**

Figure 12: Meaning of Emergency

In this activity, each team may define the root cause/s of the event, the manner that the event will take place, and observable symptoms that will indicate the unfolding of the event. As they do so, the teams will inevitably make assumptions, and while these will be based on the experiences and knowledge of multi-players, there will inevitably be an element of unpredictability.

Explain to the groups that planning is an attempt to define the undefined situations; and thus, there is a need to narrow down the unpredictable future into the realm of more manageable imagined realities.

At this stage, the players involved in plan-

ning must consider several scenarios such as the different shapes of the predicted emergency events using time, space, and magnitude dimensions as parameters. The saying that "the only predictable thing about a scenario is that it will be wrong" may be true, but it does not really matter that much. It is important to settle for one or more scenarios for planning purposes and if the emergency turns out differently, the team immediately realizes the importance of taking urgent corrective action by altering the relevant variables. The scenario is in effect a kind of benchmark.

Table 6: List of Emergency Situations

Defining Emergency Situations
You have already listed several emergencies

War	Epidemics	Terror Attack
Floods	Building Collapse	Dam Breach
Landslides	Hazmat	Black Out
Fire	Pile Up	Hijacking
Riots	Forest Fire	Industrial Explossion
Storm	Demonstration	Sea/Air Mishap
Illegal Immigrant	Oil Spilll	Drought
Refugees	Nuclear/ Radioactive	Haze
Bioterror	Contamination	Water Shortage

2.1 Describing the root causes, trigger, and impact.

Ask each of the groups to eliminate the common events in their group lists until they have only three. Then instruct the groups to elaborate on their three identified events. Using Table 7 they can describe the events based on the root causes, triggering factors, and impact. This will give them the opportunity to explore the fuller description of the events. Only then could you move the plenary to the next step which is deliberating and agreeing on ONE "emergency" that is most SIGNIFICANT to warrant a plan.

Then based on the three identified situations, and the output from the previous activity, have the group choose one event from the three that would need contingency planning.

Table 7: Root Causes, Early Warning and Triggering Factors

Group				
Hazards/ Disasters	Root Causes	Early Warning	Triggering Factors	CP appropriate?

An alternate activity to help participants give a fuller description of emergency events is through the use of a group debate activity given in Figure 13 below.

"The Great Debate"

1. Divide the plenary into three sub-groups and each appoints one spokesperson.
2. In 5 minutes, prepare your group's argument: "We definitely must plan for ..... because it has the highest chance of happening, and when happens, it will create the greatest impact.."
3. You will have a maximum of 3 minutes to make an opening statement.
4. And then there will be two rounds of debate.

Figure 13:   The Great Debate

2.2 Defining the Scenarios

Scenarios are situations to which the groups are likely to respond. In other words, these are the different shapes that the emergency will occur. From the most significant event chosen by each group in the previous activity, the next step in planning involves defining at least three scenarios for that particular event. It involves ranking the scenarios from bad to worst. It is usually advisable to consider the "worst case" scenario.

In this stage, the teams will describe the event in terms of its impact on human lives, housing, properties, livelihood, and infrastructures using Table 8. Their corresponding triggering events and threshold for emergency response system activation will also be discussed.

Based on the collective resources and capacities at hand, the teams will determine the most viable scenario for which to formulate a plan. The plausibility or probability of each scenario should be communicated to other teams/ offices to assess the urgency and preparedness actions.

Table 8: Scenario Building

Scenarios	Bad	Worse	Worst
Description of Event			
Impact on human lives (death, injuries, displacement)			
Impact on housing, properties, and livelihood			
Impact on infrastructure and facilities			
Response capacities			

Table 9: Sample of Scenario Building Involving Population Displacement

Municipality	% possible to be affected		Assumption/ Justification	Characteristics	Population Composition		
	Worst Cases	Most Likely					

Out of the three scenarios identified, you should get the group to settle for the worst case scenario to plan, i.e. the one that is most likely to happen and that will cause the most damage. The group can use Table 9 as a guide to describe the "worst case" scenario. Stress to the workshop participants that it so much better to be prepared for the worst scenario and yet to hope for the least damage.

Drawing the events to plan for

Part 1
1 Determine the root cause/s
1 Identify the trigger
1 List down the observable early warning signals

Part 2
1 Draw a location map
1 Put important landmarks
1 State and describe the emergency event
1 Draw the event in the map

Figure 14: Anatomy of the Events

2.3 Drawing the Anatomy of the Events
At this point, the group should have one emergency event with one particular scenario. Using the plenary group, the next step is to "dress up" the event with fuller feature based on the information contained in Figure 14 as a guide.

Based on the worst case scenario, ask the group to do the following:
1 Draw a location map
1 Put important landmarks
1 State and describe the emergency event
1 Draw the event in the map
1 Determine the root cause/s
1 Identify the trigger
1 List down the observable early warning signals

3. Policy Identification
A team needs to have some vision of the direction of the overall operation. To the extent possible this should be a shared vision. The general policies are composed of general principles (or invoked universal norms) that the working group is to follow in drawing up the plans and may include statements on the need for protection, basic needs, or the need for assistance. The SPHERE Project Humanitarian Charter and Minimum Standards in Disaster Response, and the United Nations Convention on Refugee Status, Guiding Principles on Internal

Displacement (Appendix 6), etc. are samples of such universal parameters.

At the national level, there are basic policies for disaster management that also provide the needed platform for contingency planning. Some examples include the Directive-20 in Malaysia; Presidential Decree No.1566, dated June 11, 1978; and the Local Government Code of 1991 in the Philippines; Presidential Decree No. 03/2001 in Indonesia, and Cabinet Decree March 2000 of the UNTAET regarding National Disaster Management Plan in East Timor.

In the process, the various agenda of the different players may arise. Although many of the policy statements may seem to be more political than directly related to the plan, they create a greater sense of ownership. It is not unusual for the various partners to hold different policy approaches to a particular problem. If these cannot be reconciled, at least they should be known and understood by all parties. Nevertheless, an effort should be made to agree on some principles by establishing overall objectives. All activities undertaken in the plan will need to be consistent with these overall objectives. Each sector will, in as much detail as possible, define its objectives including standards to be employed, and how they are to be attained.

3.1 Importance of General Policies

The general policies will give definition to the group's vision and direction of operations. Delineation of roles and functions of each key player in the group must be given emphasis since this will serve as point of reference for mobilization. The policies, however, will have to be general in nature to avoid controversy or misinterpretation among stakeholders and should be acceptable to all parties concerned.

3.2. Important Policies to Consider

ı Global (UN Guiding Principles on IDPs, UN Refugee Convention, The SPHERE Project's Humanitarian Charter).

ı National (PD1566, RA 7160 or the Local Government Code of 1991, Republic Act 8185, National Calamities & Disaster Preparedness Plan).

ı Local (local ordinances, inter-agency arrangements, community norms).

3.3. Policy Areas

For this stage in the planning process, you can divide the plenary into five (5) sub-groups. Assign each to handle one policy concern. Based on the discussions on global, national, and local policies, each group may be asked to formulate three to five policy statements.

ı Group 1: Overall goal of the operation.

ı Group 2: Basic principles to be applied in the operation.

ı Group 3: Coordination arrangements with/among actors.

ı Group 4: Differentiation of roles (GOs, NGOs, INGOs, the UN).

ı Group 5: Resources generation and utilization.

After the groups' presentation, you should synthesize the findings into a single set of policy statements. You may use samples of policy statements from other contingency planning workshops to inspire the group and to eliminate or add new statements.

4. Emergency Indicators for Contingency Planning

4.1. Importance of emergency indicators

Emergency managers face many problems such as the following:

ı unclear objectives
ı massive needs
ı limited resources
ı security and safety issues
ı poor communications /confusion
ı too much to do
ı too little time
ı extreme importance of decisions

All these point to the need for more openness towards *coordination*. This undertaking could be initiated by using *indicators* as *common DENOMINATION*. Indicators can be emergency indicators which are quantifiable thresholds that signal whether a situation is under control and whether there is a need for urgent remedial action. A common emergency indicator is the mortality or death rate.

Indicators are also important components to shift the focus from "We, the responders" to "They, the people who need help". Stress

to participants, however, that *standard indicators* are valuable tools in all of these regards, but they must be balanced with common sense

4.2 Indicators as tools for coordination

Introduce to the group the idea that standard indicators will allow them to determine what will be the requirement for the emergency response. In case the resources are not possible or not sufficiently available, stress the importance on the need to coordinate among the managers to complement each other's capacities.

4.3. Typical technical aspects of emergency response
- food & nutrition
- health
- water
- sanitation
- camp planning/shelter
- logistics
- community services
- registration & distribution systems

Table 10: Sample of Emergency Indicators

Some Emergency Indicators

Indicator	Quality or Rate
Food	500 gr./person/day
Water	7.5 L/person/day
Site Space	<30 m2 per person
Shelter	<3.5 meters per person
Latrine	1 unit/20 pax to 1/5 px family
Family Kits	1 unit/5 person family
Blanket	1 piece/person

You may give the following example of indicators for a scenario:

"In an armed conflict that brought a total of 10,000 Internally Displaced Population, you as planners should now project the needs of the IDPs using the standard indicators as your guide in calculating for possible resources, monetary cost and manpower, e.g. Standard Indicator Water = (7.5 liters/person/day)".

You may use Table 11 to identify specific requirements by multiplying the number of days you think the IDPs will stay inside the evacuation center.

Give the following example of a scenario regarding the influx of IDPs:
Week 1: 10,000
Week 2: 20,000
Week 3: 5,000
Week 4: 15,000

Assign each group to perform a calculation for the different weeks. Stress the importance of considering the cumulative number of population. Emphasize also the fact that some consumable basic needs requirements such as food and clean water should be provided for each person at any given time, while some supplies or facilities (sites, latrines, blankets) need to be provided only once. Other emergency indicators are provided in the Tool Box in Appendix 5.

Table 11: Sample of General Requirements Calculation

Week:	Population last week		Pop this week	
Sector	Standards	Est. (Php) Unit Price	Requirement	Cost
FOOD	500gr/px	1/kg		
WATER	7.5L/px	1/lt		
SITE	30 m2/px	10/m2		
SHELTER	3.5m2/px	25/m2		
LATRINE	1/20 pax	200/unit		
FAM. KITS	1/5pax	50/unit		
BLANKET	1/pax	15/pc		

5. Sectoral Arrangements

At this stage, the group already has a scenario for a particular event as well as a knowledge of the relevant policies. The next activity will be to identify all the tasks that would be required in case such emergency occurs. These will be paired with agencies/actors that would likely be involved. The "lead agency" will also have to be identified at this stage.

5.1. Task Analysis

There is a reason for setting up interagency coordination based on the needs rather than on the agencies' mandate. Doing so will reduce the possibility of the agencies' overidentification to their mandates at the expense of the actual needs on the ground.

The next set of activities are designed to make explicit the tasks of emergency management and to identify the agencies to perform those tasks.

Step 1: Brainstorm on all tasks in emergency response. In brainstorming, quantity of the expressed ideas is more important than the quality. In this plenary brainstorming, you may be able to generate tens if not hundreds of ideas. Use metacards to write down each of the ideas.

Step 2: Group the results of the brainstorming session into major clusters of tasks and arrange them vertically. Make sure to obtain the group's consent when moving any of the cards. When doing this, there is the possibility of overlaps in the clustering.

At the end of this activity, there should be groups of cards that are of the same themes. Try to approximate these clusters with the so-called "sectors". For instance, cluster of tasks relevant to information would be called "Info management sector". For manageability, have just a maximum of nine (9) clusters or sectors and arrange them vertically.

Step 3: List horizontally all agencies/parties to be involved in the response. Again ask the group to brainstorm on all the parties/actors both in the area or elsewhere that would be involved in the emergency response. Use metacards of different colors corresponding to the identified tasks. Once all the ideas are charted, arrange them horizontally.

Step 4: Link the clusters with agencies. By now, you should have a blank matrix, i.e. task clusters/sectors arranged vertically, and list of agencies/actors arranged horizontally. similar to Table 12 below. Start with the first sector, and then go to the right hand side and ask the group if that particular agency/actor is or should

be involved in the sector. If affirmative, put "X" in the junction box. Do this until all the sectors are covered.

Step 5: Determine the coordinators. Obviously, there would be more than one agency/ actors involved in each sector, and one agency would be involved in more than one sector. You should get the group's consent to designate one agency to be the "Lead Agency" or sector coordinator. Watch out for possible over-commitment of agencies, i.e., agencies signing up for too many sectors; and overcrowdedness, i.e. too many agencies signing up in one sector. Clear this up by asking: " Would you really do this in time of this emergency?" This should help them prioritize their commitment.

Most importantly, you should prevent any agency to assume more than one leading role.

At this point, the group should be so relieved that the initially overwhelming chaos accompanying an emergency has been transformed into a more manageable matrix. Each agency has been located in a particular sector appropriate to its competence.

