

Disaster Risk Management Master Plan (DRMMP): Pilot Application in Metropolitan Manila

Discussion Draft 13 April 2005

I. Purpose/Vision of DRMMP

The DRMMP is a tool which enables local governments to systematically and systemically implement a disaster risk management (DRM) agenda for the city, including legal, institutional, financial, social and technical elements. The ultimate objective of the DRMMP is to provide: (1) the institutional and legal framework for a sound disaster risk management system, and (2) the integration of DRM into the ongoing governance and business processes in the city. This is accomplished by introducing DRMMP as another planning exercise undertaken by the city. Cities (and particularly megacities) routinely undertake master planning exercises such as for example for transportation or urban growth. This planning process determines the elements to be implemented and their related implementation processes. They also define the socio-economic and political constraints and establish the parameters of the “social contract” among governmental entities and other institutions in society for implementing agreed-upon measures to reduce disaster risk.

II. The Metro Manila Context

Socio-Political Context

Metropolitan Manila is the political, socioeconomic, and cultural center of the Philippines. With a population of over 10 million and a complex governance system involving 13 cities and 4 municipalities, it is a densely populated National Capital Region which is subject to numerous hazards, including earthquakes and flooding.

Through the combined efforts of 3cd Program Local Investigator Renato Solidum, his Local Working Group, officials and administrators of city partners Makati City and Quezon City, and the international 3cd Program team, a working City Profile of Metropolitan Manila has been developed. The profile presents a synthesis of information regarding hazards and risk factors, governance and other elements of the socio-political and economic context for DRM, and the characteristics of the current DRM system within the greater urban area. This City Profile establishes baseline information which will be continuously validated and updated through consultations with stakeholders. The Profile is placed on 3cd Program websites so that researchers and practitioners within Metro Manila as well as in other cities can learn from Metro Manila’s experience.

Technical Risk Information

As noted in **3cd Program: Towards the Implementation of a Comprehensive DRMMP in Metro Manila, Philippines**, local organizations with the support of international agencies have produced several relevant studies focused on risk and

vulnerability assessment and mitigation recommendations, particularly related to earthquakes, including the following:

- The Metro Manila Case Study of the multi-lateral EqTAP research project, Development of Earthquake and Tsunami Disaster Mitigation Technologies and their Application in the Asia-Pacific Region, the Earthquake Disaster Mitigation Research Center (EdM-NIED), 1999-2003.
- The Metropolitan Manila Earthquake Impact Reduction Study (MMEIRS), conducted by JICA, MMDA and PHIVOLCS, 2002-2004.
- The Multi-hazard Urban Risk Assessment for Marikina City and guidelines for implementing multi-hazard risk reduction strategies, Pacific Disaster Center (PDC), 2004.
- The 3rd Program, initiated by the Earthquakes and Megacities Initiative (EMI), EdM-NIED, PDC, PHIVOLCS, MMDA, Makati and Quezon Cities, 2004-2005.

These and other studies and ongoing research by PHIVOLCS and academic institutions in the Philippines have resulted in the availability of a large compendium of data and information about risk and risk management practices and options for Metro Manila.

III. The DRMMP Process

Concept

DRMMP signifies both a “master plan” and a planning process. The DRMMP process will result in the development of a “menu” of actions to be prioritized and organized into action plans related to the key/essential components of a sound DRM system, and related implementation processes. The action plans can be grouped into the conventional DRM functions:

- Community and institutional preparedness and awareness
- Mitigation and prevention
- Response and recovery
- Institutional development and capacity enhancement
- Knowledge and technology enhancement and application

These action plans will need to be undertaken at various functional and organizational levels of the local government as well as by other entities not under local government authority, such as regional/provincial or central government or utility companies, health care providers, etc., in a holistic, integrated approach to dealing with disaster risk.

Since implementation of the action plans will require efforts and collaboration by various organizations and elements of society as well as government, the DRMMP

process needs to be highly inclusive and interactive, involving all interested parties and stakeholders.

Process

The basic DRMMP process includes the following actions:

- Capturing the knowledge gained through previous projects
- Determining current practices, gaps and deficiencies, and sound practices
- Disseminating knowledge about risk and risk management and developing DRM tools
- Developing ownership mechanisms to translate knowledge into stakeholders' action
- Turning knowledge into plans and plans into actions by identifying legal and institutional arrangements, administrative structures; resources, constraints and timelines
- Establishing the implementation structure, procedure and processes (Implementation often fails because the structures/institutions/mechanisms for implementation are weak.)
- Instituting monitoring and updating processes

IV. Implementing the DRMMP Process in Metro Manila

The next steps in the DRMMP process will be implemented in Metro Manila through a team approach involving the joint efforts of MMDA, PHIVOLCS, the Cities of Makati, Marikina, and Quezon, the Local Investigator and Local Working Group, EMI, PDC, EdM-NIED, and other stakeholders and sponsors. This joint team will study the main issues that have prevented the realization of the recommendations of different projects and assist the cities, MMDA, and other concerned institutions in structuring a comprehensive implementation plan for disaster risk management.

