



## Training on Disaster Preparedness and Contingency Planning

# Contingency and Risk Reduction Planning

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and Contingency Planning**

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List of Abbreviations

## Acknowledgement

The plan to publish an updated edition in English was suggested in a meeting amongst Wouter Bokdam, Anne te Molder, Merdi-Jean Arcilla and Celso Dulce Jr. on 23 May 2012 in Kupang, Indonesia, during the Fifth South-South Community-Based Development Academy. The idea was broached to Erik Rottier and Nok van de Langenberg, who quickly expressed support to the plan of updating *Pagsasanay sa Disaster Preparedness at Contingency Planning*, and translating the four-volume manual to English.

To meet a strict deadline, Sindhy Obias, Ansherina Grace Talavera, Jennifer Furigay, Xyla Ortinero, Remina Plomos, Athena Denise Gepte, Erica Chester Bucog and Marieta Alcid, all Assistance and Cooperation for Community Resilience and Development (ACCORD) staff, worked on the updating and translation of specific lesson plans. Jose Leon Dulce developed the artworks, while Leo Esclanda did the lay-out. Elias Jayson Tolentino, Merdi-Jean Arcilla and Celso Dulce were responsible for editing. Ma. Stella A. Dulce was responsible for coordinating the various tasks entailed in coming up with the English edition, while doing her share in the updating, translating, editing and proofreading.

The support of CARE Nederland, ACCORD and CNDR deserve acknowledgement, as well as that of the *Personele Samenwerking in Ontwikkelingslanden* (PSO) and the European Commission Humanitarian Aid and Civil Protection department (ECHO). These organizations are instrumental in the updating and translation to English of this manual, **Training on Disaster Preparedness and Contingency Planning**.

## Introduction

This Manual was originally published in Filipino in 2009, bearing the title *Pagsasanay sa Disaster Preparedness at Contingency Planning*. The publication in Filipino was intentional. The targeted users of the manual were high-risk communities and local authorities in the Philippines. Moreover, the choice made by CARE and the Corporate Network for Disaster Response to propagate the community-based approach to disaster risk reduction dictated that the manual be published in Filipino.

Much has transpired since the manual's publication in 2009. The manual was a product of the Strengthening Assets and Capacities of Communities and Local Governments for Resilience to Disasters (ACCORD) project. Two follow-up community-based disaster risk reduction projects have since been completed, also supported by the European Commission Humanitarian Aid and Civil Protection department (ECHO). A five-year community-based disaster risk reduction programme was also started in 2011, with funding from the Ministry of Foreign Affairs of The Netherlands. These projects have served to enrich the content of the training manual.

Aside from the foregoing explicit DRR projects, other projects implemented by CARE and partners CNDR, Cordillera Disaster Response and Development Services (CorDisRDS), Agri-Aqua Development Coalition (AADC) and Assistance and Cooperation for Community Resilience and Development (ACCORD Inc.) have used *Pagsasanay sa Disaster Preparedness at Contingency Planning*. Five emergency response projects since Ketsana (Ondoy) and a food security and livelihood project funded by the EuropeAid have used the manual as a means for mainstreaming DRR in emergency response. This experience likewise contributed to the enrichment of *Pagsasanay*.

Over three years of practical experience later, frameworks, approaches and concepts have clarified and evolved. Tools and learning methodologies have vastly improved. These developments required that *Pagsasanay* be updated.

An updated *Pagsasanay* would feature the addition of sessions on climate change adaptation and ecosystem management and restoration. This is in recognition of

present realities – that disasters are becoming more frequent and more destructive because of climate change and environmental degradation. These aspects were not present in the original manual.

Other additions are the sessions on relevant DRR and CCA laws and the organization of functional Disaster Risk Reduction and Management Councils (DRRMCs). There were two push factors for these inclusions. One is the passage of the Philippine Disaster Risk Reduction and Management Act and the Climate Change Act. The second factor is closely linked to the first: village, municipal and school authorities wanted to know more about the new laws and are requesting assistance for them to be able to comply with the provisions of the laws.

So then why an English edition? Early on, there was already a demand for an English edition from those who do not read and speak Filipino. The lack of an English edition prevented the dissemination of the manual on a wider scale, within the Philippines and beyond.

***Training on Disaster Preparedness and Contingency Planning*** is the response to the oft-received request for an English translation of the manual. Updating of the original manual in Filipino, and its translation and publication in English are a fulfilment of the obligation of CARE and partners to share what has been developed from experience and collaboration amongst high-risk communities and local authorities.

## Session 1. Introduction to Contingency Planning

### LEARNING OBJECTIVES:

After the session, participants are expected to be able to:

1. Explain the importance of Contingency Planning; and
2. Identify and discuss the steps in developing a Contingency Plan.

### KEY MESSAGES

#### 1. What is Contingency Planning? What is a Contingency Plan (CP)?

Contingency planning in disaster risk reduction is the process of establishing arrangements in advance to enable timely, effective and appropriate response in the event of a hazard or a disaster. The process gives importance to participation (by community members, or members of an organization such as a local government unit)

to aid the development of community ownership of the plan. In this session and throughout the manual, contingency planning refers mostly to community contingency planning.

A community contingency plan is a plan developed by the community to clarify objectives and the various actions to be performed by all its members to better prepare for emergency situations, and to avoid or reduce the adverse effects of disasters.

A CP is a guide that specifies the appropriate steps to undertake in preparing for, monitoring, and carrying out other responsibilities in case of an emergency. However, it should be noted that a CP does not predict the exact scenario of an emergency situation.



It is a written document that will be disseminated to, be read, and can be easily understood by all community members, most especially by those who were not involved in the actual contingency planning process. It is important that the plan is properly documented to facilitate review at any time.