5.2. Sectoral Planning

After the groups have arranged themselves according to their most relevant sectors, the actual sectoral planning will commence. You may like to rearrange the room and seat assignment according to the sectoral groups. Emphasize that the sector's performance would depend much on the leadership of the sector coordinator. The following are the basic assignments for the sectoral groups.

Table 12: Gap Analysis

Tasks \ Actors	LGU	DILG	LNGO	PNRC	DPWH	Coast Guard	DSWD	DA	PNP	DOH	GAs	Lead Agency
1. Food & Registration												
2. Shelter, Clothing and Education												
3. Health, Nutrition and Watsan												
4. Community/ Information												
5. Transportation & Security												
6. Livelihood/ Rehab												
7. Logistic and Resources												

5.2.1. Describing the general situation in the sector

The first key question that the groups can tackle could be: "What would your sector's situation look like when the emergency occurs?". A situation for the food sector can be:

"A flood inundates an area and cuts off the road to market. With a shortage of fuel, the food situation can be problematic. The population may need to be supplied with cooked food for quite some time. Transportation could be very difficult, and stockpile of foodstuff could also be rendered useless because of flooding. Local merchants may jack up prices of commodities and there is a shortage of supplies. Agencies may retain their supplies for their own consumption. "

You should encourage the sectoral groups to describe the situations as detailed as possible while keeping their orientation to the set scenario.

5.2.2. Define sectoral objectives

Encourage the sectoral members to suggest objectives based on the description of situations drawn in the previous step. These objectives will serve as a guide for the individual sector's planning and, eventually, operations. Encourage the groups to adopt quantitative objectives by using the criteria of Specific, Measurable, Attainable, Realistic, and Time-bound (SMART). Stress that such objectives would help the groups plan more easily.

5.2.3. Determine the sectoral indicators

Ask the group to refer to the Tool Box on emergency indicators found in Appendix 5. Ask them to review their objectives and then to identify which emergency indicators may be applicable. If there is no appropriate objective

that is easily available, have the group modify or convert existing ones, or even to craft new indicators based on the members' agreement or convention. This identification of indicators should help them quantify the emergency needs and, concurrently, develop common inter-agency language. If the groups need monetized quantity, have them pick a reasonable market price that is agreed by the members.

You may refer to the sample contingency plan in Appendix 2 for the pro-forma of needs/ activities identification, resources and needs assessment and gap identification per sector.

5.2.4. Define the needs by comparing the existing resources vs. projected requirements

Making a needs estimation of the affected population is a major part of contingency planning. Based on the agreed scenario, each sector involved in the contingency planning would juxtapose the associated numbers and locations with the agreed standard indicators to arrive at a need projection. The estimates will be modified through on-the-ground rapid assessment. This is usually one of the first tasks in the event of an emergency.

A resource inventory (Table 14) is also an essential part of any contingency plan. It is simply a list of resources that can be accessed and used in an emergency during which there will be an immediate need for both the resource and the information on their availability. In this stage, each player must be willing to discuss the resources that they have. Sharing resource information is an important part of relationship building that is fostered through the contingency planning process. A needs and resources assessment identifies the resources, capacities and comparative strengths of the players involved in an emergency.

Table 13: Needs and Activities Inventory

Needs that will arise	Activities to meet the needs	Agency/ Organization likely to undertake the activity (By whom)	Time Frame (By when)

Table 14: Resources Inventory

Resources	Unit	Number	Location	Agency	Remarks

Table 15: Needs Projection

Item	# of Population likely to be affected	Standard	Existing Resources	Projected Needs	Gap	Possible Source

This can be done by asking the group to employ the indicators in order to identify the needs using Table 15. This is matched with existing resources and capacities of member organizations. This activity will also help the group identify the gaps that could be addressed by other stakeholders.

At this point, the team has identified the estimated needs and resources. Gaps arise when there is a shortfall between needs and the resources available. Gaps need to be identified to highlight inconsistencies in the planning, to consider change of policies to prevent the potential gaps from developing, to plan what has to be done now to reduce the likelihood of the gap occurring, and to allow more focused allocation of time and resources.

5.2.5. Draw a flowchart for the sector's activities and how the tasks are distributed to sector members

Based on the identified scenario, each sector will now discuss strategies on how to provide responses based on the task identified and possible needs that may arise. The group should take into consideration their capacities and resources.

This part is the bulk of actual planning, i.e. determining which needs will be met by who, when, and how. In many cases, it involves both the foreseen emergency responses as well as pre-emergency activities that must be

undertaken in order to make such foreseen response more feasible.

Contingency planning is more effective when there is division of labor among members based on the comparative strength of each player, i.e. precisely the bias as determined by their actual expertise, capacities and resources on the ground in meeting the needs of the foreseen emergency. But at this time, the bias is turned around to become comparative strength.

Sample of Flow or Action Charts
Health Sector in IDPs influx Situation

Registration (RHU) → Triage (PNRC) → Referral (RHU)
Triage (PNRC) → Treatment (Hosp)
Registration (RHU) → Immunisation (IPHO)
Immunisation (IPHO) → Build Facilities (R-DOH)
Build Facilities (R-DOH) → Personnel (IPHO)
Build Facilities (R-DOH) → Drug Provision (MSF)
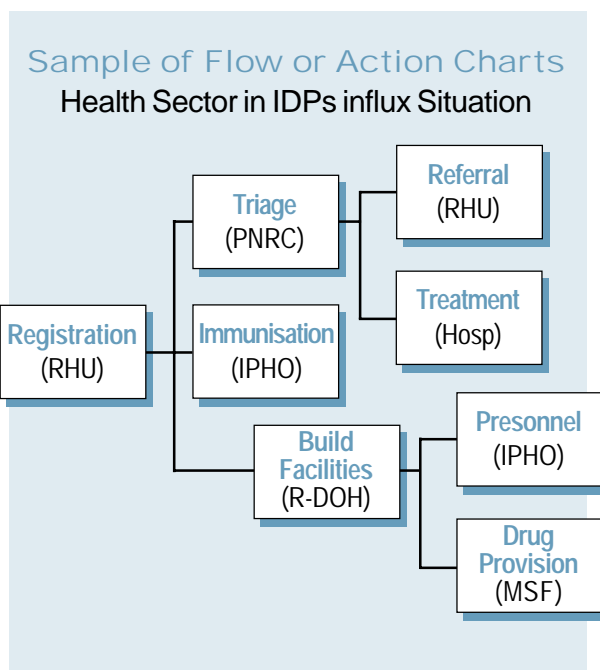
Figure 15: Sample Flow Chart

6. Coordination

After the roles are identified in the sectoral planning process, have each sector present their respective outputs in a plenary for critiquing. This activity will help the group identify gaps and overlaps.

Without an exercise to simulate coordination, there is the risk of having fully developed sectoral plans without necessarily making reference to that of the other sectors. Therefore, it is crucial that plans are compared with each other. This could be done in a simple simulation such as a mock coordination meeting.

6.1 Mock Coordination Meeting

This will be a role-play plenary group activity during which all sectors would be required to present their plans. The process will require each group to convince the other groups that its plan has integrity in terms of thoroughness as well as logical flow.

Based on your observation of the participants during the previous workshop days, select one participant who can preside over the mock meeting. The rest of the group should act according to their actual roles and mandates within the framework of the sectors of which they are part.

You should assume the role of an external consultant, e.g. external consultant from national office, or United Nations, etc. This will allow you to make an unbiased and critical observation of potential gaps and overlaps among the presented plans,

Before the activity begins, confer with the meeting chairperson. Brief him/her with the series of assignments, i.e. to assume the role of leadership, to officiate the meeting, and to facilitate the process. Assure him/her that you will be there to assist whenever needed. If necessary, ask the person to appoint a documentor or other assistants that will be necessary and to brief these people accordingly.

Simulate a coordination meeting. The meeting should allow sectoral groups to take turns presenting their plans. From time to time, you should offer comments and point out possible coordination issues.

At the end of the meeting you may like to review the process and content of the session, highlighting the issues to be addressed.

7. Consolidation of the Draft Contingency Plan

Towards the end of the workshop, and based on the outcome of the coordination exercise, you should facilitate the group to integrate the otherwise fragmented sectoral plans into one coherent contingency plan, even if this is only at drafting stage. A three-person committee may be constituted to consolidate the draft of the contingency plan based on the standard Contingency Plan format.

This activity also involves follow-up of the draft plan. This consists of calling for regular regular and monitoring meetings and updating of facts and assumptions.

8. Forward Plan

When the draft contingency plan has been consolidated, the group now discusses and agrees on the follow-up activities necessary to formulate the final plan. You should ask the group to appoint a focal person, a facilitator and a rapporteur.

A good contingency plan should have tasks and functions defined and clarified as early as possible. Table 16 is a useful tool for this activity. Convince the group that a contingency plan does not end within the four corners of the session hall. Follow-up meetings should be scheduled to review data such as early warning indicators, the actions taken by every sector, and the possible target dates of endorsement.

Table 16: Forward Plan

Activities	By Whom	By When

9. Endorsement and Activation

When the plan has been finalized, have the group actually submit the plan to relevant authorities, e.g. local chief executive, Disaster Coordinating Council, and finally, to the local Sanggunian. Such endorsement is critical to ensure institutional commitment of parties involved and to bridge the exercise from merely academic into a formal action plan. Equally important is for the group to provide sufficient justification to the local chief executive and the Sanggunian that in case such emergency takes

place, the amount of resources specified in the plan will be required. A formal endorsement will also encourage the authorities to take the plan seriously and to participate in the monitoring of early warning and eventual declaration of a state of calamity, when appropriate.

If the emergency does occur, the group should reconvene immediately to obtain authority to conduct an emergency rapid assessment. The result of this assessment will determine whether the contingency plan would be immediately implemented as an operational plan or it would undergo changes in the planning variables. It is this amended plan that can instantly become an operational plan. A contingency plan can easily and swifty be transformed into an operational plan since it already delineates all the sectoral arrangements including standby resources and facilities.

At the end of the day, however, a contingency plan is only an assumed plan. Its activation depends on whether the event does materialize into an emergency.

Ask the group to refer back to the output of scenario building where they have identified early warning signals. Have the group define the situation that will constitute the threshold of an emergency based on these early warning signals. Ask them to designate individuals or actors to monitor the situation in case there will be early warning signals. Ask the group also to identify an authority who will, based on the reported early warning signals, declare the state of emergency/calamity that will activate the contingency plan. Whenever necessary, put together mechanisms to reconvene the planning group to operationalize the plan.

The contingency plan could easily become obsolete because it has lost touch with realities. It is critical, therefore, that you get the group to agree on how they will test the plan. You could offer to do this through table top, hypothetical drill, full-fledged simulation, etc. Such exercises would allow the group to keep the plan fresh and updated.

Contingency planning is similar to raising the level of alertness. Most of the time, the emergency being planned for simply does not take place. In such a situation, the contingency plan suddenly loses its relevance. If not addressed properly, you run the risk of having the parties involved as well as the authorities losing confidence about the contingency plan or, worst, about the whole idea of disaster management planning. Thus, it is very important that when the emergency does not occur during the taget period, the group reconvenes to consider the following:

a. If the threats are still looming, the group may need to re-set the target date and update the planning assumptions accordingly.

b. If the situations are no longer deemed threatening, the group may want to integrate some of the precautionary measures into the mainstream governance mechanisms as recommendations towards emergency preparedness, mitigation, etc., The level of alert should also be lowered. In such a case the planning group may like to dismiss themselves or, based on their new appraisal, decide to reformat the plan suitable to the new parameters.

In any case, the group is answerable to the authorities and thus responsible in informing the latter their best judgment of the prevailing situation.

Contingency Plan Format

In the best case, a plan pulls together various elements from the planning process into a coherent form. It also concisely describes how the various parts of the plan relate to one another and to the overall 'master plan'. The following is a proposed structure for a contingency plan. A contingency plan generally presents an overview of the situation, policies and objectives, plans and procedures for feedback. It can be adapted to different critical events and emergencies. It can be adapted should separate regional plans with different scenarios and activities for different regions are required.

Chapter I - General Situation and Scenarios
A. Background and Rationale
ˡ Briefly describe the various hazards affecting the community and their effects on lives and properties
ˡ From these hazards/threats, identify the specific disaster event or threat to plan for
ˡ Identify three (3) possible scenarios (bad, worse and worst cases) and plan for the "worst case" scenario
ˡ Indicate planning assumptions including timeline or window of occurrence

You may refer to the activity outputs in Emergency Scanning and Defining the Emergency Situation, the initial processes in contingency planning.