Through its experience in many large cities, the joint program team understands several universal impediments to implementation of DRM programs, and team members have participated in or analyzed various past studies and commentaries related to DRM delivery in Metro Manila. As noted above, the team has prepared, through an interactive process involving outside researchers and local researchers and practitioners, a city profile outlining the current situation regarding DRM delivery in Metro Manila. The research has also identified and documented several sound practices. These products need to become fully joint products, with joint ownership by local officials and stakeholders. As a first step, they need to be locally validated and accepted and augmented.

These are the main tasks for the team over the next 12 – 24 months:

1. **Dealing with "the missing piece,"** i.e. addressing the issue of how to fill the gap between the understanding experts have of risk and the factors that contribute to build that risk in the city vis à vis how these concepts are understood and seen by different stakeholders in the city, particularly those at the decision making level.

The main process to be used is to develop greater awareness of disaster risk as something important and DRM as something that individuals, organizations, and society should put some effort into. The primary means will be through workshops, interviews, and perhaps “town watching” involving city and barangay officials and local community members. It will involve sharing existing risk information, converting it into more understandable, meaningful formats, and by improving risk communication mechanisms by implementing risk information dissemination strategies.

2. **Laying out a road map for the implementation of DRM**, through dynamic and participatory processes to better understand current DRM delivery in the city, sound practices, impediments, and mechanisms to implement the recommendations of previous studies.

As noted above, we need to ensure that not only technical experts but also local officials, administrators, and stakeholders acquire an enhanced understanding of the current DRM delivery system in Metro Manila. Beyond this, we need to develop an adequate level of knowledge of the range of appropriate risk reduction measures which can be taken and which make sense in the local reality. Which impediments can be overcome more easily than others, which kinds of measures are more feasible, more marketable, more likely to be supported and funded, and more likely to have an impact in actually reducing or controlling risk or disaster impacts.

3. **Developing the implementation process of the DRMMP**. International and local experts can act as a catalyst to promote the discussion among local authorities, researchers and practitioners to decide where to allocate scarce resources and to prioritize specific areas for the implementation process, for example to enhance current legal and institutional arrangements or promote effective planning processes or look for risk transfer mechanisms, etc.

We note that Metro Manila has a big advantage in the wealth of technical risk information which has been developed at the Metro Manila level as well as at the city level in some cities through such projects as MMEIRS, EqTAP in Manila and Marikina., and PDC in Marikina. In addition to the technical risk information, these projects also developed numerous risk reduction recommendations, and in the case of Marikina, the City itself developed an entire risk reduction framework and program in response to the risk information.

While the MMEIRS study and recommendations focus on earthquake impact reduction, many of the findings and suggested “action plans” address disaster risk management concerns that pertain to the capacity of local institutions to reduce the impacts of any kind of hazard event, and/or the capacity of the community to prepare, respond, and recover from any disaster’s impacts. Certainly technical measures to address other kinds of risk such as flood and typhoon need to be considered and included in any disaster risk reduction program for Metro Manila,

but a strong foundation of many needed actions to improve local capacity have already been identified in MMEIRS.

VI. Getting Started

How do we take this foundation and turn it into action? With so much to do, with so many different kinds of actions that need to be taken, how do we decide where to start? Several key steps are clear: (1) integrate risk information related to additional major hazards, (2) communicate the risk in meaningful ways, (3) develop ownership of and consensus on key actions and plans, (4) take steps to enhance the legal framework and develop institutional capacity (at various levels) for implementing disaster risk reduction programs and measures and engage institutions into a comprehensive and coordinated planning process.

1. Integrate risk information

We know, through experience, that one critical element for the foundation of a disaster risk management program is understanding the elements of risk faced by the community: the hazards, vulnerability, and exposure. Metro Manila already benefits from good technical knowledge about earthquake risk and probably other hazards, but it needs to be integrated into an overall risk picture. The detailed review of previous work already underway will benefit from expanding consultations with increasing numbers of stakeholders.

2. Communicate risk information

It is proposed to develop a “visualization tool” to display available hazard and vulnerability information in ways that can meaningfully engage the stakeholders. The approach is to use PDC’s visualization tools that have been successfully used in other projects, including Marakina to develop a city-wide risk visualization approach that would enable policy makers, managers and other stakeholders to relate to the risk parameters and profiles of the city developed in the MMEIRS study. Other tools and approaches are also being investigated by the 3cd Team.

3. Develop ownership of and consensus on key actions and plans

This will involve designing a series of consultation mechanisms to explain the components of DRMMMP and gain feedback from key stakeholders. This is an active area of discussion within the 3cd Team. An approach has been defined and funding has been requested by EMI to implement it in Metro Manila.

4. Enhance legal framework and develop institutional capacity for DRM

Two main actions are proposed to address the need for strengthening the legal and institutional framework and capacity for disaster risk management: One is to conduct a needs assessment related to training and formal education required for the DRMMMP implementation process, and the other is to actually initiate an institutional development action plan, as proposed below.

5. Engaging in the Planning Process

The very key goal of the April field trip is to develop the parameters needed for the planning of the DRMMP in Metro Manila. The series of meetings and discussions planned for the 5 day trip are designed to engage the policy makers, managers and stakeholders to discuss the options, improve the proposed framework, understand the constraints, and develop a realistic and comprehensive implementation plan that is anchored in the realities of the city and country but benefits from the experience and expertise of the 3cd Team.