A CP contains an action plan that is time bound. Oftentimes, the plans are set annually and require regular updating. Through this, it will be easier to measure and compare what has been done and what has not been done from the objectives and activities set by the community. In the NDRRMC parlance, the action plan is the sectoral plan.

In summary, a CP is put in place to allow a community to undertake a timely, effective and appropriate emergency response.

## 2. What are the characteristics of a Contingency Plan?

A community CP has the following characteristics:

- It is hazard-specific;
- Produced in advance of an emergency;
- Developed by the BDRRMC, volunteers, community members including representatives of the most vulnerable households in the community;
- There must be a representative of, or at least coordination with, the MDRRMC in the development of the CP;
- Simple, short and can be easily understood;
- Shared with all members of the community;
- Familiar to community members as a result of public awareness activities through the practice of community drills;
- Should be regularly reviewed and revised;
- Accessible and available to the members of the community;
- Formally integrated in the barangay and municipal development plans for funding allocation and for sustainability



## 3. What are the parts of a Contingency Plan?

### 3.1 Situational Analysis

Situational analysis is a critical evaluation of community risks that serves as the foundation on which a contingency plan is built. It is the focus of all preparations that the community will undertake so that they will be able to respond in a timely, effective and appropriate manner to an emergency situation.

The situation analysis is drawn largely from the community risk assessment, in



particular the information and analysis generated through the use of the following CRA tools: hazard assessment (hazard assessment table), hazard timeline, seasonal calendar, risk mapping, capacities and vulnerabilities analysis, and Pressure and Release.

In addition to the CRA results, the situation analysis will also include a risk-ranking exercise, worst-case scenario building, and gap analysis.

A summary of the situation analysis (not more than two pages) serves as the Introduction of the contingency plan. The details of the CRA serve as important annexes to the CP.

### 3.2 Objective of the Contingency Plan

The objective is expressed in terms of benefits that the community will realize from the successful operationalization or implementation of the contingency plan. The benefits can be in the form of saved lives and livelihoods, reduction of suffering, or arrest of further deterioration of a given emergency situation. These benefits will be realized by means of timely, effective and appropriate emergency response. Timeliness, effectiveness and appropriateness also connote organized and coordinated emergency response.

Amongst DRRMCs with contingency plan, zero casualty is often the main objective of the CP, or part of the specific objectives.

### 3.3 Concept of Operation

The Concept of Operation provides the operational details of the contingency plan. It includes adequate information on the:

- Organizational arrangements for the implementation of the contingency plan. At the community level, the organization that will lead in the activation of the plan is the BDRRMC. In Module 2 Session 2 of this manual, the structure of the BDRRMC, its

different committees, and corresponding functions and tasks prior to, during and, after disaster events are discussed.

- Early Warning System – in Module 2 Session 3 of this manual, the output of the exercises/group work is a draft EWS that will serve as important input to the contingency planning process.
- Evacuation Plan – in Module 2 Session 4 of this manual, the output of the exercises/ group work is a draft EP that will serve as an important input to the contingency planning process.
- Action Plan – a defined set of activities that can be completed within a given period (usually one year.)

The action plan contains:

- Activities to be done by each committee before, during, and after disaster events,
- Short-term risk reduction measures,
- Preliminary activities which will contribute to realization of long-term risk reduction measures
- Budgetary requirement per activity, source of funding
- Timeframe or schedule of activities
- Person(s) responsible per activity



### 3.4 Annexes

- Results of the CRA: hazard assessment table, disaster history/timeline, community map, seasonal calendar, Capacities and Vulnerabilities Assessment, Progression of Vulnerability and Progression of Safety assessment
- Gap Analysis - this includes description of the worst case scenario, needs assessment, inventory of available resources during emergencies, gaps
- Masterlist of Community Leaders and Members
- Directory of Barangay and Municipal Officers, suppliers or service providers, officers of relevant government agencies, officers of partner organizations, Church leaders, etc.
- Drill design

## Methodology

1. Lecture/Discussion – The facilitator will provide inputs and lead participants in discussing the concept of contingency planning, giving emphasis on the participatory nature of the contingency planning being promoted particularly in the discussion of the CP's features.
2. In introducing the parts of the CP, the facilitator will make it a point to refer to the outputs of previous sessions, and explain that these outputs are key inputs to the contingency plan. For example, facilitators should make it clear that the CRA results are already a major part of the situational analysis. The discussion on EWS during the disaster preparedness training, if provided with actual data from the community and specific guidelines from PAGASA, will be a significant part of the Concept of Operations. This process will give participants an assurance that they are actually drafting the CP by participating in the series of community training activities.
3. It will be helpful if the available outputs of the CRA, EWS and evacuation planning are displayed in the session hall, as visual aid. This will also prepare the participants for the next session. A sample Contingency Plan to show the participants will also be helpful.

### Materials Needed:

- Flip chart
- Metacards
- Marker pens
- Masking tape
- Sample *Contingency Plan*
- CRA outputs, draft EWS, and evacuation plan

**Duration:** 1 hour

### References:

1. Manwal sa Pagsasanay para sa Disaster Preparedness. CARE-CNDR-WB Project. 2006.
2. Assessment documents of ACCORD, ACCORD-2 and ASCEND projects, 2007-2011

## Session 2. Consolidating Elements of the Contingency Plan

### LEARNING OBJECTIVES:

After the session, participants are expected to be able to:

1. Explain the sequence of steps in consolidating the CP; and
2. Identify parts of the CP that would need follow-up work in order to be completed.