Chapter II - General Policies and Objectives
ˡ Identify national, local and agreed policies and general objectives of the contingency plan

Chapter III - Sectoral Plans and Arrangements
A. Allocation of Responsibilities according to needs
ˡ Command, Control and Coordination
   - Public Information (IEC) and Media Relation
   - Communication
ˡ Registration
ˡ Logistics and Transport
ˡ Environment Sanitation
ˡ Shelter and other Infrastructure
ˡ Security
ˡ Search and Rescue (SAR)
ˡ Fire Suppression

ˡ Emergency Medical Service
ˡ Relief Service
   - Food
   - Water
   - UtilitiesChart
ˡ Evacuation Service
   - Hygiene
   - Post -Trauma/Stress Debriefing
ˡ Others
B. Brief description of sector situation when the emergency occurs
C. Sectoral Objectives
D. Sectoral Indicators as appropriate
E. Existing sector resources vs. projected needs
F. Concept of Operation (Flow Chart)

Chapter IV - Procedures for feedback, upgrading and future action
ˡ Describe how the Plan will be updated and revised, who will be responsible for ensuring this and how the information will be disseminated.

As management tools, contingency plans are meant to be shared, although there may be circumstances in which for reasons of political sensitivity the circulation of the plan needs to be restricted. As managers and planners, you should carefully assess the strategy for the circulation of the contingency plan.

The process of planning does not end with the formulation of contingency plans. As conditions change, the plans must be updated with new information. In virtually all cases, ongoing work is required to refine plans, policies, and procedures, especially as situations continue to evolve and change. Ongoing maintenance usually includes a review of early warning indicators, updates on actions taken by agencies, and inclusion of important amendments and additions.

This manual is a guide to contingency planning for emergencies with special reference to the Philippine experience. It is based on best practice often under favorable conditions. However, there will be constraints and reasons why the processes indicated here cannot be applied "according to the book." Each scenario and area situation is different, hence the need for adaptation, perseverance, diplomacy and imagination.

APPENDIX 1: GLOSSARY

Capability	Qualitative assessment of human and material resources such as ability, competence, authority.
Capacity	Quantitative assessment of human and material resources. Example: number, volume, size.
Complex emergency	Form of man-made emergency in which the cause of the emergency as well as the assistance to the afflicted is complicated by intense levels of political considerations.
Contingency Planning	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.
Disasters	Natural or man-made events wherein communities experience severe danger and incur loss of lives and properties causing disruption in its social structure and prevention of the fulfilment of all or some of the affected community's essential functions.
Disaster impact	Actual hazard event or its immediate consequences requiring extraordinary response.
Early Warning	Process of information gathering and policy analysis to allow the prediction of developing crises and action either to prevent them or contain their effects.
Emergency	Any situation in which the life or well-being of community will be threatened unless immediate and appropriate action is taken, and which demands an extraordinary response and exceptional measures.
Hazard	Any phenomenon that has the potential to cause disruption or damage to humans and their environment. Or an event or occurrence that has the potential for causing injury to life, property and environment.
Risk	Level of loss or damage that can be predicted from a particular hazard affecting a particular place at a particular time. Or the probability that injury to life or damage to property and the environment will occur.
Vulnerability	Factors of the community that allows a hazard to cause a disaster. Or the result of a number of factors that increase the chances of a community being unable to cope with an emergency.

APPENDIX 2: OPLAN SAGIP HALAW 2002
                (Contingency Plan for Tawi-Tawi)

I. INTRODUCTION:

   For decades now, many of our brothers from the Province of Tawi-Tawi have traveled to nearby Sabah, Malaysia to trade. Eventually, most of them migrated and settled there. The migration might have been motivated by unemployment, the unstable peace and order condition, conflicts caused by family feuds, political conflicts caused by lawless elements and/ or caused by groups who fought for principles and ideology that they uphold. A number migrated because they were either influenced by their relatives or by the prospects of a higher pay.

   Filipinos from other provinces have also migrated to Malaysia. The estimated Filipino migrants has been estimated to be a hundred thousand since 2001 which has caused alarm for the Malaysian Government especially considering the long-standing claim of the Philippine Government over the Malaysian State of Sabah. The Malaysian Government considers the influx of Filipino migrants as a threat to its national security. The restoration of the Sultanate of Sulu, who claims ownership over the controversial State of Sabah, has not helped matters. The Sipadan hostage-taking has also made the Malaysian Government wary of the Filipinos' presence in Sabah. Thus the deportation of many Filipinos from Malaysia to their places of origin with Tawi-Tawi as the entry point.

II. PROBABLE EMERGENCY SCENARIO:

   During the first and second quarters of 2002, approximately THIRTY THREE THOUSAND (33,000) deportees are expected to be sent back to different entry points in the province. The DSWD has noted that about TWO HUNDRED FIFTY (250) arrive in Bongao every week. Before this number rises to an alarming point and to meet the needs of these deportees, financial and other logistic arrangements, and coordination between and among LGUs, NGAS, CSO, POs and NGOs should be made. There is also a need to provide alternative settlements and rehabilitation centers for the refugees. Quarantine procedures are also necessary.

Identified Points of Entry

1. Bongao	2. Tandubas	3. Sitangkai	4. Panglima Sugala
- Pahut - Suwangkagang - Poblacion - Simandagit - Tubig Tanah - Sanga-Sanga - PC Compound - Mandulan - Tubig Basag	- Tongbangkaw - Sapa - Sallangan - Naungan Taruk - Buton Nunukan - Hadji Bidin - Talisay - Sipangkot - Tongsibalu	- Larap - Tonggusong - Sitangkai Pob. - Tandu Uwak	- Tongbangkaw - Parangan - Balimbing Proper
5. South Ubian	6. Sapa-Sapa	7. Languyan	8. Simunul
- Bubuan - Bentawlan - Laum Tabawan - Licud Tabawan - Putat - South Ubian Proper - Talisay - Pangpang - Laitan	- Poblacion - Palate - Banaran - Mantabuan	- Basbas - Parang Pantay - Tumbagaan	- Ubol - Bakong - Manuk Mangkaw - Tubig Indangan - Monkai
	9. Turtle Island	10. Mapun	
	- Taganak - Licud Bakkaw	- Lupah Pula - Duhul Bato - Guppah	

III. GENERAL POLICIES & OVERALL OPERATIONS OBJECTIVES:

As embodied in PD 1566 on the Organization of Local Disaster Coordinating Councils (LDCCs) at the local government levels, the Chief Executives are the chairpersons of their respective councils. The Governor is the Chairperson of the Provincial Disaster Coordinating Council (PDCC). The PDCC is composed of organic key officers paid from provincial funds and of national government agencies assigned to work in the province. The same is true of the Municipal Mayor who becomes the chairperson of the Municipal Disaster Coordinating Council (MDCC) while the Barangay Chairman acts as the chairperson of the Barangay Disaster Coordinating Council (BDCC). The Local Disaster Coordinating Councils (LDCCs) shall designate the Civil Defense Deputized Coordinators at their local levels respectively. Some of the salient policies include:

a.) As stipulated under 324 (d) of the Local Government Code of 1991 as amended by RA 8185, a percentage of the Local Calamity Fund (LCF) shall be utilized for the aid, relief, rehabilitation, reconstruction and other works or services in connection with calamities which may occur during the budget year, including training of personnel and other pre- disaster activities;

b.) LDCCs, government departments, bureaus, agencies and instrumentalities have documented activities;

c.) Preparation of the local calamity and disaster preparedness plans/ programs (LCDPPs)

That Oplan Sagip Halaw Contingency Plan be endorsed and supported by local executives, and the provincial government to ensure self-reliance among the MDCCs and PDCCs.

That support of RDCCs and NDCC be requested should the identified needs be beyond the capacity and capability of MDCC and PDCC.

Objectives:

1. To establish an effective and efficient disaster control and mitigation mechanism;
2. To ensure that the 5% of the LGUs' IRA allocated as Calamity Funds be properly utilized;
3. To ensure timely, proper, and accurate registration of all incoming deportees;
4. To ensure safety by submitting every deportee to a health quarantine service in all entry points;
5. To provide health care and other medication when needed;
6. To provide proper shelter, enough food and clothing as the need arises;
7. To provide deportees transportation to their respective places of origin;
8. To provide them livelihood and proper rehabilitation and/or relocation when needed;
9. To strengthen and/or re-organize our Local Disaster Coordinating Councils [PDCC, MDCCs, BDCCs];
10. To act immediately on the identified program of priorities of the different sectors;
11. To ensure the full implementation of Oplan Sagip-Halaw 2002 during the actual operation;
12. To create a Special/Technical Working Group, that can be dubbed as Task Force Halaw responsible for monitoring early warning signals, updating plans, activities and resources; and
13. To provide psychosocial treatment/counseling to deportees with trauma.

Workshop I: GAP IDENTIFICATION

Needs	LGU	DILG	LNGO	PNRC	DPWH	Coast Guard	DSWD	DA	DepEd	GAs	PNP	DOH
1. FOOD & REGISTRATION	X	X		X			X					
2. SHELTER, CLOTHING & EDUCATION	Xc				X				Xs/ed			
3. HEALTH, NUTRITION & WATER SANITATION			X	X				X	X	X		X
4. COMMUNITY / INFORMATION	X	X				X			X	X	X	X
5.TRANSPORTATION & SECURITY	X				Xt	X	X				Xs	
6. LIVELIHOOD /REHAB		X					X					
7. LOGISTIC AND RESOURCES	X	X										

Legend: X - Major role

Workshop II: Assumption Basis: From where to where

Total Number of Refugees: 33,000

Place of Origin	Mapun	Sapa-Sapa	Tandubas	S. Ubian	Languyan	Bongao	Simunul	Sitangkai	Panglima Sugala
	5%	3%	10%	10%	5%	33%	10%	25%	1%
Sabah, Malaysia	1,650	990	3,300	3,300	660	10,890	3,300	8,250	330

Generating Scenario: Assumption Basis
(Consolidated Output)

Municipality	% Possible to be affected		Assumption/ Justification	Characteristics	Population Composition			
	Worst Cases	Most likely			25% Women	60% Children	10% Men	5% Elderly
1. Mapun	5%/ 1,650		-nearest to Sabah -dual citizenship, inter-marriage -livelihood is good for Mapun people -small area, small % of population who left Mapun	Traders, farmers, fishermen	413	990	165	83
2. Sapa-Sapa	3%/ 990		-only affected by family feud -armed conflict, relatives settled in Sabah	Farmers, jobless, landless numbers of feuding families	248	594	99	50
3. Tandubas	15%/ 4,950		-only settled in mainland due to peace and order	-do-	1,237.5	2,970	495	247.5
4. S. Ubian	15%/ 4,950		-no level of investment -small area	Farmers, fishermen	1,237.5	2,970	495	247.5
5. Languyan	5%/ 1,650		-sea livelihood occupied by local resident	-do-	412.5	990	165	825
6. Bongao	33%/ 10,890		-center of Tawi-Tawi -trading, markets, border line -accessibility of transportation	-do-	2,722	6,534	1,089	544
7. Simunul	10%/ 3,300		-economic livelihood is adequate -permanent job -settled already in Sabah	Traders, farmers, fishermen	825	1,980	330	165
8. Sitangkai	15%/ 4,950		-small number of population went to Sabah	Farmers, carpenters -trader/businessmen	1,237.5	2,970	495	247.5
9. Turtle Island	1%/ 330		- easy access for legal entry	-do-	82.5	198	33	16.5
10. Panglima Sugala	1%/ 330		-adequate source of livelihood	-do-	82.5	198	33	16.5
	100%/33,000				8,250	19,800	3,300	1,650

Legend: populaton/hectare
Note: Please complete the third column for the most likely scenario by indicating percentage & population.

Workshop III: By Sector

FOOD & REGISTRATION SECTOR

OBJECTIVES: To efficiently provide adequate food assistance to the refugees;
To provide accurate and reliable headcount of refugees.

NEEDS & ACTIVITIES

Needs that will arise	Activities to meet the needs to undertake the activity	Agency/Organization likely (By Whom)	Time Frame (By When)
1. Transportation	-Coordination with other line agencies i.e. Coast Guard, in transporting the relief goods where they are needed.	LGU, DSWD, PNRC, Local NGOs	ASAP (if possible w/in 24 hrs the relief good must be distributed
2. Master list	-To conduct assessment and recording of refugees' total number.		
3. Foods	-Distribution of foods/relief goods to the deportees/refugees		

RESOURCE ASSESSMENT/INVENTORY

RESOURCES	UNIT	NUMBER	LOCATION	AGENCY	REMARKS
FOOD					
Rice	1/2 kg/day/head 330sacks/dayxP700/sack =P231, 000.00	33,000 6 # of people 5,500 families	ARMM Regional Local	DSWD PNRC LGU	Per request for purchase Local purchase Local purchase from NFA
Sardines	6 tins/family/day 330 cases/day x P 800.00/case = P 264,000	5,500 X 6 tins =33,000/100 =330 cans/day			Local purchase
Biscuits	33,000 x P2.00 = P66, 000/day			PNRC	Local purchase
Noodles	33,000 x P8.00 P264, 000.00				Local purchase

PROJECTED NEEDS

Item	No. of Population Likely to be Affected	Standard	Existing Resources	Projected Needs	GAP	Sourcing
Rice	33,000	330 sacks/day	200 sacks/day	330 sacks/day	130 sack/day	NFA warehouse
Sardines	33,000	165 cases/day	100 cases/day	165 cases/day	65 cases/day	Comm'l Establ't
Noodles	33,000	660 boxes/day	500 boxes/day	660 boxes/day	160 boxes/day	-do-
Biscuits	33,000	66,000 pcs/day	40,000 pcs/day	66,000 pcs/day	26,000 pcs/day	-do-

HEALTH, NUTRITION, WATER AND SANITATION SECTOR

OBJECTIVES:
1. To give immediate medical treatment to refugees who need it;
2. To provide potable water and sanitation to the resettlement areas;
3. To prevent the spread of communicable diseases among the residents and the refugees.