VI. Proposing an initial framework for DRM implementation actions

The initial framework proposed by the 3cd Team is anchored in the findings and recommendations of the MMEIRS study. This study developed a wide range of recommendations organized into a “master plan” consisting of a vision, six goals, ten objectives, and 34 main policies and strategies to achieve the goals and objectives. Further, there are 104 individual action plans to carry out the 34 policies and strategies. Each action plan defines a specific project including title, aim, outline, implementing agency(ies), suggested priority and timeline.

The resulting Disaster Management Plan for Metropolitan Manila was developed as a team product by the international and local consultants and local counterparts at MMDA and PHIVOLCS who comprised the multi-disciplinary MMEIRS Study Team. There was considerable consultation with the cities and municipalities which compose Metro Manila, as well as national level officials and other stakeholders. But still, while it grew out of what the Study Team learned through interactions with stakeholders, the plan’s structure, categories, and priorities were primarily the result of internal deliberations by the combined local-international Study Team, then it was reviewed by the local multi-agency Steering Committee and presented to a broad range of stakeholders through workshops.

The MMEIRS Final Report identified five priority areas of focus and specific actions to be taken in each of these areas:

1. Enhance legal framework and institutional capacity for disaster [risk] management
2. Build basic capacity for [response,] relief and recovery
3. Strengthen community preparedness for the earthquake
4. Reduce dangers of residential buildings
5. Enhance national system resistant to earthquakes

Other studies and risk reduction plans from other cities have all been organized differently into diverse frameworks or sets of categories of necessary actions. The most appropriate framework or series of action plan categories for Metro Manila will be developed by local stakeholders through collaborative DRM planning processes. As a starting point, however, the following action plan categories can serve as a “straw man” framework for discussion purposes:

1. Strengthen risk management system (legal and institutional arrangements)
2. Institutional development and capacity building for disaster risk management (mitigation, response, relief, recovery)

3. Enhance social capital: Strengthen community awareness, preparedness, and resilience/recovery capability (community preparedness, livelihood enhancement)
4. Increase safety and disaster resistance of buildings, critical facilities, operating systems and lifelines/infrastructure
5. Increase socio-political and economic stability, sustainability, and disaster resistance (continuity of government and business; development and land use planning and control)
6. Promote development and application of knowledge and technology (risk assessment, warning systems, research and education)

VI. Suggested Elements of an Initial Action Plan for Institutional Development (see attachment)

As a starting point of the discussions planned for the April field trip, the 3cd Team proposes a collective review of some of the key actions suggested by the MMEIRS project and amended by EMI's experience in other cities. The MMEIRS Study Team identified these actions as necessary to enhance the legal and institutional framework and to develop institutional capacity for effective implementation of disaster risk management measures in Metro Manila. They primarily represent actions to be taken by MMDA (or the related institutions Metropolitan Manila Disaster Coordinating Council [MMDCC] or Metropolitan Manila Council [MMC]) at the National Capital Region (NCR) level, and actions to be taken by the cities and municipalities comprising Metro Manila (the NCR).

We must emphasize that these are suggested elements of an initial Action Plan for Institutional Development to help structure the discussion with concrete and well-informed recommendations and action. The proposed initial plan has **not** been developed through the complete participatory process described earlier in regard to the DRMMP and thus does not reflect the consensus of all stakeholders as to any of its contents. These are initial planning parameters that the collective review may endorse, dismiss or change. They are not exhaustive and may be missing important elements.

The actions are listed by area of concern. Each of the ten actions is supported by the descriptive material mentioned earlier and included in the attachment.

It is noted that some of the below recommendations have been endorsed in writing by the Metropolitan Manila Council through the signing of MMDA Resolution No. 04-03, Series of 2004, on 29 January 2004.

Institutional framework and inter-institutional coordination

1. Strengthen Metropolitan Manila Disaster Coordinating Council
2. Strengthen Local Government Framework for Disaster Management by Promoting Adoption of Model City/Municipal Ordinance
3. Promote the reorganization and revitalization of Disaster Coordinating Councils
4. Institutionalize Local Disaster Management Offices and Financing

5. Enhance lateral and vertical inter-agency and inter-governmental communication and coordination

Legal Framework for Disaster Risk Management

6. Enhance Legal Basis for Disaster Risk Management at National Level by Updating/Replacing PD1566

Policy Environment for Disaster Risk Management

7. Promote policies that encourage implementation of disaster risk reduction measures; identify mechanisms for mainstreaming DRM into key city functions such as land use planning, urban planning, urban development, construction controls and code implementation, and social services.

Institutional Capacity for Implementing Preparedness and Mitigation Measures

8. Promote local government mitigation planning through use of the **Earthquake Mitigation Handbook** and **Earthquake Mitigation and Response Checklists – Local Planning Guide**
9. Conduct training needs assessment and develop capacity building programs
10. Strengthen barangay level planning and preparedness

VII. Putting the Plan in Place

The field trip of April 17-22 is the event to start the discussions with MMDA and the cities of Quezon, Makati and Marikina, and the consultation process with the stakeholders and to initiate the planning process for the development of the DRMMP. This is a long term process, but EMI and its partners PDC and EdM (Team 4) have committed their expertise and resources to engage in a sustained and continuous effort. The commitment of PHIVOLCS is also noted and is important in guaranteeing a local presence and a credible scientific local partner. The strengthening of the Local Working Group and the development of a close coalition of engaged and informed partners is also an integral part of the agenda of the April meeting. It is hoped that the collective effort and the contribution of each stakeholder and partner will enable us to improve our framework and to put in place a solid plan of action that will guide future interventions. It will also serve as a basis for getting political commitment and for mastering the resources to build the road ahead.