### KEY MESSAGES

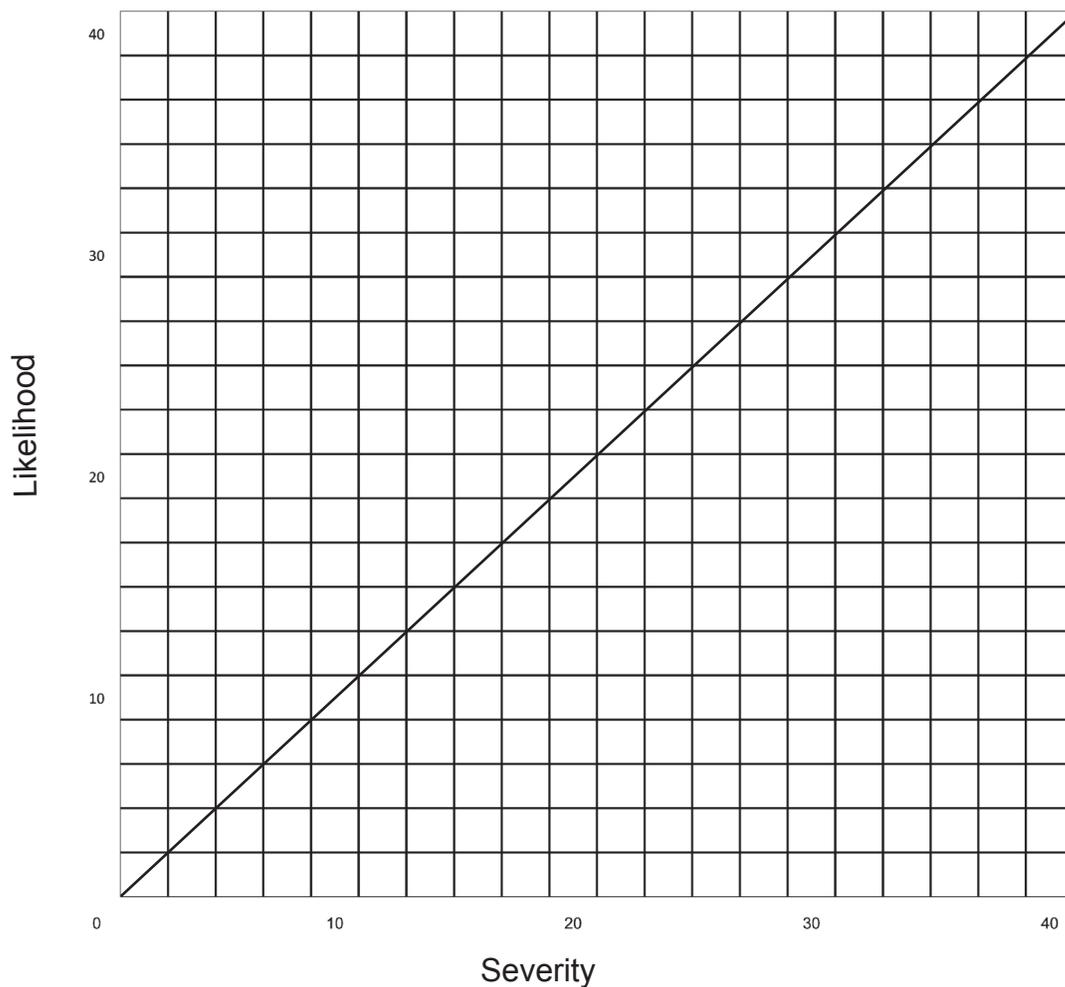
#### 1. Identifying the hazard(s) on which the CP will be based

The CP is hazard-specific. A “one CP fits all” approach will not be effective. There are key elements in the CP that are hazard-specific, such as the early warning system and the evacuation plan.

A simple exercise can facilitate the identification of the hazard(s) on which the CP will be based. Using the outputs of the CRA such as the hazard timeline, hazard assessment matrix, seasonal calendar and CVA, each hazard potential in the community is evaluated in terms of likelihood of a hazard affecting a community, and the severity of its impacts. This is called Risk Ranking. The hazard that has the highest score in terms of likelihood of occurrence and severity of impact would be the subject of contingency planning.



In many cases, a hazard event triggers another hazard event, such as a typhoon resulting in flooding. These are duly noted and considered in the planning.



*Risk Ranking Graph*

## 2. Building the worst-case scenario

A CP is built on the assumption of a worst-case scenario. This is to ensure that a community is prepared for any eventuality. A CP will have a built-in weakness if it does not assume the worst-case because when such eventuality happens, the community will not be ready for it.

The worst-case scenario again draws information from the CRA. Since the worst-case scenario is anticipating what might happen, it is essential for the CRA to incorporate CCA and EMR factors. In earlier worst-case scenario building, assumptions were based on historical data, such as the number of people killed, crops and livestock lost, property damaged in worst-ever disasters. Experience has shown that these historical records are often exceeded, due to factors attributable to climate change and environmental degradation.

After identifying the hazard or combination of hazards through Risk Ranking, the community estimates the possible damages the hazard(s) might inflict in the community by answering the following questions, among others:

- Will there be fatalities, injuries, or other casualties? How many?
- Will community members evacuate to assigned ECs? How many and for how long?
- What will be the extent of damages to their farms and other sources of livelihood?
- How many houses will be destroyed?
- Will the roads and bridges be damaged?
- Will there be isolated areas? For how long?