NEEDS & ACTIVITIES

Needs that will arise	Activities to meet the needs	Agency/Organization likely to undertake the activity (By Whom)	Time Frame (By When)
1. Manpower	-Facilitate free examination/consultation/medicine coordination with LGUs, line agencies, NGOs/Referrals.	DOH, RHU, PNRC, NGO, PHIL HEALTH	Upon arrival and while in the area.
2. Medicines	-Conduct surveillance & monitoring on the occurrence of diseases. -Conduct health education in the resettlement areas. -Provide health screening and assessment of the immunization status particularly for the vulnerable groups. -Provide immunization to identified vulnerable groups.	DOH, IPHO.RHU, PNRC RHU	
3. Water & Latrines	-To coordinate with LGUs and DPWH in the delivery of water supply and construction of toilet facilities. -To monitor the potability of water in the settlement area. -To conduct water chlorination	DSWD, DA, LGUs, DPWH, PNP, BWD Municipal Sanitary Inspector	

RESOURCE ASSESSMENT / INVENTORY

RESOURCES	UNIT	NUMBER	LOCATION	AGENCY	REMARKS

1. Medicines
  a. Antibiotic
    - Ampicillines
    - Amoxicillin
  b. IV Fluid
    -Skin ointment
    -paracetamol
    -Mefenamic acid
    -Anti-diarrhea
    Malarial/drugs/MS
    Vaccines
    TB Drugs
    STD Drugs
    H_2O
		33,000
		100
			National
			ARMM
				DOH
				Regional Gov't
				LGU
					Request/DOH has no available medicine.
					No allocation
					
					Not all refugees are sick we have to coordinate and ask from higher-ups.

2. Manpower					
3. Transportation					

NOTE: Reflect only the available resources that your sector has at this time.

PROJECTED NEEDS

Item	No. of Population likely to be affected	Standard 33,000	Existing Resources	Projected Needs	GAP	Sourcing
Preventive Care: Measle Vaccines	60% (19,800)	60% 6 mths-15 yrs old		1,980 vials		DOH, NGO
Oral Polio Vaccines	11% (3,630)	11% 0-5 years old		3,630		DOH
Vitamin A	19,800	60%		1,980 capsules		-do-
Syringes	19,800	60%		19,800		LGU calamity fund
Curative Care: Paracetamol tab	40% (13,200)	1-2% incidence rate (264)		264 x 3tabs x 3 days = (2,376 tabs) 396 bottles		
Paracetamol Syrup	60% (19,800)	1-2% incidence rate (396)				
Cotrimoxazole						
Amoxicillin						
Oresol	33,000	1% incidence rate				
Intravenous Fluids						
First Aid Kit	33,000	1Kit/municipality				LGU calamity fund

Note: You may add other items such as medicines for malaria cases. Please compute for the other columns.

SHELTER/CLOTHING AND EDUCATION SECTOR

OBJECTIVES:

1. To provide settled refugees quality and equal education as the non-refugees based on existing rules and regulation of the DepEd;

2. To make school buildings available for the refugees; request and act immediately on problems of inadequacy;

3. To assist and coordinate with the DSWD in the registration of the refugee.

RESOURCE ASSESSMENT/ INVENTORY

RESOURCES	UNIT	NO.	LOCATION	AGENCY	REMARKS
School Building	20	60 rms.	Bongao	DepEd	Ready
School Building	3	9	Sapa-Sapa	DepEd	Ready
School Building	5	15	Mapun	DepEd	Ready
School Building	10	30	Tandubas	DepEd	Ready
School Building	10	30	S. Ubian	DepEd	Ready
School Building	2	6	Languyan	DepEd	Ready
School Building	7	21	Simunul	DepEd	Ready
School Building	10	30	Sitangkai	DepEd	Ready
School Building	3	9	T. Island	DepEd	Ready
School Building	3	9	P. Sugala	DepEd	Ready

PROJECTED NEEDS

Item	No. of population likely to be affected	Standard	Existing Resources	Proj. Needs	GAP	SOURCING
Ballpen, notebook, pencil, school bags and uniforms	Elementary Grade Age 6-12	15% of 33,000	None	4,950 school supplies		National & Regional DepEd office
	Secondary Level Age 13-16	10%	None	3,300		National & Regional DepEd office
Rooms Manpower	33,000		25 ref/room	1,320 rooms	1,101	

Note: Please indicate the needed resources in the GAP Column.

NEEDS & ACTIVITIES

Needs that will arise	Act to meet those needs	Agency /Organization	Time Frame
Ballpen, notebook, pencil, school bags and uniforms	Solicit funds /donations in order to meet those needs	District Supervisors, principals and teachers	September
Official Record of Refugees	Assist & coordinate with DSWD in the master listing of refugees		Upon arrival

LIVELIHOOD/REHABILITATION SECTOR

OBJECTIVE:
This sector shall come up with a plan collaborated by respective LGUs that would cater to the basic needs of the refugees particularly the rehabilitation and referral to appropriate agency regarding their source income

RESOURCES ASSESSMENT/INVENTORY

Resources	Unit	Number	Location	Agency	Remarks
Proposals (ACEF, LEAD, GMA PROGRAM)	1 each	10	Province - wide	DAF, DSWD, LGU/NGO's, DILG	Technical Assistance training, referral to appropriate agency

NEEDS & ACTIVITIES:

Needs that will arise	Activities to meet those needs	Agencies & Organizations	Time Frame
Fishing and farming DA	Project prop making	DA, BFAR, DSWD, DPWH, DILG & NGOs	June
Raphernalias	Training		
Housing materials	Construction		

Note: Identify more activities that involve the community.

PROJECTED NEEDS

ITEM	POP. LIKELY TO BE AFFECTED	STANDARD	EXISTING RESOURCES	PROJECTED NEEDS	GAP	SOURCING
Fishing and farming paraphernalia's	-330 men Asso. With 30 members	10% of 33,000	None	330	Unavailable funds	BFAR, DA, DSWD and other financial institutions
Housing Materials	-Construction of at least 50 houses in each municipality					

COMMUNICATION/LOGISTIC & RESOURCES SECTOR

OBJECTIVES:

1. To deliver timely and accurate information to fast-tract the delivery of basic services needed by the affected community;

2. To provide awareness of gap identification among responsible agencies;

3. To provide financial assistance to all sectors involved in their identified gaps.

SECTORAL ACTIVITIES

Needs that will arise	Activities to meet those needs to undertake the activities	Agencies/Organization likely	TIME FRAME
1. Monthly meeting	Conduct monthly meetings with the LCE's, line agencies & NGOs	LGU	June-Sept 2002
2. Updates of sectoral objectives needs & activities	Provision of handheld radio (ICOM) Conduct coordination meeting	LGU	August 1-31,2002
3. Listing of sectoral gaps	Determine the identified gaps of each sector Provision of logistic support: 1. Medical supplies 2. Foods & shelter 3. Fuel & Lubricants	LGU	May 16,2002 Sept 1-14, 2002

RESOURCE ASSESMENT

RESOURCES	UNIT	NUMBER	LOCATION	REMARKS
A. Communication:				
RCPI/PT&T	Station	2	Bongao Base	Corporation
Icom		23	Province wide	LGUs
Smart Cell Site		1	Bongao	Smart
Post Office		7	Province wide	DOTC
Courier Services		2	Bongao	Corporation
Radio Stations		2	Bongao	DOTC/Private
Cable		9	Province wide	Private
PLDT		1	Bongao	Corporation
Bureau of Telecom		3	Bongao Base	DOTC
B. Logistic & Resources Financial	For referral/verification with the local officials		Province wide	LGUs

PROJECTED NEEDS

ITEM	NO. OF POPULATION LIKELY TO BE AFFECTED	STANDARD	Existing Resources	Projected Needs	GAP	Sourcing
A. Communication ICOM	Responsible persons involved		23 sets	90 sets	67 P 1.35 M	LGU
B. Logistic and financial resources:						
1. Medical Supplies				450 boxes	450	DOH Nat'l
2. Foods -Rice -Sardines -Noodles -Biscuits	33,000		2,800 sacks 1,400 cases 7,000 boxes 560,000 pcs.	4,620 sacks 2,310 cases 9,240 boxes 924,000 pcs	1,820 sacks 910 cases 2,240 boxes 364,000 pcs	DSWD/LGUs -do- -do- -do-
3. Shelter	33,000		12,264M. 219 rooms x 56M	99,000M	86,736M	DepEd/ DPWH
4. Fuel			150 drums	210 drums	60 drums	Nat'l Gov't
5. Lubricants			3,000 liters	4,200 liters	1,200 liters	-do-

SECURITY & TRANSPORTATION SECTOR

OBJECTIVES: (Note: Please state your sectoral objectives.)

NEEDS & ACTIVITIES

Needs that will arise those needs	Activities to meet	Agencies /Organization	Time Frame
1. Fuels, drivers & maintenance of vehicles	Transport refugees from wharf/pier to where they'll be house	DPWH (Land Transport)	Anytime as long as we are informed properly by the concerned authority.
2. Get a certificate /roster of deportees from DSWD	Transport them from Bongao to Zamboanga	Coast Guard Stn., Bongao	Anytime as long as there is available motor launch/vessel in wharf.
3. Recommend to the shipping agency/owner	Bongao to any municipality with motor launch plying thereat	-do-	Upon approval from CSWM.
4. Request approval from CSWM (Commander South Western Mindanao) PCG.		-do-	Upon approval from CSWM, PCG/Cmdr. NAVFORSOUTH
5. Peace and order situation	To provide security assistance	-do-	May -September, 2002

PROJECTED NEEDS

Item	No. of Population likely to be affected	Standard	Existing Resources	Projected Needs	GAP	Sourcing
Service vehicle by land	9,900 deportees (Bongao)	708 person/day for 2 weeks (14 days)	4-Dumptruck (Note: 2 serviceable; 2 under repair) 2-Isuzu pick-up serviceable -25 person X 8 TRIPS=200 X 2 D.TRUCK=500 -10 PERSON X 6 TRIPS=60 X 2 PICK-UP=120 11 Person x 4 trips =44 x2 pick-up=88 ===**708/day**	Fuels & lubricants; drivers and maintenance of vehicles (mechanics)		DPWH
Service vehicle by sea	23,100 deportees (9 muns)	1,650/day (2weeks) 40/day 1,562/day =88/day LESS: Mapun 1,650 99%- 16,000 Tandubas 4,950 50% -72,425 Sapa-Sapa -990-50% - 450 Sitangkai -4,950-95% -247 Turtle Island -330-99% -4 Simunul -3,300-50% -1,650 South Ubian -4, 950-40% -3,970 P. Sugala 330 Languyan - 1,650 14 days 87 =8,742 less-628.57 (Water craft /ml) 88. **540.57/day**	1-water craft 15-m/l, 1-vessel 1- Naval Ship	Help from respective municipal government to ferry deportees from ship to shore (w/o wharf)	Upon approval from CSWM (PCG) & the NAVFOR SOUTH Munici-palities without wharf	Owner of M/L, vessel, Coast Guard and Navy Respective municipal govern-ment without wharf
Water Craft	33,000 deportees	40 person / day for every transport	Initiative	Fuels and lubricants, PNP Personnel	Upon request	PNP with other agencies and local business-men

RESOURCES ASSESSMENT/INVENTORY

Resources	Unit	Number	Location	Agency	Remarks
Dump Truck	unit	4	DPWH Compound and motor pool	DPWH	2-units running condition 2-units under repair
Isuzu pick-up	unit	2	-do-	-do-	Running condition
PCG motor launch	unit	15	Chinese pier	PCG	Running condition
Passenger vessel	unit	1	Bongao wharf	-do-	-do-
Water craft / Naval ship	unit	1	Parola, CG Sta	-do-	-do-
PNP personnel	4 teams	32	P.C. Cmpnd	TTPPO/PNP	
Jeep	Corando and Isuzu	2	-do-	-do-	-do-
Water craft	M/L	1	Chinese pier	-do-	-do-

APPENDIX 3: THE PHILIPPINE DISASTER MANAGEMENT SYSTEM

Disaster Situation in the Philippines

The Philippines, because of its geographical location is one of the few countries in the world that is very susceptible to meteorological, hydrological and geological hazards like typhoons, floods, storm surges, earthquakes and volcanic eruptions. Modern science and technology have also brought about an increase in technological accidents, release of dangerous materials, blight and crop infestation, epidemic and fire. Compounding the country's misery are incidents of terrorism and complex emergencies in some areas of Mindanao.

