



**NATIONAL DISASTER RISK REDUCTION AND MANAGEMENT COUNCIL
and
NATIONAL SECURITY COUNCIL**

Joint Memorandum Circular No. 01 s 2016

**TO : ALL DISASTER RISK REDUCTION AND MANAGEMENT COUNCILS
AT ALL LEVELS, CRISIS MANAGEMENT COMMITTEES AT THE
LOCAL LEVEL, AND ALL GOVERNMENT DEPARTMENTS,
BUREAUS, AGENCIES, OFFICES, UNITS, AND
INSTRUMENTALITIES**

**SUBJECT : Guidelines on the Formulation of Contingency Plans for Natural
and Human-Induced Hazards and Adoption of the Contingency
Planning Guidebook**

DATE : AUG 30 2016

1. RATIONALE:

According to Republic Act (RA) 10121, otherwise known as the Philippine Disaster Risk Reduction and Management (DRRM) Act, it is the policy of the Philippine State to adopt a DRRM approach that is holistic, comprehensive, integrated, and proactive in reducing the socioeconomic and environmental impacts of disasters including climate change, and promote the involvement and participation of all sectors and all stakeholders concerned, at all levels, especially the local community. One of these proactive, inclusive and multi-stakeholder approaches is contingency planning.

Contingency planning is defined by RA 10121 as *"a management process that analyzes specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations."* It is used to arrange specific response and relief requirements to address the consequences of a particular disaster scenario.

Since the early 2000, the National Disaster Coordinating Council (NDCC) through the Office of Civil Defense (OCD) spearheaded the formulation of contingency plans in hazard-prone areas with the purpose of planning ahead for the management of disaster consequences. However, the increasing frequency, scope, magnitude and complexity of disasters in the recent years continue to threaten the lives of the communities. Specifically, the intervention of human-elements such as lawlessness and criminality, as was evident in Typhoon Pablo in 2012, and Typhoon Yolanda in 2013, and the Zamboanga attack in 2013,

further adds to the complexities of emergency situations.

Given such growing complexities, there is now the realization to formulate contingency plans not just for natural but also for human-induced hazards. As such, contingency planning has been specified by the National Security Council (NSC) as one of the enabling mechanisms for crisis management in accordance with the National Crisis Management Core Manual of 2012.

In this context, an effort has been made to integrate the contingency planning process for natural and human-induced hazards. The NDRRMC through the OCD, the Department of the Interior and Local Government (DILG), the Department of Social Welfare and Development (DSWD), in collaboration with the NSC Secretariat worked to harmonize the CP process for natural and human-induced hazards by undertaking series of workshops and consultation meetings. This collaborative effort led to the development of the Contingency Planning Guidebook: a reference material on the formulation of integrated and comprehensive contingency plans.

To provide guidelines on the formulation of contingency plans for natural and human-induced hazards in accordance with the Contingency Planning Guidebook as the official reference by the Disaster Risk Reduction and Management Councils (DRRMCs) at all levels, Crisis Management Committees (CMCs) at the local level, and all government departments, bureaus, agencies, offices, units, and instrumentalities, this Joint Memorandum Circular (JMC) between the NDRRMC and NSC is hereby issued.

2. LEGAL BASES:

- 2.1 RA No 10121: An Act Strengthening the Philippine Disaster Risk Reduction and Management System, Providing for the National Disaster Risk Reduction and Management Framework, Institutionalizing the National Disaster Risk Reduction and Management Plan, Appropriating Funds and for Other Purposes
- 2.2 Executive Order No. 82, s. 2012: Operationalizing the Practical Guide for National Crisis Managers and the National Crisis Management Core Manual; Establishing National and Local Crisis Management Organizations; and Providing Funds Therefor
- 2.3 NDRRMC Memorandum Circular No 04, s. 2012: Implementing Guidelines on the Use of Incident Command System as an On-Scene Disaster Response and Management Mechanism under the Philippine Disaster Risk Reduction and Management System
- 2.4 NDRRMC Memorandum Order No. 23, s. 2014: NDRRMC National Disaster Response Plan (NDRP) for Hydro-Meteorological Hazards
- 2.5 Department of Budget and Management-NDRRMC-DILG JMC 2013-1: Allocation, Utilization of the Local Disaster Risk Reduction and Management Fund