*Sample Worst Case Scenario, St. Bernard Contingency Planning Workshop, 2009*

The worst that can happen to St. Bernard is to experience heavy rains for 2 to 3 weeks, which can trigger landslides and massive flooding. Anticipated impacts are as follows:

- High casualty count (dead, missing, injured)
- Immediate evacuation of 1,500 households from 12 barangays due to flooding (Tambis 1, Tambis 2, Sitio Socorro, Panian, Nueva Esperanza, Lipanto, Hindag-an, Carnaga, Atuyan, Mahayahay, Himbangan, and Ma. Asuncion)
- School buildings in high-risk areas will be damaged and will not be able serve as evacuation centres
- Power and water supply lines will be damaged in 30 barangays
- Cell sites will be damaged and will affect the only communication facility
- National Road from Himayangan to Poblacion will not be passable due to landslides, Brgy. Lipanto will be isolated
- Provincial Road from Catmon to Poblacion will not be accessible and will affect Panian, Guinsaugon, Magatas and Tambis 1
- Barangay Road from Sta. Cruz to Catmon will not be passable
- Fuel supply will be inadequate because of temporary isolation
- Rice fields will be damaged and will lead to economic displacement in 20 barangays (Carnaga, Tambis 1, Tambis 2, Mahayahay, Atuyan, Libas, Tabon-tabon, Mayahag, Himbangan, Malibago, Nueva Esperanza, Ayahag, Sug-angon, Magatas, Catmon, Ma. Asuncion, San Isidro, Bolod-bolod, Panian, and Himos-onan)
- Coconut, abaca, banana, and other crops, as well as livestock and poultry will be affected. Fisheries, corals, and other marine life will be damaged. This will also lead to loss of income or economic displacement.

### 3. Gap Analysis

After defining the worst-case scenario, the corresponding needs when such scenario arises are determined. These needs include evacuation centres, temporary shelter materials, means of transportation, medicine, food, non-food items, water, sanitation, health and psychosocial health services, alternative livelihood inputs, materials and equipment for repair of roads and bridges, equipment and human resources for clearing of areas covered with landslides, among others. It is important to have specific estimates such as number of families who would evacuate to determine the corresponding resources needed - for example, space in the evacuation centre, number of toilets, volume of water for drinking, cooking, washing and personal hygiene, and so on.



When the needs are already identified, it is also necessary to ascertain the availability of the required resources during an emergency. For instance, a barangay hall or school that is prone to flooding can't be considered an appropriate evacuation centre and therefore could not be considered a community resource.



The available resources are compared to the defined needs and the resulting gaps between needs and resources are identified. Filling the gaps should be addressed in the CP, such as in the Action Plan. For example, alternative evacuation centres should be identified if the schools are not available for use during emergencies, and if calamity funds suffice for the first two days of evacuation only, then funds from other sources should be raised. Gaps that couldn't be immediately filled may be included in the Risk Reduction Plan.

Sample Gap Analysis, St Bernard CPWS, 2009

Worst Case Scenario	Anticipated Needs	Available Resources	Gaps
<ul style="list-style-type: none"> <li>• High casualty count (dead, missing, injured)</li> <li>• Immediate evacuation of 1,500 households from 12 barangays due to flooding (Tambis 1, Tambis 2, Sitio Socorro, Panian, Nueva Esperanza, Lipanto, Hindagan, Carnaga, Atuyan, Mahayahay, Himbangan, Ma. Asuncion)</li> </ul>	<ul style="list-style-type: none"> <li>• Management of mass casualties</li> <li>• Emergency health services</li> <li>• Early warning system</li> <li>• Evacuation Plan</li> <li>• Evacuation Centre or temporary shelter for 1,500 families or 9,000 to 10,000 individuals</li> <li>• Transport</li> <li>• Communications</li> <li>• Evacuation Centre Management</li> <li>• Food allocation for 10,000 individuals or approx. P100,000.00 per day</li> <li>• Registration</li> <li>• Emergency health</li> <li>• Water, sanitation and personal hygiene</li> </ul>	<ul style="list-style-type: none"> <li>• Committed and skilled health workers, specific assignments were pre-determined</li> <li>• Medical supplies and equipment are available but not for large-scale emergencies</li> <li>• Transport facilities for health services (public and private) are ready, arrangements for emergency purposes were made</li> <li>• Credit line for emergency supplies have been arranged by the municipality</li> <li>• Registration and Tracing are based on existing masterlist</li> <li>• EWS set-up but not yet fully functional</li> <li>• Evacuation plan drafted</li> <li>• Temporary shelter/ school buildings as evacuation centres: 90 out of 166 classrooms can be used as temporary shelter for 2,700 to 3,000 individuals</li> <li>• Transport facilities available at the municipal level but will not be enough to ferry 1,500 families at its peak</li> <li>• Private transport units can be tapped to help ferry people</li> <li>• Communications -functional cell sites but unstable during rainy season</li> <li>• Evacuation Centre Management</li> <li>• Skills acquired and systems developed because of on-going prolonged evacuation of Ayahag, Sug-angon and Nueva Esperanza</li> <li>• Registration Tracing</li> </ul>	<ul style="list-style-type: none"> <li>• RHU personnel need more training on emergency health services</li> <li>• No centralized information management system, DILG is in the process of setting up the community-based information system and will be the lead unit during emergencies</li> <li>• Search and rescue capacity needs to be enhanced</li> <li>• Functional EWS</li> <li>• Temporary Shelter: 7,000 individuals have no temporary shelter, DepEd can only house 2,700 to 3,000 evacuees at 30 persons per room</li> <li>• 50% of the 166 classrooms need water supply</li> <li>• 25% of the 166 rooms need comfort rooms</li> <li>• 30% of the 166 rooms needs lighting</li> <li>• 100% of the schools need to improve their drainage system</li> <li>• 100% needs waste disposal facilities</li> <li>• Transport</li> <li>• Inventory of transport facilities (public and private)</li> <li>• Arrangements for availability during emergencies through MDRRMC and BDRRMCs</li> <li>• Food and Nutrition</li> <li>• Find ways and means to generate resources to provide food for evacuees (food security measures that the evacuees themselves can undertake, food ration/relief, food for work, etc.)</li> </ul>