VIII. 3cd Program Contribution

None of the above can be accomplished without local commitment and initiative. The 3cd Program intent is to help Metro Manila and its cities act on their commitment and solve their disaster risk problems. 3cd serves as a catalyst for action, helps to facilitate consensus building and implementation processes, and brings in ideas and experiences from other cities and guidance on how to go about implementing disaster risk management plans and actions. More specifically, EMI and its partners in the 3cd Program can contribute in the following areas:

- Provide scientific, technical and project management expertise
- Share experience from other cities and countries
- Provide regional and international visibility and advocate on behalf of Metro Manila
- Identify funding sources and support MMDA and other stakeholders in securing funding
- Facilitate communication and participation and help build consensus

DRMMP Pilot Application in Metro Manila: Attachment 1

Suggested Initial Ten Point Action Plan for Institutional Development^{1,2}

Area of Concern: Institutional framework and inter-institutional coordination

Mechanisms for inter-institutional coordination currently exist in the form of Disaster Coordinating Councils, but the functionality of these councils is less than optimal. Most have no regular meetings or agenda for overseeing any pre-disaster preparedness and mitigation programs, which restricts their capacity for effective collaboration during response, relief, and recovery operations. There is need to revitalize the councils, update their plans, strengthen decision-making processes, and encourage lateral communications and mutual aid.

1) Strengthen Metropolitan Manila Disaster Coordinating Council

The Metropolitan Manila Disaster Coordinating Council (MMDCC), like the city and municipal Disaster Coordinating Councils (DCCs) in Metro Manila, has no regular schedule of meetings and meets very irregularly. It has no specific action agenda to improve its capabilities to counter disasters effectively. Also, the functionality of the MMDCC needs to be reviewed in regard to its vertical relationships with the city and municipal DCCs.

Update MMDCC Structure

The membership roster needs to be reviewed and updated. Also, the responsibilities of the members need to be redefined in order to determine accountability as to who will do what and under what circumstances in a disaster situation. Present membership should be reduced to a minimum and should include only agencies that are priority and highly critical in disaster mitigation. The other current member agencies can form as core auxiliary group.

The MMDCC should organize an Executive Committee of three to five members, which shall be responsible for the day-to-day activities of the regional council in coordination with the appropriate office of the MMDA.

Organize and implement a MMDCC Work Plan

Committees and councils that are active year-round, instead of only when disaster threatens or arrives, function better when faced with crises. The MMDCC could play a more active role in developing and promoting mitigation and preparedness activities among agencies and LGUs, as well as providing guidelines to cities. It also could act as mechanism for exchange of information between cities and setting up mutual aid agreements. The MMDCC should be a policy formulating body for disaster management and at the same time a metro wide coordinating council in the provision of services to cities and municipalities during disaster in the NCR.

¹ Derived from the *Earthquake Impact Reduction Study for Metropolitan Manila: Final Report*, JICA, MMDA, and PHIVOLCS, March 2004.

² It is noted that some of the above recommendations have been endorsed in writing by the Metropolitan Manila Council through the signing of MMDA Resolution No. 04-03, Series of 2004, 29 January 2004.

Action plan (Program Package) :	Strengthen the MMDCC by updating its structure and organizing and implementing a MMDCC Work Plan
Project:	Reorganization and rebirth of MMDCC as an effective inter-institutional policy and coordinating council
Aim:	To reorganize, institutionalize, and activate the MMDCC as a vital body pursuing an action agenda
Outline:	MMDCC should: (1) Request a task group to recommend a reorganization proposal to streamline the MMDCC structure, (2) Review the MMDCC-related recommendations in this Study and develop a work plan or action agenda for implementing its highest priority actions over time, (3) Request MMDA (and other agencies such as DILG, if appropriate) to allocate a core group of personnel to act as permanent staff to the MMDCC to assist the MMDCC in monitoring progress in meeting work plan goals and objectives.
Implementing agency:	MMDCC, MMDA
Priority:	High
Time frame:	Short (2004-2006)

2) Strengthen Local Government Framework for Disaster Management by Promoting Adoption of Model City/Municipal Ordinance

Some local disaster management offices/organizations exist on the basis of executive orders, so they don't have regular department status or receive a regular budget. They need a stronger legal basis and standing that can be provided through mitigation policies stated in a local disaster management ordinance.

City/municipal authorities can strengthen their Disaster Coordinating Council's effectiveness by the local legislative councils enacting a comprehensive ordinance on disaster management. Such an ordinance has been drafted and circulated among various stakeholders.

Action plan (Program Package) :	Strengthen Legal Basis at Local Level by Adopting City/Municipal Disaster Management Ordinance
Project:	Promote Adoption of Disaster Management Ordinance by Each City and Municipality
Aim:	A city/municipal ordinance is needed to strengthen the legal framework and institutionalize disaster mitigation programs at the local level. City/municipal authorities can also strengthen their Disaster Coordinating Council's effectiveness by the local legislative councils enacting a comprehensive ordinance on disaster management.
Outline:	The Metropolitan Manila Council, chaired by MMDA and comprised of the mayors of the cities and municipalities, is requested to endorse the model ordinance to each LGU for enactment.