For the period 1970 to 2000, the National Disaster Coordinating Council (NDCC) has recorded a total of 1,575 disasters. These emergencies claimed 28,909 lives and caused injuries to 2,196,471 people. 2,166,849 houses were totally damaged and 4,845,148 houses were partially damaged by these occurrences. Damage to properties was placed at 207.341 billion.

Based on a worldwide study conducted by the Center for Research on the Epidemiology of Disasters (CRED) based in Brussels, Belgium, the Philippines ranked number one in terms of natural disaster occurrences from 1900-1990.

The following decade (1991-2000) was a respite to the Philippines because during this period, Solomon Islands was considered as the most affected nation in terms of natural hazards based on World Disaster Report 2001. According to this study, sixty percent (60%) of the major natural disasters occur in the Asia-Pacific region and that the Philippines face severe intensities to most of these hazards, particularly for typhoon, flood, landslides, tsunami, earthquake, and fire as a man-made disaster. This could be gleaned from the disasters that hit the country during the past decades.

The other good news is that while the Philippines is one of the most disaster-prone countries, the number of people killed by hazards has been considerably reduced during the past decade, 1991- 2000 as compared to the period covering 1981-1990. Below is the table showing the number of people killed and affected by disasters in the Philippines during the past two decades:

YEAR	Total No./Annual Average of People Killed	Total No./Annual Average of People Affected
1981-1990	18,418 / 1,842	28,270,879 / 2,827,088
1991-2000	13,947 / 1,395	65,017,679 / 6,501,768

Source: World Disasters Report, Focus on Recovery, p.192
Copyright 2001 by the International Federation of Red Cross and Red Crescent Societies

The Philippine Disaster Management System

A. Legal Basis

The legal bases of our disaster management system are Presidential Decree No. 1, s-1872, as implemented by Presidential Letter of Implementation No. 19, s-1972, and Presidential Decree No. 1566 dated June 11, 1978. PD No.1 was the Integrated Reorganization Plan of 1972, which was implemented through LOI No. 19. The said LOI defined, among others, the organization, mission and functions of the Office of Civil Defense as a bureau under the Department of National Defense

PD No. 1566, on the other hand, provided for the strengthening of the Philippine disaster control capability and establishing a community disaster preparedness program nationwide.

B. Doctrines of Disaster Management

The guiding principles/doctrines of Disaster Management in the Philippines are laid down in Sec. 1 of PD 1566, which are as follows:

1. Self-reliance shall be developed by promoting and encouraging the spirit of self-help and mutual assistance among the local officials and their constituents.

2. Each political and administrative subdivision of the country shall utilize all available resources in the area before asking for assistance from neighboring entities or higher authority.

3. The primary responsibility rests on the government agencies in the affected areas in coordination with the people themselves.

4. Responsibility for leadership rests on the provincial governors, city mayors, and municipal mayors, (and barangay chairman), each according to his area of responsibility.

5. It is the responsibility of all government departments, bureaus, agencies and instrumentalities to have documented plans of their emergency functions and activities.

6. The national government exists to support the local governments. In time of emergencies and according to their level of assignment, all national government offices in the field shall support the operations of the local government

C. Salient Provisions of PD 1566

Among the salient provisions of PD 1566 are the following:

1. State policy on self- reliance among local officials and their constituents in responding to disasters or emergencies;

2. Organization of disaster coordinating councils from the national down to the municipal level;

3. Statement of duties and responsibilities of the National Disaster Coordinating Council (NDCC), RDCC and LDCCs;

4. Preparation of the National Calamities and Disaster Preparedness Plan (NCDPP) by OCD and implementing plans by NDCC member-agencies;

5. Conduct of periodic drills and exercises; and

6. Authority for government units to program their funds for disaster preparedness activities in addition to the 2% calamity fund as provided for in PD 474 (amended by RA 8185).

D. Disaster Coordinating Council Organization (NDCC)

1. National Disaster Coordinating Council

1.1 Structure

The establishment of the National Disaster Coordinating Council is embodied in Sec. 2 of PD 1566.

The Secretary of National Defense heads the NDCC with the heads of 18 departments/ agencies as members. These include the Chief of Staff, Armed Forces of the Philippines; Secretary-General, Philippine National Red Cross; Philippine Information Agency; Executive Secretary and the Administrator, Office of Civil Defense who is the Executive Officer of the Council.

It is through the NDCC member-agencies that disaster preparedness, prevention, mitigation and response carry out its corresponding tasks and responsibilities under the NDCC system. The NDCC, unlike other department coordinating bodies, does not have its own regular budget to disburse. It operates through the member-agencies and its local networks, which are the regional and local disaster coordinating councils.

The members of the Council are the following:

Secretary, DND	Chairman	Secretary, DBM	Member
Secretary, DPWH	Member	Secretary, DOJ	Member
Secretary, DOTC	Member	Secretary, DOH	Member
Secretary, DSWD	Member	Director, PIA	Member
Secretary, DA	Member	Presidential	
Secretary, DepEd	Member	Executive Secretary	Member
Secretary, DOF	Member	Chief of Staff, AFP	Member
Secretary, DOLE	Member	Secretary-General,	
Secretary, DTI	Member	PNRC	Member
Secretary, DENR	Member	Administrator, OCD	Member &
Secretary, DILG	Member		Executive Officer

1.2 Functions

At the national level, the NDCC serves as the President's adviser on disaster preparedness programs, disaster operations and rehabilitation efforts undertaken by the government and the private sector. It acts as the top coordinator of all disaster management and the highest allocator of resources in the country to support the efforts of the lower DCC level. In the discharge of its functions, the NDCC utilizes the facilities and services of the Office of Civil Defense as its operating arm.

1.3 Tasks of NDCC Chairman and Member-Agencies

The Chairman and members of the Council have the following tasks, namely:

a. Chairman - Convenes the Council as often as necessary and calls on all other departments/bureaus/agencies, other instrumentalities of the government and the private sector for assistance when the need arises.

b. Administrator, Office of Civil Defense - Coordinates the activities, functions of the various agencies and instrumentalities of the government, private institutions and civic organizations to implement the policies and programs of the NDCC; disseminates materials relative to disaster prevention, control and mitigation; advises the Chairman on matters concerning disaster management.

c. Secretary of Interior and Local Government - Oversees the organization of DCCs, the establishment of Disaster Operations Centers of all local governments, and the training of DCC members in coordination with OCD, DSWD, PNRC, and other appropriate agencies.

d. Secretary of Social Welfare and Development - Extends relief assistance and social services to the victims as necessary.

e. Secretary of Health - Provides health services during emergencies as necessary, and organizes reaction teams in hospitals, clinics and sanitary and other health institutions.

f. Director-General, NEDA - Responsible for the determination and analysis of the effects of disasters and calamities on the socio-economic plans and programs of the country, and development of damage assessment scheme.

g. Secretary of Labor and Employment - Provides emergency employment opportunities to disaster victims, implements the industrial civil defense programs and measures, and organizes and trains Disaster Control Groups in all factories and industrial complexes.

h. Secretary of Education, Culture and Sports - Provides assistance in the public education and campaign regarding disaster preparedness, prevention and mitigation, makes available school buildings as evacuation centers, and organizes and trains disaster control groups and reaction teams in all schools and institutions of learning.

i. Secretary of Trade and Industry - Maintains normal level of prices of commodities during emergencies, and organizes Disaster Control Groups and Reaction Teams in large buildings used for commercial and recreational purposes, maintains normal level of prices of commodities during emergencies.

j. Secretary of Agriculture - Undertakes surveys in disaster areas to determine the extent of damage of agricultural crops, livestock and fisheries and renders technical assistance to disaster victims whose crops or livestock have been destroyed.

k. Secretary of Budget and Management - Releases funds required by the departments for disaster operations.

l. Secretary of Environment and Natural Resources - Responsible for reforestation and control of areas which tend to cause flooding, landslides, mudflow and ground subsidence, provide seeds, seedlings and saplings and technical assistance regarding mines, forests and lands, formulates rules and regulations for the control of water and land pollution.

m. Secretary of Finance - Issues rules and regulations with the relevant agencies concerned for the funding by local government of the requirements for organizing, equipping, and

training of their disaster coordinating councils and reaction teams.

n. Secretary of Public Works and Highways - Restores destroyed public structures such as flood control, waterworks, roads, bridges, and other vertical and horizontal facilities/structures and provides heavy and light equipment for relief, rescue and recovery operations.

o. Secretary of Tourism - Organizes and trains disaster control groups and reaction teams in hotels, pension houses, restaurants and other tourist-oriented facilities.

p. Secretary of Transportation and Communications - Restores destroyed communication and transportation facilities such as railroads and vertical structures, and organizes emergency transport services from the national down to the barangay level; and restores destroyed communication and transportation facilities such as railroads and vertical structures.

q. Director, Philippine Information Agency - Provides public information service through dissemination of disaster mitigation measures.

r. Secretary-General, Philippine National Red Cross - Conducts disaster leadership training courses, assists in the training of DCCs at all levels; and assists in providing emergency relief assistance to disaster victims.

s. Chief of Staff, Armed Forces of the Philippines - Responsible for the provision of security in disaster area and provision of assistance in the reconstruction of roads, bridges and other structures and transportation facilities for rapid movement of relief supplies and personnel and for the evacuation of disaster victims.

2. Regional Disaster Coordinating Councils (RDCCs)

At the regional level, the Regional Disaster Coordinating Council coordinates the activities of all national government agencies assigned to a particular administrative region. The RDCC is composed of the national government officers assigned to work at that level. The Chairman assigns the Chairman of the RDCC to the post by presidential designation, although under the present set-up, The Philippine National Police (PNP) Regional Directors have been designated as RDCC Chairmen, NDCC. In autonomous regions, the Chief Executives thereat automatically become the Chairmen of the Disaster Coordinating Councils. In Metro Manila, the Metro Manila Governor automatically becomes the Chairman of the Metro Manila Disaster Coordinating Council (MMDCC).

The RDCC, like the NDCC, does not have a budget of its own and operates only through its member-agencies under the principle of coordination, complementation of resources and agency participation.

The OCD Regional Director acts as the Executive Officer of the RDCC.

2.1 Functions:

˩ Establishes a physical facility to be known as the Regional Disaster Operations Center (RDOC);
˩ Coordinates the disaster operations activities in the regions;
˩ Implements within the region the guidelines set by the NDCC;
˩ Advises the local disaster coordinating councils on disaster management; and
˩ Submits appropriate recommendations to the NDCC, as necessary.

3. Local Disaster Coordinating Councils (LDCCs)

At the local government levels, the Chief Executives are, by law, the Chairmen of their respective Councils. Thus, the Governor is the Chairman of the Provincial Disaster Coordinating Council (PDCC). The PDCC is composed of organic key officers paid out of provincial funds and of national government agencies assigned to work in the Province. The same is true in the case of the City Mayor who becomes the Chairman of the City Disaster Coordinating Council (CDDC). At the municipal level, the town Mayor is the Chairman of the Municipal Disaster Coordinating Council (MDCC) while the Punong Barangay acts as the Chairman of the Barangay Disaster Coordinating Council (BDCC).

The local DCCs are the closest to the people. It is at this level that emergency is most felt and rescue, evacuation, relief and rehabilitation operations are launched and carried out. It is also at this level that damages are assessed and requirements are evaluated so that the necessary actions can be taken with dispatch and efficiency. This local responsibility was reinforced with the passage of the RA 7160 or the Local Government Code of 1991, which provides among others, the devolution of basic services and functions to local government units and allocation of a 5% calamity fund for emergency operations.

3.1 Provincial Disaster Coordinating Council (PDCC)

Functions:

ı Establishes a physical facility to be known as the Provincial Disaster Operations Center (PDOC);

ı Coordinates from the PDOC the disaster operations activities of the municipalities within the province;

ı Implements within the province the guidelines set by the RDCC;

ı Advises the City/Municipal and Barangay Disaster Coordinating Councils regarding disaster management;

ı Submits recommendations to the RDCC as necessary; and

ı Places the CDCCs/MDCCs and its tasked units under the operational control of the PDCC during an emergency, which affects the towns/cities.

3.2 City/Municipal Disaster Coordinating Council (CDDC/MDCC)

Functions:

ı Establishes a physical facility to be known as the City/ Municipal Disaster Operations Center (C/MDOC);

ı Coordinates from the C/MDOC the disaster operations activities;

ı Implements within the city/municipality the guidelines set by the PDCC;

ı Advises the Barangay Disaster Coordinating Councils regarding disaster management; and

ı Submits recommendation to the PDCC, as necessary.