- 2.6 DILG Memorandum Circular No.: 2014-39: 2014 Seal of Good Local Governance: *Pagkilala sa Katapatan at Kahusayan ng Pamahalaang Lokal*
- 2.7 National Disaster Risk Reduction and Management Plan
- 2.8 ASEAN Agreement on Disaster Management and Emergency Response
- 2.9 Sendai Framework for Disaster Risk Reduction 2015-2030

3. **OBJECTIVE:**

The objective of this JMC is to provide guidelines on the formulation of contingency plans for natural and human-induced hazards in accordance with the prescribed Contingency Planning Guidebook.

4. **SCOPE AND COVERAGE:**

The JMC applies to all DRRMCs at all levels, CMCs at the local level, and all individual government departments, bureaus, agencies, offices, units and instrumentalities.

5. **DEFINITION OF TERMS:**

- 5.1 **Cluster Approach:** a coordination system of the NDRRMC that aims to ensure a more coherent and effective response by mobilizing groups of agencies, organizations and non-government organizations to respond in a strategic manner across all key sectors or areas of activity, each sector having a clearly designated lead, in support of existing government coordination structure and emergency response mechanisms.
- 5.2 **Contingency Planning:** a management process that analyzes specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations.
- 5.3 **Contingency Plan:** a scenario-based plan for a specific and projected natural and/or human-induced hazard. It aims to address the impacts of the hazard to people, properties, environment, security and public safety; and/or to prevent the occurrence of the emerging threats through the arrangement of timely, effective, appropriate, and well-coordinated responses as well as the efficient management of resources.
- 5.4 **Crisis Management (CM):** involves plans and institutional arrangements to engage and guide the efforts of government, non-government, voluntary and private agencies in comprehensive and coordinated ways to respond to the entire spectrum of crisis needs.
- 5.5 **Crisis Management Committee (CMC):** a governing body that

undertakes CM activities and takes decisive actions to resolve crisis or emergency. Its powers and functions are defined in the National Crisis Management Core Manual of 2012.

- 5.6 **Disaster:** a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources. Disasters are often described as a result of the combination of: the exposure to a hazard; the conditions of vulnerability that are present; and insufficient capacity or measures to reduce or cope with the potential negative consequences. Disaster impacts may include loss of life, injury, disease and other negative effects on human, physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption and environmental degradation.
- 5.7 **Disaster Preparedness:** the knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from the impacts of likely, imminent or current hazard events or conditions. Preparedness action is carried out within the context of disaster risk reduction and management and aims to build the capacities needed to efficiently manage all types of emergencies and achieve orderly transitions from response to sustained recovery.
- 5.8 **Disaster Response:** the provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected. Disaster response is predominantly focused on immediate and short-term needs and is sometimes called "disaster relief."
- 5.9 **Disaster Risk Reduction and Management (DRRM):** the systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster. Prospective disaster risk reduction and management refers to risk reduction and management activities that address and seek to avoid the development of new or increased disaster risks, especially if risk reduction policies are not put in place.
- 5.10 **Disaster Risk Reduction and Management Council (DRRMC):** organized and authorized body of government agencies, to include the civil society organizations and private sector, mandated to undertake DRRM activities from the national to local levels. The composition, powers and functions of the DRRMC are defined in RA 10121.
- 5.11 **Hazard:** a dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihood and services, social and economic

disruption, or environmental damage.