Implementing agency:	MMDA, Metropolitan Manila Council, Mayors and Local Legislative Councils
Priority:	High
Time frame:	Short (2004-2006)

3) Promote the reorganization and revitalization of Disaster Coordinating Councils

The existing council structures at the regional, provincial, city, municipal and barangay levels are still based on the legal framework provided by PD 1566 promulgated in 1978. It would appear that most of the disaster councils are largely inactive or reactive and lack comprehensive disaster management and response plans that spell out their holistic mandate. Plans are generally based on the Calamities and Disaster Preparedness Plan of 1988. Both the DCC structures and plans should be re-conceptualized in light of current concepts and best practices, e.g. a proactive, holistic risk management approach taking decentralization and community-based concepts into account.

Also, while the functions and responsibilities of the member agencies of the City/Municipal Disaster Coordinating Councils are defined on paper, there are few if any examples of detailed manuals or Standard Operating Procedures (SOPs) to guide staff in effectively carrying out specific disaster-related responsibilities.

Strengthen City/Municipal Disaster Coordinating Councils

Because DCC functions and structures are based on an obsolete decree not responsive to the needs and requirements of present day disaster management and planning, there is a need to review the organization of the councils in order to identify ways to improve their predictive or proactive capabilities.

New legislation may also be needed to revitalize as well as professionalize the local disaster coordinating councils thereby allow them to formulate their respective disaster management plans and programs which are holistic, current and proactive in character.

The membership of the local disaster coordinating councils as defined in Presidential Decree 1566 should be reconsidered. Analysis of government agencies represented in the councils does not predict the full development of competent staff in disaster management and planning for the simple reason that most members in the councils consider their Disaster Coordinating Councils responsibilities an additional burden to their core work in their respective offices.

Also, there is little or no regular communication between disaster coordinating councils and the legislative councils of cities and municipalities. Some local disaster management offices/organizations exist on the basis of executive orders, so they don't have regular department status or receive a regular budget. They need a stronger legal basis and standing.

Strengthen Barangay Disaster Coordinating Councils

A typical Barangay Disaster Coordinating Council organization has the Barangay Captain as head of the Disaster Council. The members consist of the Barangay Councilmen, organized tasks forces and community volunteers. In many cities in the National Capital Region, homeowners associations are organized into task forces of the Barangay Disaster Coordinating Councils. However, it is likely that many of the BDCC are organizations that exist on paper only in symbolic compliance with the requirements of the National Calamities and Disaster Preparedness Plan. Many BDCCs are not fully functional and at

times are reactivated only in case of emergency or crisis such as a conflagration or flood.

Action plan (Program Package) :	Promote the reorganization and revitalization of city/municipal and barangay Disaster Coordinating Councils
Project:	Reorganize all DCCs in the cities and municipalities
Aim:	To revitalize and strengthen the capabilities of the DCCs
Outline:	The MMDCC should urge each city/municipal DCC to reorganize its membership and structure and launch a proactive program of disaster preparedness and mitigation, with progress reported regularly to the MMDCC. The MMDCC should undertake periodic consultations and dialogues with CDCCs and the MDCCs together with their component BDCCs. These horizontal and vertical consultations should be “regularized” to create and sustain awareness of the need for a proactive disaster preparedness and mitigation strategy.
Implementing agency:	MMDCC, Mayors, City and Municipal DCCs
Priority:	High
Time frame:	Short (2004-2006)

4) Institutionalize Local Disaster Management Offices and Financing

Most of the Disaster Coordinating Councils in Metro Manila are primarily operating on a shoestring budget augmented by appropriations from the Office of the Mayor whenever a disaster occurs. DCCs can get funds from the local budget but only after a State of Calamity has been declared. They have practically no funds for expenditures during a pre-disaster period. Therefore, they need financial augmentation from all possible sources to allow the councils to be more ready for disaster or emergency anytime.

Innovative strategies may have to be formulated to improve their financial viability, such as:

- Create a trust fund and solicit and manage donations from private sector. Usually donations from the private sector for such purposes are tax deductible.
- Outsource domestic and foreign grants intended to improve the overall capability of disaster councils.
- Encourage government agencies, which are members of the councils, to appropriate either in funds or in kind to be used to upgrade the internal administrative or operational requirements of disaster councils, such as for the purchase of computers, communications equipment and response vehicles.

In March 2003, the Department of Budget and Management and the Department of the Interior and Local Government released Joint Memorandum Circular No. 2003 – 1 regarding the use of Local Calamity Fund Appropriations for Man-Made Disaster Relief and Mitigation. This Memorandum Circular authorizes pre-disaster disbursements from the five percent (5%) calamity fund of cities and municipalities, which may assist LGUs in funding disaster preparedness training and other pre-disaster activities.