3.3 Barangay Disaster Coordinating Council (BDCC)

Functions:

ı Establishes the Barangay Disaster Operations Center (BDOC);

ı Coordinates from the BDOC the disaster operations activities of its tasked units;

ı Implements within the barangay the guidelines set by the C/MDCC; and

ı Advises the members of the BDCC regarding disaster management.

E. Scope

The Philippine Disaster Management System has broad scope covering preparedness, mitigation, response and rehabilitation.

Preparedness refers to pre-disaster actions and measures being undertaken to avert or minimize loss of lives and properties, such as, but not limited to, community organizing, training, planning, equipping, stockpiling, hazard mapping and public information and education initiatives.

Mitigation refers to the measures aimed at minimizing the impact of a natural or man-made disaster on a nation or community in terms of casualties and damages. It also refers to measures designed to prevent natural phenomena from causing or resulting to disasters or other related emergency situations.

Response refers to any concerted effort by two or more agencies, public or private, to provide emergency assistance or relief to persons who are victims of disasters or calamities, and in the restoration of essential public activities and facilities.

Rehabilitation refers to the process by which the affected communities/areas or damaged public infrastructures are restored to their normal level or their actual condition prior to the occurrence of the disaster or calamity.

F. The NDCC Response Mechanism

If a warning bulletin is issued by any of the warning agencies such as PAGASA, PHIVOLCS, AFP, DOH and PNRI, the bulletin is relayed to the National Disaster Management Center (NDMC) for evaluation, assessment and implementation of appropriate emergency services such as search and rescue, evacuation, engineering, relief and medical services. The regional offices of OCD are likewise alerted on the impending threat so that appropriate measures can be taken.

Requirements at the affected areas are initially addressed at the local DCC level by using their calamity fund. Augmentation from higher DCCs and/or from the NDCC may come if the situation has exceeded the LGU's capacity to respond. NDCC action usually comes in the form of calamity area declaration, calamity fund release and additional resource employment.

G. National Calamity Fund

The National Disaster Coordinating Council administers the national calamity fund under the Philippines' General Appropriation Act. The fund shall be used for aid, relief and rehabilitation services to areas affected by man-made and natural calamities and repair and reconstruction of permanent structures. The limited budget allocation of the national calamity fund prompted the NDCC to rationalize its use so that urgent and immediate needs in affected areas are duly addressed based on the priority levels sets.

APPENDIX 4: TOOLS FOR FACILITATION

4.1 FACILITY CHECKLIST

Size of room ───────────────────────────────────

Can you control curtains or blinds? ───────────────────────

Seating arrangements made ─────────────────────────

Can you control lighting? ───────────────────────────

Can you control room temperature? ─────────────────────

What equipment does the facility provide? ──────────────────

───────────── Flip Charts   Cost ─────────────

───────────── Blackboards   Cost ─────────────

───────────── Projector stands   Cost ─────────────

───────────── Data projector   Cost ─────────────

───────────── Slide projector   Cost ─────────────

───────────── Overhead projector   Cost ─────────────

───────────── Pens, pencils, notepads   Cost ─────────────

───────────── Podium (lighted)   Cost ─────────────

Are restrooms clean? ───────── Are there enough? ───────────

Are they close enough to the meeting rooms? ───────────────

Will the meeting room/s next to your room be in use? ─────────

If yes, what will be going on during your meeting? ────────────

Is there any construction scheduled in the facility during your meeting? ─────────

(Give a copy of this list to your contact at the facility)

4.2 Guidelines For Oral Presentations Of Group Discussions

DELIVERY
- you want to generate interest and excitement in your topic
- your enthusiasm will be appreciated by everyone else
- smile
- your role is to be positive/optimistic

VOICE
- speak a little bit slower and a little bit louder
- vary pitch and tone for emphasis
- speak to the farthest person
- vary your speed, faster to excite, slower to emphasize
- be aware of and control nervous tics and mannerisms

BODY LANGUAGE
- be lively and confident
- stand to your full height, but be relaxed
- use gestures for emphasis, but be aware of them and use for the purposes you intend

EYE CONTACT
ı don't just read your notes directly from the card word by word
ı scan the group for visual cues about confusion, irritation, sleepiness, etc
ı pause if you need to regain attention
ı move around a bit, but avoid pacing or weaving back and forth

CONTROL YOUR NERVES
ı prepare
ı practice, practice, practice
ı visualize how the session will be
ı use your own relaxation techniques
ı take a deep breath
ı tense and then relax muscles
ı avoid too much coffee, cigarettes, other drugs

WATCH YOUR TIME
ı place your watch where you can see it without being too obvious
ı practice timings carefully
ı mark your notes with timings - use running clock time, not total minutes per section
ı prioritize in advance which parts could be abandoned
ı don't overload your session with too much material

4.3 Materials Checklist for Trainings/Workshops

Check   Items for facilitating/training workshop with group (10-40 people)
         Participant modules and handouts for everyone + 5-10 extra sets
         Overhead projector/data projector with laptop
         Spare bulb for overhead projector
         Extension cord (if needed for setting up overhead projector)
         Water soluble colored overhead projector pens (for preparing free-hand
            overheads) - Fine or medium point colored markers. Three to four packs.
         1 box of acetate sheets/blank overhead transparency sheets
         4-5 flip chart stands for flip chart paper (+ extra flip chart paper pads)
         Colored markers for flip chart paper - 6 sets of 4-5 colored markers
         Water and glasses
         Movable tables (so that you can configure the room differently - and organize
            larger group into smaller groups)
         Small table in front on the side to place notes and trainers materials
         Table at the back for additional resource speakers, visitors, VIPs etc
         Table for training materials, extra flip charts, markers, etc
         Writing pads and pens for each participant
         5 rolls of masking tape
         Pair of scissors
         Hole punch for binders
         Stapler and extra staples
         Name tags for each participant and presenter
         Name cards to place on the table
         Video monitor and video player to play video tape if required
         100 small index cards. Approximate size: 10cm x 15cm
         5 packs of yellow post-it notes. Approximate size: 12cm x 8 cm
         Secretariat/recorder with laptop and batteries

4.4 Facilitators' Tips For Working With Small Groups

This exercise will provide a chance for practice, observation, and analysis of meeting facilitation skills that will be useful in any training workshop. Two large groups will be formed for this exercise. In each case one of the workshop facilitators will go with your group in order to provide specific instructions in your meeting rooms. Review the list of tips here for some pre-exercise advice!

Small group facilitator

At the beginning
- clarify the task
- discuss methods
- remind group of time constraints

During the discussions
- initiate a debate
- be impartial
- encourage participation
- focus the group
- keep an overview
- reformulate and summarize
- test for consensus
- lead to a conclusion

At the end
- summarize the conclusion and key points

Small group reporter
- use flip chart
- print in large letters/dark colors
- record main points as they occur
- ask for clarification
- don't continue until point clearly recorded
- rewrite from report-back (if necessary)

Report - Back
- maximum of 5 minutes
- speak slowly and clearly
- just give the main points
- remind audience of task
- finish clearly
- don't block view

4.5 Group Contingency Planning Facilitation Exercises

In your small teams, refer back to the emergency scenario or emergency type you decided was the most important for your area or region. Based on the idea that you are now starting a contingency planning process for dealing with that situation, your team has two tasks:

Task 1: Prepare a 5-minute presentation, explaining the situation you want to prepare for, and a persuasive argument to energize the group to join and participate fully in this process.

Task 2: Prepare a contingency planning structure, mechanism and timeline, in graphic form. Be prepared to present the idea to the larger contingency planning group for discussion, revision, if required, and hopefully - group acceptance and approval of the process structure.

You will have 1 hour to prepare yourself and your materials for presentation which must last no longer than 10 minutes.

Your workshop facilitators will provide you with help, suggestions, advice, materials, or assistance if they can.

GOOD LUCK!

APPENDIX 5: TOOL BOX

Table 5.1 Key Emergency Indicators

Crude Mortality rate (CMR)	Normal rate among a settled population Emergency program under control Emergency program in serious trouble Emergency: out of control Major catastrophe	0.3 to 0.5/10,000/day <1/10,000/day >1/10,000./day >2/10,000/day >5/10,000/day
Mortality rate among children under 5 years old (U5MR)	Normal rate among a settled population Emergency program under control Emergency program in serious trouble Emergency: out of control	1.0/10,000/ day <2.0/10,000/day <2.0/10,000/day >4.0/10,000/day
Clean water	Minimum survival allocation Minimum maintenance allocation	7 liters/person/day 15-20 liters/person/day
Food	Minimum food energy requirement for a population totally dependant on food aid	2,100 kcal/person/day
Nutrition	Emergency level: >15% of the population under five years old below 80% weight for height	
	or	>10% of the population under five years old below 80% weight for height together with aggravating factors e.g. epidemic of measles, crude mortality rate >1/10,000/day
Measles	Any reported cases. 10% or more unimmunized in the 6 months to 5 years age group.	
Respiratory infections	Any pattern of severe cases	
Diarrhoea	Any pattern of severe cases	
Appropriate shelter	Protection from wind, rain, freezing temperatures, and direct sunlight are minimum requirements Minimum shelter area Minimum total site area	 3.5 sq.m/person 30.0 sq.m/person
Sanitation	Lack of organized excreta and waste disposal. Less than 1 latrine cubicle per 100 persons	

Table 5.2 Public Health Emergency: Major Killers

Measles **Diarrhoeal Diseases** **Acute respiratory infection (ARI)** **Malaria** **Malnutrition**	A significant increase of incidence of these conditions should prompt an immediate response (or the reporting of just one case of measles)

Table 5.3 Common Health Problems

Disease	Major contributing factors	Preventive measures
Diarrhoeal disease	Overcrowding
Contamination of water and food
Lack of hygiene	1 adequate living space
1 public health education
1 distribution of soap
1 good personal and food hygiene
1 safe water supply and sanitation
Measles	Overcrowding
Low vaccination coverage	1 minimum living spare standards
1 immunization of children with distribution of Vitamin A. Immunization from 6 months up to 15 years (rather than the more usual 5 years) is recommended because of the increased risk from living conditions
Acute respiratory infections	Poor housing
Lack of blankets and clothing
Smoke in living area	1 minimum living space standards and
1 proper shelter; adequate clothing, sufficient blankets
Malaria	New environment with a strain to which the refugees are not immune;
Stagnant water which becomes a breeding area for mosquitoes	1 destroying mosquito breeding places, larvae and adult mosquitoes by spraying. However, the success of vector control is dependent on particular mosquito habits and local experts must be consulted
1 provision of mosquito nets
1 drug prophylaxis (e.g. pregnant women and young children according to national protocols)
Meningococcal meningitis	Overcrowding in areas where disease is endemic (often has local seasonal pattern)	1 immunization only after expert advice when surveys suggest necessity
Tuberculosis	Overcrowding
Malnutrition
High HIV prevalence	1 minimum living standards (but where it is endemic it will remain a problem)
1 immunization
Typhoid	Overcrowding
Poor personal hygiene
Contaminated water supply
Inadequate sanitation	1 minimum living standards
1 safe water, proper sanitation
1 good personal, food and public hygiene and public health education
Worms especially hookworms	Overcrowding	1 minimum living standards
1 wearing shoes
1 good personal hygiene
Scabies	Overcrowding
Poor personal hygiene	1 minimum living standards
1 enough water and soap for washing
Xerophthalmia Vitamin A deficiency	Inadequate diet
Following acute prolonged infections, measles and diarrhea	1 adequate dietary intake of vitamin A; If notavailable, provide vitamin A fortified food or supplements
1 immunization against measles. Systematic prophylaxis for children, every 4-6 months
Anemia	Malaria, hookworm, poor absorption or insufficient intake of iron and folate	1 prevention/treatment of contributory disease
1 correction of diet including food fortification
Tetanus	Injuries to unimmunized population
Poor obstetrical practice causes neo-natal tetanus	1 good first aid
1 immunization of pregnant women and subsequent general immunization within EPI
1 training of midwives and clean ligatures, scissors, etc
Hepatitis	Lack of hygiene
Contamination of food and water	1 safe water supply
1 effective sanitation
1 safe blood transfusions

Table 5.4 Screening of New Arrivals - Reception Activities

a) HEALTH SCREENING

Nutritional screening	**Children 1 to under 5 years:** Measure the mid-upper arm circumference (MUAC). Any children with MUAC below 12.5 cm should be immediately referred to health or nutrition services for weighing and measuring and for nutritional assistance if required.
Measles immunization	**Children aged 6 months to 12 (or even 15) years:** Immunize entire group and issue "Road to Health" or other immunization record card. *Note:* It is often impractical to vaccinate at the same time as screening. However screening could be used to evaluate the vaccination coverage.
Vitamin A prophylaxis	Given along with measles vaccine, but should not delay measles vaccination if vitamin A is not available.
Basic curative care	**As required:** On-site first-line care for dehydration, respiratory infections, presumed malaria, trauma, and other life threatening conditions. Referral to existing health care facilities.

b) DEMOGRAPHIC SCREENING

Population estimation	**Everyone:** Estimate total population broken down by sex and age (0-4, 5-14, 15-44, and 44 years and over) Estimate numbers of vulnerable persons such as children up to 5 years old, pregnant/lactating women, handicapped, female heads of households, single women, and unaccompanied minors.