Worst Case Scenario	Anticipated Needs	Available Resources	Gaps
		<ul style="list-style-type: none"> <li>Based on existing masterlist of households and individuals. Several units are keeping separate masterlists e.g. DSWD, RHU, DILG</li> <li>Emergency Health / WASH (Water, Sanitation, Hygiene)</li> <li>Committed and skilled health workers, specific assignments were pre-determined</li> <li>Medical supplies and equipment are available but not for large-scale emergencies</li> <li>Transport facilities for health services (public and private) are ready, arrangements for emergency purposes were made</li> <li>Credit line for emergency supplies have been arranged by the municipality</li> <li>Health education and health situation monitoring are on-going</li> </ul>	
Power and water supply will be damaged in 30 barangays	<ul style="list-style-type: none"> <li>Repair and restoration of power and water supply facilities</li> <li>Water rationing</li> </ul>	<ul style="list-style-type: none"> <li>1 fire truck which can be used for water rationing</li> <li>7 water hydrants in Poblacion</li> </ul>	<ul style="list-style-type: none"> <li>Fuel for fire trucks to ration water (70 litres per day)</li> <li>Water containers for displaced families</li> </ul>
Cell sites will be damaged and will affect the only communication facility	<ul style="list-style-type: none"> <li>Repair and restoration of communication facilities</li> </ul>	<ul style="list-style-type: none"> <li>1 PLDT calling station</li> <li>Bureau of Telecom office at Poblacion</li> <li>Post Office in Poblacion</li> <li>1 private cable station in San Juan</li> <li>1 Smart cell site</li> </ul>	<ul style="list-style-type: none"> <li>No reliable communication lines when cell sites and power lines are down</li> <li>Need to acquire 40 units of ICOM handheld radio</li> </ul>
		<ul style="list-style-type: none"> <li>2 Globe cell sites</li> <li>40 units cell phones for MDCC and all BDCCs</li> <li>5 units ICOM handheld radio at MDCC that need repairs to be functional</li> </ul>	

#### 4. Consolidating the Elements of the CP

All the essential elements of the CP are now available and ready for consolidation into one document. The different training sessions, starting with Session 1 of Module 1 contributed to the creation of building blocks that will eventually constitute a

Contingency Plan. The remaining task is weaving together of the different elements or parts of the CP to become one coherent document.



#### 4.1 Situation Analysis

The Situation Analysis as described in the previous session (Introduction to Contingency Planning) will be a summary of the CRA, risk-ranking, worst-case scenario building, and emergency needs-resources gap analysis.

#### 4.2 Objective and

#### Principles

Based on the situation analysis, the objective of the contingency plan will be formulated. This activity builds on the previous session's initial discussion on formulating the CP objective.

In addition to defining the objective of the CP, it is also useful to include some policies consistent with core principles that the community subscribes to. The Sphere Handbook is a rich source of principles or performance standards that communities can adopt. The SPHERE core standards that can be adopted as CP principles or policies are:

- coordination and collaboration;
- assessment;
- design and response;
- performance, transparency and learning; and
- humanitarian personnel's welfare.

Some examples of emergency response policies are:

- A fair and thorough assessment of needs and capacities of affected population will serve as the basis for designing the emergency response plan of the barangay and municipality.
- The priority beneficiaries for emergency response are the most affected, most vulnerable, and least served households in the community.

In some cases, LGUs come up with local ordinances or specific protocols during emergency situations. For example, any emergency incident must be reported verbally to the barangay chairman within 4-8 hours after its occurrence; a written/follow-up report shall be submitted in the next 12-24 hours.

#### 4.3 Organizational Structure and Functions of the DRRMC

The DRRMC organizational structure and functions were discussed in Session 2 of Module 2 (Disaster Preparedness). It is best to quickly review the organizational structure and functions of the BDRRMC in relation to the tasks identified in the CP.

#### 4.4 Early Warning System

A draft EWS was formulated during the session on EWS, of Module 2. The output of that session will be reviewed, updated and finalized at this stage.

#### 4.5 Evacuation Plan

A draft evacuation plan was formulated during the session on evacuation planning, of Module 2. The output of that session will be reviewed, updated and finalized at this stage.



#### 4.6 Action Plan

Action Planning is discussed in the previous session (Module 3, Session 1). The Action Plan will be drafted at this stage.

#### 4.7 Annexes to the CP

The various annexes to the CP will also be prepared at this stage. The annexes are:

- Results of the CRA: hazard assessment table, disaster history/timeline, community map, seasonal calendar, Capacities and Vulnerabilities Assessment, Progression of Vulnerability and Progression of Safety assessment
- Gap Analysis - this includes description of the worst case scenario, needs



assessment, inventory of available resources during emergencies, gaps

- Masterlist of Community Leaders and Members

Directory of Barangay and Municipal Officers, suppliers or service providers, officers of relevant government agencies, officers of partner organizations, Church leaders, etc.

- Drill design

#### 4.8 Other tasks to complete the CP

• Small groups will be assigned to continue working on the different parts of the CP that can't be immediately completed. The working groups will work on the details of the CP and will also collect feedback during community presentation of the CP.