Action plan (Program Package) :	Institutionalize Local Government Framework and Financing for Disaster Management
Project:	Improve financial viability of local disaster management programs and councils
Aim:	To institutionalize regular funding for pre-disaster mitigation and preparedness programs
Outline:	The MMDCC should policy guidance to the CDCCs and MDCCs in the optimal use of the 5% Calamity Fund, such policy to be based on a MMDCC master plan on disaster mitigation and on the needs of specific local jurisdictions. Also, the MMDCC should urge each local DCC to: (1) set priorities for urgent disaster preparedness activities to be undertaken with funding from the 5% calamity fund, (2) identify resources (equipment, supplies, funds, and personnel time) included in departmental budgets which can be utilized in furtherance of disaster preparedness and mitigation, and (3) identify other resources within the community which can be accessed to support community (barangay level) preparedness and mitigation activities.
Implementing agency:	City/municipal DCCs with assistance from MMDA and DILG
Priority:	High
Time frame:	Short (2004-2006)

5) Enhance lateral and vertical inter-agency and inter-governmental communication and coordination

The external communications of City/Municipal Disaster Coordinating Councils with their lateral counterparts in neighboring or nearby cities and municipalities are seldom practiced. The only functional communications in many instances are vertical, i.e. upwards to the MMDCC or downwards to the Barangay Disaster Coordinating Councils. Lateral consultations generally only occur during or immediately after an emergency situation. Mechanisms for communication and coordination must be in place and practiced during non-disaster times in order to function effectively when a major disaster occurs.

Action plan (Program Package) :	Encourage inter-local cooperation through zonation of LGUs and Mutual Aid Agreements
Project:	Adopt a zonation plan through Memoranda of Understanding authorizing inter-city cooperation for disaster preparedness planning, mitigation strategies, and response assistance.
Aim:	To facilitate response coordination and to provide adequate resources, facilities, and other support to jurisdictions whenever their own resources prove to be inadequate to cope with a disaster.
Outline:	Request the MMDCC and Metropolitan Manila Council to endorse a zonation plan and encourage cities and municipalities to sign MoUs and Mutual Aid Agreements

Implementing agency:	MMDCC, MMC, LGUs
Priority:	High
Time frame:	Short (2004-2006)

Area of Concern: Legal Framework for Disaster Risk Management

6) Enhance Legal Basis for Disaster Risk Management at National Level by Updating/Replacing PD1566

The basic law and policy framework for disaster management in the Philippines is established by Presidential Decree 1566, signed by the President in 1978. This Presidential Decree is still the operative law that provides guidelines for the organizations and functions of all Disaster Coordinating Councils from the national, regional, provincial, city and municipal levels including the barangays. With the law 25 years old, it should be re-conceptualized in light of current concepts and best practices, e.g. a proactive, holistic risk management approach taking decentralization and community-based concepts into account.

Pending National Legislation

A number of proposed measures have been introduced in Congress. Some of these propose restructuring, and others aim to strengthen community awareness and/or the capabilities of government and other agencies to prepare, respond, and reduce the impacts of disasters.

It may be surmised that generally speaking, Congress does not consider these bills as high priorities. All these bills will remain on First Reading stage unless the concerned agencies and other interested parties lobby for immediate congressional action. A certification by the President that a bill is urgent will trigger action by both chambers of Congress.

Support of NDCC Proposed Legislation

The National Disaster Coordinating Council (NDCC) and its operational arm the Office of Civil Defense have developed an integrated, comprehensive disaster management act that would strengthen the Philippine disaster management capability at all levels of government and society. This consensus-based proposal (An Act Strengthening the Philippine Disaster Management Capability, appropriating funds therefore and other purposes) would restructure and strengthen disaster management institutional structures, incorporating community-based, local, regional, and national entities. It would integrate disaster management in physical, social, economic, and environmental planning and development and tie disaster management to poverty alleviation and environmental protection. It would create local disaster management offices, a funding mechanism, and a system for accrediting community disaster volunteers.

Action plan (Program Package) :	Strengthen Legal Basis at National Level by Updating/Replacing PD1566
Project:	Support and Promote NDCC Proposed Legislation
Aim:	To update and strengthen the legal basis for the Philippines disaster management system; to reflect the current holistic approach to disaster management and its relation with urban planning and development.

Outline:	Request the President to certify that the bill “An Act Strengthening the Philippine Disaster Management Capability, appropriating funds therefore and other purposes” is urgent.
Implementing agency:	The President, acting on the request of stakeholders such as the NDCC and MMDCC
Priority:	High
Time frame:	Short (2004-2006)

Area of Concern: Policy Environment for Disaster Risk Management

7) Promote policies that encourage implementation of disaster risk reduction measures; identify mechanisms for mainstreaming DRM into key city functions such as land use planning, urban planning, urban development, construction controls and code implementation, and social services.

The National Government should adopt disaster risk reduction policies and ensure that disaster mitigation measures are included in national, regional, and local development and land use plans. Local governments should reiterate or redefine local policies that contribute to earthquake or other disaster mitigation, in order to re-emphasize these policies and create awareness on the part of the community as well as local officials.