Table 5.5 Radio Communications, Phonetic Alphabet

Letter	Phonetic Equivalent	Letter	Phonetic Equivalent	Letter	Phonetic Equivalent
A	Alpha	J	Juliet	S	Sierra
B	Bravo	K	Kilo	T	Tango
C	Charlie	L	Lima	U	Uniform
D	Delta	M	Mike	V	Victor
E	Echo	N	November	W	Whiskey
F	Fox-trot	O	Oscar	X	X-Ray
G	Golf	P	Papa	Y	Yankee
H	Hotel	Q	Quebec	Z	Zulu
I	India	R	Romeo		

Table 5.6 Site Planning Figures for Emergencies

RESOURCE	HOW MUCH YOU WILL NEED
Land	30-45m² per person
Sheltered space (tents or other structures)	3.5m² per person
Fire break space	A clear area between shelters 50m wide should be provided for every 300m of built-up area. A minimum of 1-1.5m should be provided between guy-ropes of neighboring tents on all sides
Roads and walkways	20-25% of entire site
Open space and public facilities	15-20% of entire site
Environmental sanitation	1 latrine seat per 20 people or ideally 1 per family sited not farther than 50m from user accommodations and not nearer than 6m. 1 x 100 liter refuse bin per 50 people 1 wheelbarrow per 500 people 1 communal refuse pit (2m x 5m x 2m) per 500 people
Water	15-20 liters per person per day of clean water
Tap stands	1 per 200 persons sited not farther than 100m from user accommodations
Warehouse space	For food grains in bags, stacked 6m high allow 1.2m² of flood space per ton
Food	2,100 kcals/person/day This will require approximately 36 metric tons/10,000 people week of food assuming the following daily ration: 350-400 g/person of staple cereal 20-40 g/person/day of energy rich food (oil/fat) 50 g/person/day of protein rich food (legumes)

Table 5.7 Typical Services and Infrastructure Requirements for Camps

1 latrine	per	1 family (6-10 persons)
1 water tap	per	1 community (80-100 persons)
1 health center	per	1 camp (of 20,000 persons)
1 hospital	per	Up to 200,000 persons
1 school	per	1 sector (5,000 persons)
4 commodity distribution sites	per	1 camp module (20,000 persons)
1 market	per	1 camp module (20,000 persons)
2 refuse drums	per	1 community (80-100 persons)

Table 5.8 The Size of Things

Commodity volume per ton (m3/1,000kg)	Approximate	Standard package	Typical maximum stacking height
Water	1	none	N/a
Food grains/beans	2	50 kg bag	20-40 bags
Flour and blended food	2	25 kg bag	20-30 bags
DSM in bags	2.4	25 kg bag	20-30 bags
DSM in tins inside cartons	4	20 kg/carton 4 tins/carton	8 individual cartons or 20 if palletized
Edible oil in tins inside cartons	2	25 kg/carton 6 tins per carton	8 individual cartons or 20 if palletized
Oil in drums	1.4	200 liter drum	2 drums upright with wood between the rims or 3 drums on their sides
ORS	2.4	35 kg carton	3-4 m
Mixed drugs	3.5	45 kg carton	3-4 m
Clinic equipment and teaching aids	4.5	35-50 kg carton	3-4 m
Kitchen utensils	5	35-40 kg carton	3-4 m
Family tents	4.5	35-60 kg/unit	4.5 m*
Compressed blankets	4.5	70 units/bale 85 kg/bale	4.5 m*
Loose blankets	9	unit	3-4 m

*where equipment for stacking allows

Table 5.9 Conversion Factors

To convert from	To	Multiply by
Length		
Yards (1 = 3ft = 36 inches)	Meters	0.91
Meters (1 = 100cm)	Yard	1.09
Miles (1 = 1,760 yds)	Kilometers	1.61
Kilometers (1 = 1,000m) The international nautical mile = 5.076 feet = 1.825km	Miles	0.62
Area		
Yards (1 = 9ft)	Meters	0.84
Meters (1 = 10,000 cm^2)	Yards	1.20
Acres (1 = 4,840 yd^2)	Hectares	0.41
Hectares (1 = 100 acres = 10,000 m^2)	Acres	2.47
Miles (1 = 640 acres)	Kilometers	2.59
Kilometers (1 - 100ha)	Miles	0.39
Volume		
US gallons	UK gallons	0.83
UK gallons	US gallons	1.20
US (UK) pints	Litres	0.47 (0.57)
Litres	US(UK) pints	2.11 (1.76)
US (UK) gallons (1 = 8 pints)	Litres	3.79 (4.55)
Meters	Yards	1.31
Yards (1 = 27 ft)	Meters	0.77
Weight		
Ounces (oz)	Grams	29.35
Grams	Ounces	0.035
Pounds (lb, 1 = 16 oz)	Kilos	0.454
Kilos (kg, 1 = 1,000 g)	Pounds	2.21
US short tons (1 = 2,000 lb)	Metric tons	0.91
US long tons (= UK tons, 1 = 20 hundredweight (CWT) = 2240 lb)	Metric tons	1.02
Metric tons (MT, 1 = 1,000 kg)	US short tons	1.10
US long tons	UK tons	0.98
Temperature		
Centigrade	Fahrenheit	1.8 and add 32
Fahrenheit	Centigrade	Subtract 32 and multiply by 0.56

Weight of water (at 16.70C, 620F)
1 liter = 1kg;   1 US gal = 8.33 lb;
1 UK gal = 101 lb   1 ft = 62.31 lb

APPENDIX 6: GUIDING PRINCIPLES ON INTERNAL DISPLACEMENT

65

Foreword

by Under-Secretary-General for Humanitarian Affairs
Mr. Sergio Vieira de Mello

The humanitarian community is increasingly aware of the crisis of internal displacement which affects over 20 million people worldwide. While responsibility for the protection of IDPs rests first and foremost with national governments and local authorities, it is important for the international community to see how best it can contribute to enhancing the protection of IDPs in conflict and crisis situations. We must also design humanitarian assistance in such a way that it will promote the protection of IDPs.

Within the United Nations system, significant steps have been taken to enhance an effective and timely response to the needs of internally displaced persons (IDPs). The Inter-Agency Standing Committee (IASC) has entrusted me with the responsibility to act as Focal Point within the UN system for issues relating to the internally displaced. In discharging this mandate, I am committed to enhancing the capacity of the United Nations as a whole to respond to situations of internal displacement as well as to promoting strong coordination and a clearer division of institutional responsibilities and adequate support to operational agencies.

In this context, I welcome the issuance by the Secretary-General's Special Representative on IDPs of the Guiding Principles on Internal Displacement. These Principles, which are based upon existing international humanitarian law and human rights instruments, are to serve as an international standard to guide governments as well as international humanitarian and develop-ment agencies in providing assistance and protection to IDPs.

The IASC fully supports the Guiding Principles and has encouraged its members to share them with their Executive Boards and with their staff, especially those in the field, in order to ensure that the Principles are applied in their activities on behalf of internally displaced persons.

I believe that the Guiding Principles can play a significant role in raising awareness of the needs of IDPs, mobilizing support within the humanitarian community and helping field col-leagues to find solutions when confronted with the protection and assistance needs of the internally displaced. The Principles will also assist governments in providing for the security and well-being of their displaced populations.

I hope that each of you will work to ensure the widest possible dissemination and application of the Guiding Principles, in order to achieve the much needed improvement in the status and treatment of internally displaced persons.

Introductory Note

by the Representative of the Secretary-General on Internally Displaced Persons
Mr. Francis M. Deng

The international community is confronted with the monumental task of ensuring protection for persons forcibly uprooted from their homes by violent conflicts, gross violations of human rights and other traumatic events, but who remain within the borders of their own countries. Nearly always they suffer from severe deprivation, hardship and discrimination. It is to meet this challenge that the Guiding Principles on Internal Displacement were developed.

The Principles identify the rights and guarantees relevant to the protection of the internally displaced in all phases of displacement. They provide protection against arbitrary displace-ment, offer a basis for protection and assistance during displacement, and set forth guaran-tees for safe return, resettlement and reintegration. Although they do not constitute a binding instrument, these Principles reflect and are consistent with international human rights and humanitarian law and analogous refugee law.

The Principles were developed over several years pursuant to the mandate given to me in 1992 by the Commission on Human Rights and reinforced by subsequent resolutions of both the Commission and the General Assembly. Initially I was asked to study the causes and con-sequences of internal displacement, the status of the internally displaced in international law,

the extent to which their needs are being addressed under current institutional arrangements, and ways to improve protection and assistance for them.

Accordingly, developing needed legal and institutional frameworks for the internally displaced and undertaking country missions to engage Governments and others in a dialogue on their behalf have been the main activities of my mandate. In collaboration with a team of international legal experts, I examined the extent to which internally displaced persons receive adequate coverage under international law and produced a "Compilation and Analysis of Legal Norms" (E/CN.4/1996/52/Add.2). The study found that while existing law provides substantial coverage for the internally displaced, there are significant areas in which it fails to provide an adequate basis for their protection and assistance. Subsequently, the Commission and the General Assembly requested me to prepare an appropriate normative framework for the internally displaced. This led to the drafting of the Guiding Principles which both restate existing norms and seek to clarify grey areas and fill in the gaps.

After I presented the Guiding Principles to the Commission in 1998, the Commission adopted a resolution taking note of the Guiding Principles and of my stated intention as the Representative of the Secretary-General to use them in my ongoing dialogue with Governments and all those whose mandates and activities relate to the needs of the internally displaced. The Commission also took note of the decision of the Inter-Agency Standing Committee, which had welcomed the Principles and encouraged its members to share them with their Executive Boards and staff, especially in the field, and to apply them in their activities on behalf of the internally displaced.

The Guiding Principles should provide valuable practical guidance to Governments, other competent authorities, intergovernmental organizations and NGOs in their work with internally displaced persons. It is my hope that they will be widely circulated and given practical application in the field.

Introduction: Scope and Purpose

1. These Guiding Principles address the specific needs of internally displaced persons worldwide. They identify rights and guarantees relevant to the protection of persons from forced displacement and to their protection and assistance during displacement as well as during return or resettlement and reintegration.

2. For the purposes of these Principles, internally displaced persons are persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.

3. These Principles reflect and are consistent with international human rights law and international humanitarian law. They provide guidance to:

(a) The Representative of the Secretary-General on internally displaced persons in carrying out his mandate;

(b) States when faced with the phenomenon of internal displacement;

(c) All other authorities, groups and persons in their relations with internally displaced persons; and

(d) Intergovernmental and non-governmental organizations when addressing internal displacement.

4. These Guiding Principles should be disseminated and applied as widely as possible.

Section I - General principles
Principle 1

1. Internally displaced persons shall enjoy, in full equality, the same rights and freedoms under international and domestic law as do other persons in their country. They shall not be discriminated against in the enjoyment of any rights and freedoms on the ground that they are internally displaced.

2. These Principles are without prejudice to individual criminal responsibility under international law, in particular relating to genocide, crimes against humanity and war crimes.

Principle 2

1. These Principles shall be observed by all authorities, groups and persons irrespective of their legal status and applied without any adverse distinction. The observance of these Principles shall not affect the legal status of any authorities, groups or persons involved.

2. These Principles shall not be interpreted as restricting, modifying or impairing the provisions of any international human rights or international humanitarian law instrument or rights granted to persons under domestic law. In particular, these Principles are without prejudice to the right to seek and enjoy asylum in other countries.

Principle 3

1. National authorities have the primary duty and responsibility to provide protection and humanitarian assistance to internally displaced persons within their jurisdiction.

2. Internally displaced persons have the right to request and to receive protection and humanitarian assistance from these authorities. They shall not be persecuted or punished for making such a request.

Principle 4

1. These Principles shall be applied without discrimination of any kind, such as race, colour, sex, language, religion or belief, political or other opinion, national, ethnic or social origin, legal or social status, age, disability, property, birth, or on any other similar criteria.

2. Certain internally displaced persons, such as children, especially unaccompanied minors, expectant mothers, mothers with young children, female heads of household, persons with disabilities and elderly persons, shall be entitled to protection and assistance required by their condition and to treatment which takes into account their special needs.

Section II - Principles relating to protection from displacement

Principle 5   All authorities and international actors shall respect and ensure respect for their obligations under international law, including human rights and humanitarian law, in all circumstances, so as to prevent and avoid conditions that might lead to displacement of persons.

Principle 6

1. Every human being shall have the right to be protected against being arbitrarily displaced from his or her home or place of habitual residence.