- Meetings will be organized to discuss the draft CP for validation and feedback once the CP draft is completed.
- The CP will be discussed with the local (village) council, and will be revised accordingly after consolidating all comments and feedback from the community.
- The revised CP will be submitted to the village council for further review and approval.
- Public information activities (house-to-house visits, announcements in public places such as churches and schools) will be conducted so that all members of the community will become aware of the contents of the CP. Inform the community members about the CP and what to do during emergency situations. Explore both traditional and popular methods to ensure that most members of the community are aware of its contents. The following methods are suggested:
  - a. General assembly
  - b. Purok or zone meetings
  - c. House-to-house orientation sessions
  - d. Provision of the full copy of the CP to community leaders and BDRRMC members
  - e. Provision of short copies of the CP to all households

g. Posting of specific parts of the CP like evacuation route, BDRRMC composition, among others, in strategic places like chapels, barangay hall, health centre, SK Hall, etc.

- Encourage community members to provide feedback and suggestions to improve the CP.
- Prepare for, and conduct a community drill to see if the specific parts of the CP like EWS and evacuation plan are working.
- Revise the CP based on the lessons learned from the drill.
- After the community drill and after further revisions are made accordingly, the CP will be presented to the village council for their approval and formal adoption. The Council will be expected to issue a resolution formally stating their approval, fund allocation, and integration of DRR activities in the barangay development plan, barangay investment plan, and barangay budget.
- Review the CP annually and revise accordingly.

### Methodology

1. Retrieve relevant outputs of previous sessions and display these in the session hall for reference. These outputs include the CRA results, the draft EWS and the draft EP.
2. For the risk-ranking exercise, this can be done quickly in plenary, making use of the risk- ranking graph with likelihood and severity coordinates.
3. The worst-case scenario building will be accomplished through group work, which will be preceded by a brief lecture, by the facilitator. Group outputs will be presented for feedbacking, and subsequently a preliminary worst-case scenario will be built through consensus.
4. The emergency needs-resources gap analysis will build on the preceding worst-case scenario building. The same process of input-group work-presentation in plenary will be followed.



5. An Action Plan will be drafted using the same method of group work and presentation in plenary.
6. Working groups will be organized to recall, review and update relevant outputs of earlier sessions including CP objective and policies, BDRRMC structure and functions, EWS and evacuation plan.
7. Arrange follow-up sessions so that other parts of the CP, which were not covered during the 3rd Module workshops, can still be covered by the follow-up sessions. From experience, 2-4 follow-up sessions can be made to complete the CP. The more difficult part is putting all the parts together and making sure that most community members are aware of the arrangements, policies, and protocols during emergencies.
8. Next Steps. Complete the session by coming up with a concrete plan on how to finish the contingency plan and who will be involved in the process.

**Materials Needed:**

- Flip chart
- Metacards
- Marker pens
- Masking tape
- Sample *Contingency Plan*
- Relevant outputs of previous sessions, i.e. CRA, BDRRMC structure and functions, EWS, evacuation plan

**Duration:** 3 hours

**References:**

1. Celso B. Dulce, Jr. Avian Influenza Rapid Risk Assessment. CARE Philippines, 21 January 2006 (unpublished).
2. CARE and CNDR. *Manwal sa Pagsasanay para sa Disaster Preparedness*. CARE-CNDR-WB Project. 2006.
3. Evaluation documents of ACCORD, ACCORD2 and ASCEND projects, 2007-2011

## Session 3. Risk Reduction Planning

### LEARNING OBJECTIVES:

After the session, participants are expected to be able to:

1. Describe the DRR planning process; and
2. Explain what mainstreaming in DRR is and why it is important.

### KEY MESSAGES

#### 1. What is a disaster risk reduction plan?

The UNISDR defines a disaster risk reduction plan as “a document prepared by an authority, sector, organization or enterprise that sets out goals and specific objectives for reducing disaster risks together with related actions to accomplish these objectives.”

UNISDR further comments that disaster risk reduction plans should be guided by the Hyogo Framework and considered and coordinated within relevant development plans, resource allocations and programme activities. The time frame and responsibilities for implementation and the sources of funding should be specified in the plan. Linkages to climate change adaptation plans should be made where possible.

The DRR plan is a comprehensive plan that aims to address the different factors that contribute to the occurrence of disasters, ranging from exposure to hazards, vulnerability of people and property, the kind of ecosystem management being practiced, and the level of preparedness for adverse events. The contingency plan is part of the larger DRR plan.



#### 2. What is the basis in law of DRR planning?

The DRRM Act requires local government units down to the village council to formulate DRR plans.

The Climate Change Act also requires LGUs to develop local climate change action plans.

The local government units are required to prepare so many plans even prior to the passage of the DRR and CCA laws. In reality, LGUs are not able to comply with all these planning requirements. To address this issue, the Department of Interior and Local Government introduced the Rationalized Planning System (RPS). In RPS, the plans that LGUs need to prepare are substantially reduced. For municipal LGUs, they need to prepare only the Annual Investment Plans (AIP), Comprehensive Development Plans (CDP), and Comprehensive Landuse Plans (CLUP). Sectoral concerns will just be incorporated in the Rationalized Planning System.

Discussion among various stakeholders has also been initiated by NGOs for the rationalization of the DRR and CCA planning required by the DRRM Act and Climate Change Act.