- 5.12 **Human-Induced Hazard:** a significant incident due to human interventions resulting in acts of terrorism, destabilization, criminal activities, industrial accidents, disruption of normal day-to-day activities, and other related emergencies that require prompt intervention to contain the incident, mitigate the effects, and normalize the situation.
- 5.13 **Local Disaster Risk Reduction and Management Fund (LDRRMF):** source of funds that is allocated to support all DRRM related-activities at the local levels such as, but not limited to, the pre-disaster preparedness programs including training, purchase of disaster response and rescue equipment, supplies and medicines, for post-disaster-activities, and payment of premiums on calamity insurance. The amount of LDRRMF is not less than five percent (5%) of the estimated revenue from regular sources of the local government units.
- 5.14 **National Disaster Risk Reduction and Management Fund (NDRRMF):** source of funds that is allocated to support all DRRM related-activities at the national level such as, but not limited to, training of personnel, procurement of equipment, and capital expenditures. It can also be utilized for relief, recovery, reconstruction and other work or services in connection with natural or human induced calamities.
- 5.15 **Natural Hazard:** natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

6. GUIDELINES:

6.1 Formulation of Contingency Plans:

- 6.1.1 All DRRMCs at all levels, CMCs at the local level, and individual government departments, bureaus, agencies, offices, units, and instrumentalities shall formulate contingency plans for natural and/or human-induced hazards appropriate to their areas in accordance with the prescribed Contingency Planning Guidebook.
- 6.1.2 Other governance stakeholders, including civil society organizations and the private sector, are enjoined to adopt the Contingency Planning Guidebook for formulation of their respective contingency plans.

6.2 Funding for Formulation, Dissemination, Pilot-Testing, Evaluation, and Updating of Contingency Plans:

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

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

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

6.3 **Training on Formulation of Contingency Plans:** All DRRMCs at all levels, CMCs at the local level, and individual government departments, bureaus, agencies, offices, units, and instrumentalities shall undergo training on the formulation of contingency plans as necessary.

7. INSTITUTIONAL ARRANGEMENTS:

7.1 The NDRRMC, through the OCD, as the Executive Arm and Secretariat, shall:

7.1.1 Develop and implement the training design and standards on formulation of contingency plans;

7.1.2 Work with the DILG, Leagues of Local Government Units (LGUs), and other member agencies of the NDRRMC and the NSC for the conduct of training on formulation of contingency plans;

7.1.3 Monitor and ensure the formulation of contingency plans by all individual government departments, bureaus, agencies, offices, units and instrumentalities at the national and regional levels; and

7.1.4 Work with member agencies of the NDRRMC and the NSC to enhance and update the Contingency Planning Guidebook in accordance with the latest international and national trends on DRRM and CM.

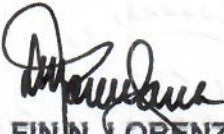
7.2 The NDRRMC, through the Disaster Preparedness Pillar, led by the DILG shall:

7.2.1 Ensure that all LGUs are provided with appropriate training on formulation of contingency plans; and

7.2.2 Monitor compliance and consolidate the completed contingency plans of the LGUs.

7.3 The NDRRMC, through the Disaster Response Pillar, led by the DSWD shall facilitate the harmonization of the Disaster Response Cluster Approach System from the national down to local government levels for the effective formulation and implementation of contingency plans.

- 7.4 The NSC Secretariat shall provide appropriate technical assistance on crisis management to all concerned stakeholders to support in formulation and review of the integrated and comprehensive contingency plans.
- 7.5 All DRRMCs at all levels, CMCs at the local level, and individual government departments, bureaus, agencies, offices, units, and instrumentalities shall:
- 7.5.1 Monitor and report to the supervising DRRMC the completion of contingency plans in their respective areas of responsibility;
 - 7.5.2 Provide inputs and recommendations to the NDRRMC through the OCD for continued enhancement and updating of the Contingency Planning Guidebook; and
 - 7.5.3 Facilitate widest dissemination of this JMC to all concerned stakeholders.
8. **ANNEX:** Contingency Planning Guidebook
9. **REPEALING CLAUSE:**
- All existing issuances, which are inconsistent with this JMC, are hereby superseded.
10. **EFFECTIVITY:**
- This JMC shall take effect immediately. It shall be an evolving document and shall be reviewed and updated as deemed necessary.



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