Action plan (Program Package) :	Promote Policies that Encourage Implementation of Disaster Risk Reduction Measures
Project:	Institutionalize the integration of disaster mitigation in urban land use and development plans
Aim:	To ensure that earthquake and other disaster risk is taken into account in future land use, urban planning, and urban development
Outline:	DCCs at each level should request their legislative bodies to adopt disaster risk reduction policies and ensure that disaster mitigation measures are included in national, regional, and local development and land use plans.
Implementing agency:	NDCC, MMDCC, MMC, and legislative bodies
Priority:	High
Time frame:	Short (2004-2006)

Area of Concern: Institutional Capacity for Implementing Preparedness and Mitigation Measures

In addition to proposed changes to the legal and institutional arrangements at the local level, it is also necessary to strengthen the capacity of local institutions for implementing preparedness and mitigation measures. Planning guidance and emergency plans need to be updated, and a training needs assessment should undertaken in order to identify and develop training opportunities for DCC members.

8) Promote local government mitigation planning through use of the Earthquake Mitigation Handbook and Earthquake Mitigation and Response Checklists – Local Planning Guide

An Earthquake Mitigation Handbook has been completed by the MMEIRS Study Team as a tool to guide local governments in the design and implementation of earthquake disaster mitigation programs. Also, in concert with the City of Makati, a model process and guide for local mitigation and preparedness/response planning utilizing checklists have been developed.

Action plan (Program Package) :	Promote local government mitigation planning through implementation of the Earthquake Mitigation Handbook and the Earthquake Mitigation and Response Checklists -- Local Planning Guide.
Project:	Implementation of planning tools for earthquake mitigation and preparedness by local governments
Aim:	To facilitate local government implementation of earthquake mitigation programs and preparedness for emergency response and relief
Outline:	Print and distribute widely the Earthquake Mitigation Handbook and the Earthquake Mitigation and Response Checklists -- Local Planning Guide to local governments, agencies, schools, and others including NGOs as appropriate.
Implementing agency:	MMDCC to distribute the guides with endorsement and any instructions as appropriate.
Priority:	High
Time frame:	Short (2004-2006)

9) Conduct training needs assessment and develop capacity building programs

The need to upgrade the overall capabilities of the DCCs is a continuing priority.

Action plan (Program Package) :	Conduct training needs assessment and develop capacity building programs for local and barangay Disaster Coordinating Council members and institutions.
Project:	Develop a Metro Manila wide training and exercising plan setting forth basic government policy and direction in pursuit of the vision for a safe Metro Manila.
Aim:	To capacitate both individuals and institutions, as an anticipatory move in preparation for an earthquake or other disaster, to protect lives and properties.
Outline:	(1) Conduct training needs assessment of DCCs, (2) Develop a Metro Manila wide disaster management training and exercising plan, (3) Design specific training courses, exercises, and an implementation strategy including identifying resources, trainers, and specific audiences.

Implementing agency:	MMDCC, with assistance of DILG and OCD
Priority:	High
Time frame:	Short (2004-2006)

10) Strengthen barangay level planning and preparedness

Update barangay emergency planning guidance and plans

The Barangay Disaster Manual (1988) covers the organization and responsibilities of the barangay DCC, a preparedness checklist, preparation of a barangay disaster preparedness plan, and basic disaster countermeasures. In essence, the manual can serve as a “model plan” for preparing for and managing a disaster situation in the barangay. However, it is long overdue for revision and updating, along with any barangay level disaster plans based on the Manual.

Action plan (Program Package) :	Strengthen barangay level preparedness for disaster response and relief
Project:	Update barangay level disaster planning guidance and barangay response readiness, plans, and networking with community based organizations
Aim:	To enhance barangay-level planning and preparedness for response and relief to victims as well as reducing disaster impacts
Outline:	MMDCC should (1) request OCD, in cooperation with DILG and BDCC representatives, to revise and update the 1988 Barangay Disaster Manual; (2) request each city/municipal DCC to coordinate and oversee the preparation or revision of existing barangay level emergency plans in each of its barangays, based on the new guidance. MMDCC should request Local DCCs to: (1) Provide BDCC adequate communication facilities and assist them to establish an effective disaster monitoring system useful in interbarangay aid agreements and other arrangements; (2) Request BDCCs to strengthen their networking with community based organizations in order to assure high community participation in the event of disaster or emergency.
Implementing agency:	MMDCC, OCD, DILG, C/MDCCs, BDCCs
Priority:	High
Time frame:	Short (2004-2006)

DRMMP – Metro Manila
Action Plan Matrix for Institutional Development
Discussion Draft – 5 April 2005

Action	Aim/Objective	Outline	Implementing Agency
1. Strengthen Metropolitan Manila Disaster Coordinating Council (MMDCC)	To reorganize, institutionalize, and activate the MMDCC as a vital body pursuing an action agenda	MMDCC to: (1) request a task group to recommend a reorganization proposal to streamline the MMDCC structure, (2) develop a work plan or action agenda, (3) Request MMDA (and possibly other agencies such as DILG) to allocate a core group of personnel to act as permanent MMDCC staff	MMDCC, MMDA
2. Promote Adoption of Disaster Management Ordinance by Each City and Municipality	To provide a stronger legal basis and regular department status and budget for local disaster management offices or organizations that now exist on the basis of executive orders. Also to provide legal basis for mitigation policies and support of DRM programs.	The Metropolitan Manila Council, chaired by MMDA and comprised of Metro Manila's mayors, has endorsed the model ordinance to each LGU for enactment. Regular follow-up with the Mayors and Local Legislative Councils is required until each LGU has adopted a disaster risk management ordinance.	MMDA, Metropolitan Manila Council, Mayors and Local Legislative Councils
3. Promote the reorganization and revitalization of city/municipal and barangay Disaster Coordinating Councils	To create more viable DRM organizations and to sustain awareness of the need for proactive disaster preparedness and mitigation strategies	MMDCC to: (1) urge each city/municipal DCC to reorganize its membership and structure and launch a proactive program of disaster preparedness and mitigation, with progress reported regularly to the MMDCC, (2) undertake periodic consultations and dialogues with CDCCs/MDCCs and their component BDCCs.	MMDCC, Mayors, City and Municipal DCCs