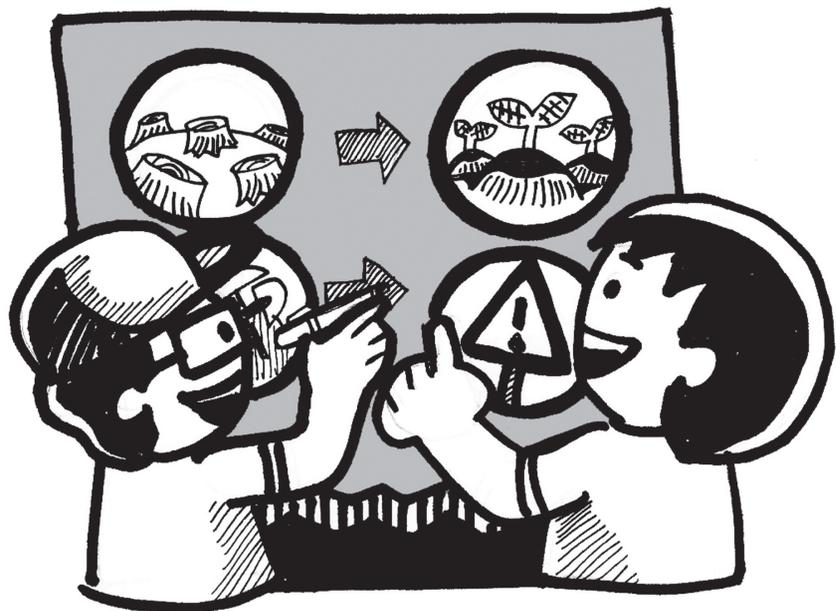
### 3. Developing the DRR plan

The DRR Plan and the Contingency Plan are two important outcomes of the CRA process. The CRA is the strong foundation on which DRR plans are built. If DRR plans are not based on good CRA, the plan can turn out to be irrelevant to the situation and needs of high-

risk communities and vulnerable households. The plan may be addressing only narrow concerns or superficial matters and therefore ineffective. The plan may not be sustainable.

Of all the risk assessment tools, the Pressure and Release (PAR) model can be the most useful tool for planning. The PAR's progression of safety in particular illustrates that in order to reduce risks, a combination of actions that address unsafe conditions, dynamic pressures or intermediate causes, and root causes must be reflected in DRR plans.

The PAR Model's progression of vulnerability and progression of safety are very similar to the "problem tree" and "solution tree" which could be more familiar with others. Whatever one uses, whether the PAR or the problem tree, what is important to note is the cause-



and-effect relationships of the planned actions. Activities are planned not in isolation but in relation to other planned activities. Planned activities must not be limited to addressing superficial reasons for people's exposure to risks, but must look into deeper reasons and root causes why people and communities are at risk.

#### 4. Mainstreaming DRR, CCA and EMR in development plans

CARE Nederland defines mainstreaming of DRR as the systematic integration of the DRR approach in the general programming framework (i.e. programmatic and project planning and capacity building) of an organization and in projects, integrating DRR in every phase of the Project Cycle Management (PCM).

The main objective of mainstreaming DRR is to reduce the risk of disasters, for vulnerable communities and for DRR projects and programmes as well. It is a process where DRR is integrated into an organization's development plans and programs, including its capacity building plans, until it is institutionalized and becomes normal practice.

DRRM Act of 2010 requires LGUs to *“mainstream disaster risk reduction and climate change adaptation and mitigation in development processes such as policy formulation, socioeconomic development planning, budgeting, and governance, particularly in the areas of environment, agriculture, water, energy, health, education, poverty reduction, land-use and urban planning, and public infrastructure and housing, among others.”* (Section 2.g, RA 10121)