2. The prohibition of arbitrary displacement includes displacement:

(a) When it is based on policies of apartheid, "ethnic cleansing" or similar practices aimed at/or resulting in altering the ethnic, religious or racial composition of the affected population;

(b) In situations of armed conflict, unless the security of the civilians involved or imperative military reasons so demand;

(c) In cases of large-scale development projects, which are not justified by compelling and overriding public interests;

(d) In cases of disasters, unless the safety and health of those affected requires their evacuation; and

(e) When it is used as a collective punishment.

3. Displacement shall last no longer than required by the circumstances.

Principle 7

1. Prior to any decision requiring the displacement of persons, the authorities concerned shall ensure that all feasible alternatives are explored in order to avoid displacement altogether. Where no alternatives exist, all measures shall be taken to minimize displacement and its adverse effects.

2. The authorities undertaking such displacement shall ensure, to the greatest practicable extent, that proper accommodation is provided to the displaced persons, that such displacements are effected in satisfactory conditions of safety, nutrition, health and hygiene, and that members of the same family are not separated.

3. If displacement occurs in situations other than during the emergency stages of armed conflicts and disasters, the following guarantees shall be complied with:

(a) A specific decision shall be taken by a State authority empowered by law to order such measures;

(b) Adequate measures shall be taken to guarantee to those to be displaced full information on the reasons and procedures for their displacement and, where applicable, on compensation and relocation;

(c) The free and informed consent of those to be displaced shall be sought;

(d) The authorities concerned shall endeavour to involve those affected, particularly women, in the planning and management of their relocation;

(e) Law enforcement measures, where required, shall be carried out by competent legal authorities; and

(f) The right to an effective remedy, including the review of such decisions by appropriate judicial authorities, shall be respected.

Principle 8   Displacement shall not be carried out in a manner that violates the rights to life, dignity, liberty and security of those affected.

Principle 9   States are under a particular obligation to protect against the displacement of indigenous peoples, minorities, peasants, pastoralists and other groups with a special dependency on and attachment to their lands.

Section III - Principles relating to protection during displacement
Principle 10

1. Every human being has the inherent right to life which shall be protected by law. No one shall be arbitrarily deprived of his or her life. Internally displaced persons shall be protected in particular against:

(a) Genocide;

(b) Murder;

(c) Summary or arbitrary executions; and

(d) Enforced disappearances, including abduction or unacknowledged detention, threatening or resulting in death.

Threats and incitement to commit any of the foregoing acts shall be prohibited.

2. Attacks or other acts of violence against internally displaced persons who do not or no longer participate in hostilities are prohibited in all circumstances. Internally displaced persons shall be protected, in particular, against:

(a) Direct or indiscriminate attacks or other acts of violence, including the creation of areas wherein attacks on civilians are permitted;

(b) Starvation as a method of combat;

(c) Their use to shield military objectives from attack or to shield, favour or impede military operations;

(d) Attacks against their camps or settlements; and

(e) The use of anti-personnel landmines.

Principle 11

1. Every human being has the right to dignity and physical, mental and moral integrity.

2. Internally displaced persons, whether or not their liberty has been restricted, shall be protected in particular against:

(a) Rape, mutilation, torture, cruel, inhuman or degrading treatment or punishment, and other outrages upon personal dignity, such as acts of gender-specific violence, forced prostitution and any form of indecent assault;

(b) Slavery or any contemporary form of slavery, such as sale into marriage, sexual exploitation, or forced labour of children; and

(c) Acts of violence intended to spread terror among internally displaced persons.

Threats and incitement to commit any of the foregoing acts shall be prohibited.

Principle 12

1. Every human being has the right to liberty and security of person. No one shall be subjected to arbitrary arrest or detention.

2. To give effect to this right for internally displaced persons, they shall not be interned in or confined to a camp. If in exceptional circumstances such internment or confinement is abso-

lutely necessary, it shall not last longer than required by the circumstances.

3. Internally displaced persons shall be protected from discriminatory arrest and detention as a result of their displacement.

4. In no case shall internally displaced persons be taken hostage.

Principle 13

1. In no circumstances shall displaced children be recruited nor be required or permitted to take part in hostilities.

2. Internally displaced persons shall be protected against discriminatory practices of recruitment into any armed forces or groups as a result of their displacement. In particular any cruel, inhuman or degrading practices that compel compliance or punish non-compliance with recruitment are prohibited in all circumstances.

Principle 14

1. Every internally displaced person has the right to liberty of movement and freedom to choose his or her residence.

2. In particular, internally displaced persons have the right to move freely in and out of camps or other settlements.

Principle 15   Internally displaced persons have:

(a) The right to seek safety in another part of the country;

(b) The right to leave their country;

(c) The right to seek asylum in another country; and

(d) The right to be protected against forcible return to or resettlement in any place where their life, safety, liberty and/or health would be at risk.

Principle 16

1. All internally displaced persons have the right to know the fate and whereabouts of missing relatives.

2. The authorities concerned shall endeavour to establish the fate and whereabouts of internally displaced persons reported missing, and cooperate with relevant international organizations engaged in this task. They shall inform the next of kin on the progress of the investigation and notify them of any result.

3. The authorities concerned shall endeavour to collect and identify the mortal remains of those deceased, prevent their despoliation or mutilation, and facilitate the return of those remains to the next of kin or dispose of them respectfully.

4. Grave sites of internally displaced persons should be protected and respected in all circumstances. Internally displaced persons should have the right of access to the grave sites of their deceased relatives.

Principle 17

1. Every human being has the right to respect of his or her family life.

2. To give effect to this right for internally displaced persons, family members who wish to remain together shall be allowed to do so.

3. Families which are separated by displacement should be reunited as quickly as possible. All appropriate steps shall be taken to expedite the reunion of such families, particularly when children are involved. The responsible authorities shall facilitate inquiries made by family members and encourage and cooperate with the work of humanitarian organizations engaged in the task of family reunification.

4. Members of internally displaced families whose personal liberty has been restricted by internment or confinement in camps shall have the right to remain together.

Principle 18

1. All internally displaced persons have the right to an adequate standard of living.

2. At the minimum, regardless of the circumstances, and without discrimination, competent authorities shall provide internally displaced persons with and ensure safe access to:

(a) Essential food and potable water;

(b) Basic shelter and housing;

(c) Appropriate clothing; and

(d) Essential medical services and sanitation.

3. Special efforts should be made to ensure the full participation of women in the planning and distribution of these basic supplies.

Principle 19

1. All wounded and sick internally displaced persons as well as those with disabilities shall receive to the fullest extent practicable and with the least possible delay, the medical care and attention they require, without distinction on any grounds other than medical ones. When necessary, internally displaced persons shall have access to psychological and social services.

2. Special attention should be paid to the health needs of women, including access to female health care providers and services, such as reproductive health care, as well as appropriate counselling for victims of sexual and other abuses.

3. Special attention should also be given to the prevention of contagious and infectious diseases, including AIDS, among internally displaced persons.

Principle 20

1. Every human being has the right to recognition everywhere as a person before the law.

2. To give effect to this right for internally displaced persons, the authorities concerned shall issue to them all documents necessary for the enjoyment and exercise of their legal rights, such as passports, personal identification documents, birth certificates and marriage certificates. In particular, the authorities shall facilitate the issuance of new documents or the replacement of documents lost in the course of displacement, without imposing unreasonable conditions, such as requiring the return to one's area of habitual residence in order to obtain these or other required documents.

3. Women and men shall have equal rights to obtain such necessary documents and shall have the right to have such documentation issued in their own names.

Principle 21

1. No one shall be arbitrarily deprived of property and possessions.

2. The property and possessions of internally displaced persons shall in all circumstances be protected, in particular, against the following acts:

(a) Pillage;

(b) Direct or indiscriminate attacks or other acts of violence;

(c) Being used to shield military operations or objectives;

(d) Being made the object of reprisal; and

(e) Being destroyed or appropriated as a form of collective punishment.

3. Property and possessions left behind by internally displaced persons should be protected against destruction and arbitrary and illegal appropriation, occupation or use.

Principle 22

1. Internally displaced persons, whether or not they are living in camps, shall not be discriminated against as a result of their displacement in the enjoyment of the following rights:

(a) The rights to freedom of thought, conscience, religion or belief, opinion and expression;

(b) The right to seek freely opportunities for employment and to participate in economic activities;

(c) The right to associate freely and participate equally in community affairs;

(d) The right to vote and to participate in governmental and public affairs, including the right to have access to the means necessary to exercise this right; and

(e) The right to communicate in a language they understand.

Principle 23

1. Every human being has the right to education.

2. To give effect to this right for internally displaced persons, the authorities concerned shall ensure that such persons, in particular displaced children, receive education which shall be free and compulsory at the primary level. Education should respect their cultural identity, language and religion.

3. Special efforts should be made to ensure the full and equal participation of women and girls in educational programmes.

4. Education and training facilities shall be made available to internally displaced persons, in particular adolescents and women, whether or not living in camps, as soon as conditions permit.

Section IV - Principles relating to humanitarian assistance
   Principle 24
   1. All humanitarian assistance shall be carried out in accordance with the principles of humanity and impartiality and without discrimination.
   2. Humanitarian assistance to internally displaced persons shall not be diverted, in particular for political or military reasons.
   Principle 25
   1. The primary duty and responsibility for providing humanitarian assistance to internally displaced persons lies with national authorities.
   2. International humanitarian organizations and other appropriate actors have the right to offer their services in support of the internally displaced. Such an offer shall not be regarded as an unfriendly act or an interference in a State's internal affairs and shall be considered in good faith. Consent thereto shall not be arbitrarily withheld, particularly when authorities concerned are unable or unwilling to provide the required humanitarian assistance.
   3. All authorities concerned shall grant and facilitate the free passage of humanitarian assistance and grant persons engaged in the provision of such assistance rapid and unimpeded access to the internally displaced.
   Principle 26   Persons engaged in humanitarian assistance, their transport and supplies shall be respected and protected. They shall not be the object of attack or other acts of violence.
   Principle 27
   1. International humanitarian organizations and other appropriate actors when providing assistance should give due regard to the protection needs and human rights of internally displaced persons and take appropriate measures in this regard. In so doing, these organizations and actors should respect relevant international standards and codes of conduct.
   2. The preceding paragraph is without prejudice to the protection responsibilities of international organizations mandated for this purpose, whose services may be offered or requested by States.

Section V - Principles relating to return, resettlement and reintegration
   Principle 28
   1. Competent authorities have the primary duty and responsibility to establish conditions, as well as provide the means, which allow internally displaced persons to return voluntarily, in safety and with dignity, to their homes or places of habitual residence, or to resettle voluntarily in another part of the country. Such authorities shall endeavour to facilitate the reintegration of returned or resettled internally displaced persons.
   2. Special efforts should be made to ensure the full participation of internally displaced persons in the planning and management of their return or resettlement and reintegration.
   Principle 29
   1. Internally displaced persons who have returned to their homes or places of habitual residence or who have resettled in another part of the country shall not be discriminated against as a result of their having been displaced. They shall have the right to participate fully and equally in public affairs at all levels and have equal access to public services.
   2. Competent authorities have the duty and responsibility to assist returned and/or resettled internally displaced persons to recover, to the extent possible, their property and possessions which they left behind or were dispossessed of upon their displacement. When recovery of such property and possessions is not possible, competent authorities shall provide or assist these persons in obtaining appropriate compensation or another form of just reparation.
   Principle 30   All authorities concerned shall grant and facilitate for international humanitarian organizations and other appropriate actors, in the exercise of their respective mandates, rapid and unimpeded access to internally displaced persons to assist in their return or resettlement and reintegration.

ACKNOWLEDGMENT

Considered as the first of its kind in the Philippines, this Manual on Contingency Planning for Local Government Units represents the best efforts and experiential application by writeshop participants who collaborated on this manual and the Program Facilitator of the NDCC-UNHCR Collaboration on Emergency Management Training and Contingency Planning, who was with us from the beginning until the final phase of this project.

Everyone involved in the production of this manual has shown tremendous enthusiasm, commitment and dedication. Certain individuals, however, deserve mention for their special efforts.

Our special thanks to Dr. Pujiono of UNHCR-Jakarta, for his untiring, unselfish effort in sharing his expertise on disaster management with a special touch of friendliness, for his boundless patience in explaining whatever doubts or questions we raised, and above all, for his dedication and skills, which carried the process forward from concept to the final "commissioning" of this manual.

Our appreciation to Mr. Tham Meechubot, Head Liaison Office, UNHCR Manila, for his full support to the project, particularly the printing and publication of this manual.

Our congratulations also to the OCD Training Staff for providing the technical and support services from the conceptualization, drafting and finalization of the manual.

Our gratitude to all those who in various ways contributed to making this manual a reality. To all of you, maraming salamat.

And finally, to the person who has relentlessly advocated and pursued for local government units to be more empowered in dealing with disasters and emergencies, OCD Administrator and NDCC Executive Officer Melchor P. Rosales. We fondly dedicate this to him.

– NDCC-UNHCR Core Group