<p>4. Institutionalize Local Government Framework and Financing for Disaster Management</p>	<p>To improve the financial viability of local DRM programs by institutionalizing regular funding for pre-disaster mitigation and preparedness</p>	<p>MMDCC to: (1) provide policy guidance to cities on the optimal use of the 5% Calamity Fund, such policy to be based on a MMDCC master plan on disaster mitigation and on the needs of specific LGUs, (2) urge each local DCC to: (a) set priorities for urgent disaster preparedness activities to be undertaken with funding from the 5% calamity fund, (b) identify resources (equipment, supplies, funds, and personnel time) included in departmental budgets which can be utilized in furtherance of disaster preparedness and mitigation, and (c) identify other resources within the community which can be accessed to support community (barangay level) preparedness and mitigation activities.</p>	<p>City/municipal DCCs with assistance from MMDA and DILG</p>
<p>5. Enhance lateral and vertical inter-agency and inter-governmental communication and coordination</p>	<p>To establish city clusters for DRM within Metro Manila through MoUs authorizing inter-city cooperation and mutual aid for disaster preparedness planning, mitigation strategies, and response assistance.</p>	<p>The Metropolitan Manila Council has urged LGUs to assist each other through Mutual Aid Agreements and sharing of DRM information and programs. Follow up is needed to encourage implementation of MOUs and Mutual Aid Agreements.</p>	<p>MMDCC, MMC, LGUs</p>
<p>6. Enhance legal basis for disaster Risk management at national level by updating/ replacing PD1566</p>	<p>To update and strengthen the legal basis for the Philippines disaster management system; to reflect the current holistic approach to disaster management and its relation with urban planning and development.</p>	<p>MMDCC to (1) support and promote the proposed legislation developed by the NDCC and (2) request the President to certify that the bill “An Act Strengthening the Philippine Disaster Management Capability, appropriating funds therefore and other purposes” is urgent.</p>	<p>The President, acting on the request of stakeholders such as the NDCC and MMDCC</p>

<p>7. Promote policies that encourage implementation of disaster risk reduction measures; identify mechanisms for mainstreaming DRM into key city functions such as land use planning, urban planning, urban development, construction controls and code implementation, and social services.</p>	<p>To ensure that earthquake and other disaster risk is taken into account in future land use, urban planning, and urban development, and to institutionalize the integration of disaster mitigation in urban land use and development plans.</p>	<p>DCCs at each level should request their legislative bodies to adopt disaster risk reduction policies and ensure that disaster mitigation measures are included in national, regional, and local development and land use plans.</p>	<p>DCCs at each level, legislative bodies</p>
<p>8. Promote local government mitigation planning through use of existing planning tools</p>	<p>To facilitate local government implementation of earthquake mitigation programs and preparedness for emergency response and relief</p>	<p>To utilize the planning tools prepared under the MMEIRS project for local government mitigation and preparedness planning, MMDCC should print and distribute widely the Earthquake Mitigation Handbook and the Earthquake Mitigation and Response Checklists -- Local Planning Guide to local governments, agencies, schools, and others including NGOs as appropriate.</p>	<p>MMDCC to distribute the guides with endorsement and any instructions as appropriate.</p>

<p>9. Conduct training needs assessment and develop capacity building programs</p>	<p>To capacitate city and barangay DCC members and institutions for disaster preparedness and mitigation in order to protect lives and properties.</p>	<p>Develop Metro Manila wide training and exercising plan setting forth basic government policy and direction for a safe Metro Manila. (1) Conduct training needs assessment of DCCs, (2) Develop a Metro Manila wide disaster management training and exercising plan, (3) Design specific training courses, exercises, and an implementation strategy including identifying resources, trainers, and specific audiences.</p>	<p>MMDCC, with assistance of DILG and OCD</p>
<p>10. Strengthen barangay level preparedness for disaster response and relief</p>	<p>To enhance barangay-level mitigation planning and preparedness for response and relief by updating planning guidance and barangay response readiness, plans, and networking with CBOs to assure appropriate community response to a disaster</p>	<p>MMDCC to: (1) request OCD with DILG and BDCC to revise and update the 1988 Barangay Disaster Manual; (2) request each city/municipal DCC to oversee the preparation or revision of barangay level emergency plans based on the new guidance; (3) request Local DCCs to: (a) provide BDCCs adequate communication facilities and disaster monitoring systems, (2) assist with inter-barangay mutual aid agreements; (2) request BDCCs to strengthen their networking with community based organizations.</p>	<p>MMDCC, OCD, DILG, C/MDCCs, BDCCs</p>