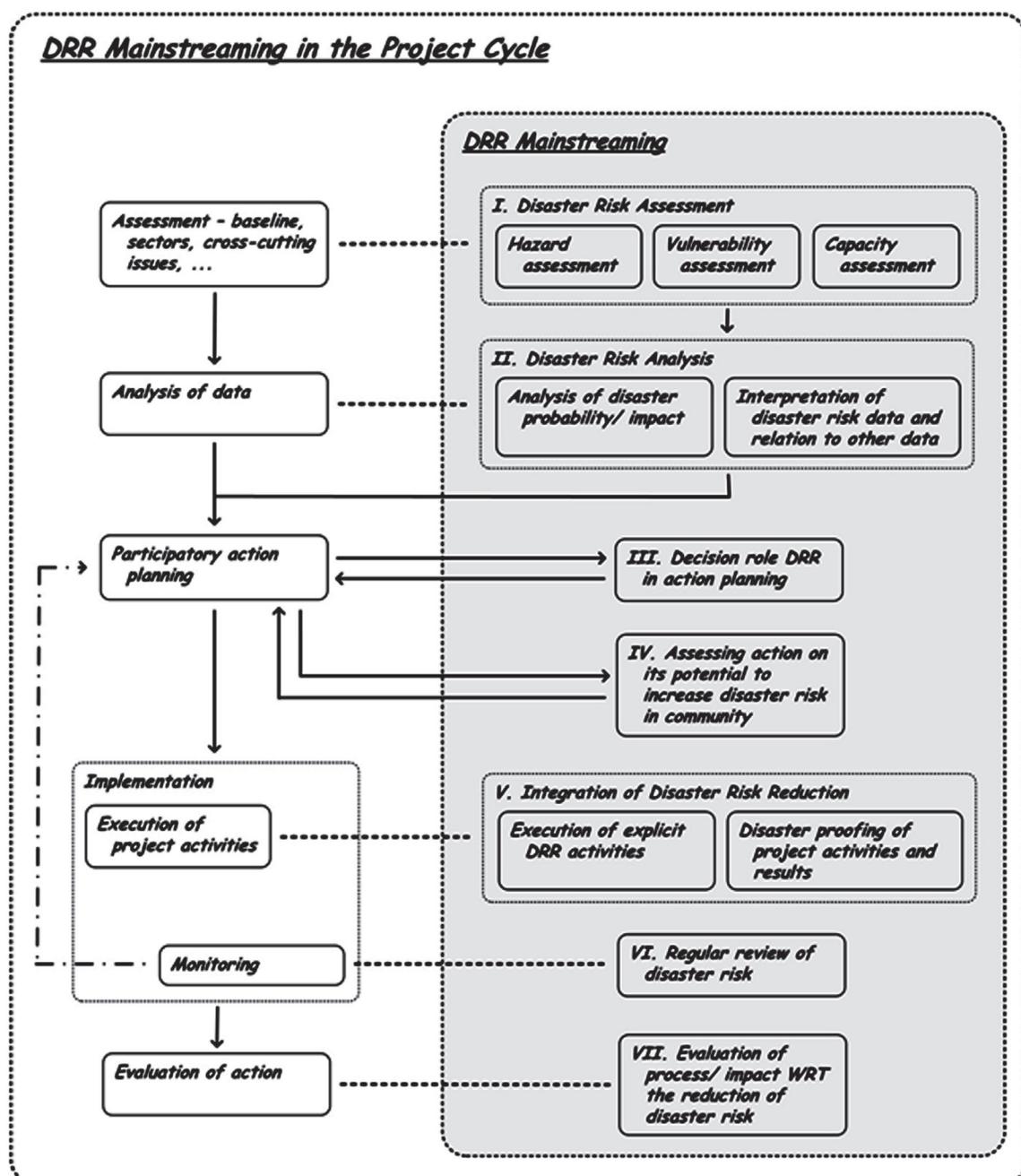


Aside from being required by law, mainstreaming is consistent with the Rationalized Planning System introduced by DILG. RPS aims to address the issue of too many plans being required of LGUs, to which the DRR plan and the local climate change action plans are added. The plans are too many such that most LGUs no longer comply with the requirement of preparing such plans.

Mainstreaming also increases the likelihood that DRR, CCA and EMR concerns are addressed by LGUs, and that funds are likely to be committed. Stand-alone DRR projects may not be sustained after the funding has run out. DRR, CCA and EMR have better chances to be continued if they are incorporated in long-term plans.

Mainstreaming is also a foil against frequent leadership changes and changing priorities of LGUs.

### 5. How is mainstreaming in development plans done?



Mainstreaming DRR in field projects (from CARE NL Strategic Plan DRR, 2010)

Mainstreaming, as practiced by CARE Nederland, is done through the implementation of both explicit DRR projects as well as incorporating DRR in policies, programmes, projects and activities (PPAs). In high-risk situations, explicit DRR PPAs are developed while other PPAs are risk-proofed. In medium-risk situations, the mainstreaming strategy will still have to involve risk-proofing all PPAs. This is still necessary because of the possibility that the level of risk might change (increase) through time. Risk-proofing also protects the fruits of development.

LGUs can practice mainstreaming by adopting CARE's approach of mainstreaming DRR, CCA and EMR in project cycle management, i.e. incorporating DRR in all phases of the project cycle, from situation analysis to monitoring, evaluation and learning. DRR, CCA and EMR can be mainstreamed in the Rationalized Planning System, which means incorporating DRR in the whole planning process, which consists of four modules or parts:

Generating the planning database to derive various indicators of development or underdevelopment, of problems and constraints, opportunities and challenges for development:

- Goals and vision statement;
- Formulation of the CLUP; and
- Formulation of the CDP and its main implementation instrument, the Executive-Legislative Agenda (ELA).

**Methodology:**

1. The facilitator or resource person will provide inputs and inspire discussion on disaster risk reduction planning and mainstreaming DRR, CCA and EMR in development planning. To facilitate learning, reference must be made to CRA outputs, in particular the Pressure and Release model.
2. Following the theoretical input, a risk reduction planning exercise will follow. The CRA outputs will be used to guide the formulation of the Risk Reduction Plan. In the exercise, the participants are expected to identify only activities that reflect different disaster risk management activities (preparedness, mitigation, prevention, etc.), as well as the different "stages" of the PAR model.
3. In closing the session, the facilitator will emphasize that in follow-up planning activities will be more thorough, covering the phases of the project cycle and the RPS.

**Materials Needed:**

- Flip chart
- Metacards
- Marker pens
- Masking tape
- CRA outputs

**Duration:** 2 hours**References:**

1. 2009 UNISDR Terminology on Disaster Risk Reduction
2. Dulce, Celso Jr. B., Jo Ann Capoquian, Ma. Stella A. Dulce, Ansherina Grace Talavera, Sindhy Obias, Athena Denise Gepte, Merdi Jean D. Arcilla, and Marieta Lupig Alcid. *Safe, Resilient Communities: the ACCORD Model*. Quezon City, Philippines: Assistance and Cooperation for Community Resilience and Development, Inc.
3. Partners for Resilience Philippines. *Tools for Community Risk Assessment: how to integrate climate change adaptation and ecosystem management and restoration*. June 2012 (unpublished)
4. *Manwal sa Pagsasanay para sa Disaster Preparedness*. CARE-CNDR-WB Project. 2006.
5. Assessment documents of ACCORD, ACCORD-2 and ASCEND projects, 2007-2011

## List of Abbreviations

AIP	Annual Investment Plan
BDRRMC	Barangay Disaster Risk Reduction and Management Committee
CCA	Climate Change Adaptation
CDP	Comprehensive Development Plan
CLUP	Comprehensive Land Use Plan
CP	Contingency Plan
CRA	Community Risk Assessment
CVA	Capacities and Vulnerabilities Assessment
DILG	Department of Interior and Local Government
DRR	Disaster Risk Reduction
DRRMC	Disaster Risk Reduction and Management Council
EC	Evacuation Center
ELA	Executive- Legislative Agenda
EMR	Ecosystem Management and Restoration
EWS	Early Warning system
LGU	Local Government Unit
NDRRMC	National Disaster Risk Reduction and Management Council
PAGASA	Philippine Atmospheric, Geophysical and Astronomical Services Administration
PAR	Pressure and Release
PCM	Project Cycle Management
PPA	Policies, Plans, Programs and Activities
RPS	Rationalized Planning System

