



AUG 18 2016

MEMORANDUM

No. 43, s. 2016

TO : DISASTER RISK REDUCTION AND MANAGEMENT
COUNCILS AT ALL LEVELS, GOVERNMENT DEPARTMENTS,
BUREAUS, AGENCIES, OFFICES, UNITS, AND
INSTRUMENTALITIES

SUBJECT : Guidelines on the Interoperability of Incident Management
Teams (IMTs) and the Response Clusters

1. RATIONALE:

Following the enactment of Republic Act (RA) 10121, otherwise known as the Philippine Disaster Risk Reduction and Management (DRRM) Act of 2010, the Philippine government took a proactive approach to manage the disaster consequences and reduce disaster risks by institutionalizing various mechanisms. Among these are the Incident Command System (ICS) and the Cluster Approach System.

The ICS has been institutionalized in the Philippine DRRM System by virtue of the National Disaster Risk Reduction and Management Council (NDRRMC) Memorandum Circular No. 4 s. 2012 issued on 28 March 2012. Mandated to be established by the Office of Civil Defense (OCD), ICS is an on-scene disaster response tool that is used to integrate the complex inter-agency structures of different agencies to work for a common set of objectives during operations.

The use of the Cluster Approach System is embodied in the National Disaster Response Plan for Hydro-meteorological Hazards which was approved by virtue of NDRRMC Memorandum Order No. 23, s. 2014 issued on 20 October 2014. The Response Clusters shall be activated by the Department of Social Welfare and Development (DSWD) as the Vice-Chairperson for Disaster Response during emergencies.

Both the ICS and the Cluster Approach System have been proven effective in managing potential and actual disaster consequences. These tools have significantly enhanced the mechanisms for resource management, reporting and documentation, promotion of responders' safety, and optimum achievement of response objectives as evident in past major disaster response operations to include management of planned high-density population gatherings.

To further enhance the interoperability of these two DRRM tools, this NDRRMC Memorandum is hereby issued.

2. LEGAL BASES:

- 2.1 RA 10121, Section 9 (g): The OCD shall *"Formulate standard operating procedures for the deployment of rapid assessment teams, information sharing among different government agencies, and coordination before and after disasters at all levels."*
- 2.2 RA 10121, Implementing Rules and Regulations, Rule 7 (h): The OCD shall *"Establish an incident command system (ICS) as part of the country's existing on-scene disaster response system, to ensure effective consequence management of disasters or emergencies."*
- 2.3 Executive Order No. 82 s. 2012, Section 4D: *"As soon as an incident is declared as approaching crisis level, the Responding Crisis Manager activates the Incident Command System (ICS) and calls on the designated Incident Commander (IC)."*
- 2.4 NDRRMC Memorandum Circular No. 4, 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
- 2.5 NDRRMC Memorandum Order No. 23, s. 2014: National Disaster Response Plan for Hydro-meteorological Hazards
- 2.6 National Disaster Risk Reduction and Management Plan, Thematic Area 3: *"Disaster Response"*, Outcome 12: *"Well-established ICS in disaster operation."*, Indicator 1: *"Activated functional Incident Command System (ICS) by the first responder on site"*

3. OBJECTIVE:

The objective of this Memorandum is to provide guidelines for the interoperability of Incident Management Teams (IMTs) and Response Clusters during disaster response operations, management of planned events, and exercises.

4. SCOPE AND COVERAGE:

This Memorandum applies to DRRMCs at all levels, government departments, bureaus, agencies, offices, units, and instrumentalities, including civil society organizations, private sector and other stakeholders.

5. DEFINITION OF TERMS:

- 5.1 **Check-In:** the process whereby resources report to an incident or

planned event to receive tactical assignment.

- 5.2 **Close out:** a formal concluding meeting of the response operation to discuss the incident summary and actions taken, major events that may have lasting ramifications, documentation concerns, evaluation and other relevant matters.
- 5.3 **Cluster:** a group of agencies that gather to work together towards common objectives within a particular sector of emergency response.
- 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.
- 5.4 **Command and Control:** exercise of authority and direction by the Incident Commander over resources checked-in to accomplish the objectives.
- 5.5 **Coordination:** system for gathering information, making decision, and recording action that must be clear and known to all.
- 5.6 **Demobilization:** the release and return of resources that are no longer required for the support of the incident/event.
- 5.7 **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.
- 5.8 **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 body of government agencies, to include the civil society organizations and private sector, mandated to undertake DRRM functions from the national to local levels. The composition, powers and functions of the DRRMC are defined in RA 10121.
- 5.11 **Emergency:** unforeseen or sudden occurrence, especially danger, demanding immediate action.
- 5.12 **Emergency Operations Center (EOC):** the facility that serves as repository of information and main hub for coordination of resources to support the management of an incident or planned event.
- 5.13 **Exercise:** a focused practice activity that places the participants in a simulated situation requiring them to function in the capacity that would be expected of them in a real event. Exercise can be discussion-based such as seminars, workshops, tabletop exercises and games or operations-based such as drills, functional exercises and full-scale exercises.
- 5.14 **Incident:** an occurrence or event, natural or human-induced, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.
- 5.15 **Incident Commander (IC):** the individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.
- 5.16 **Incident Command Post (ICP):** the field location wherein the primary tactical-level, on-scene incident command functions are performed.
- 5.17 **Incident Command System (ICS):** a standard, on-scene, all-hazard incident management concept that can be used by all DRRMCs,

member agencies and response groups. It allows its users to adopt an integrated organizational structure to match the complexities and demands of single or multiple incidents without being hindered by agency or jurisdictional boundaries.

- 5.18 **Incident Management Team (IMT):** a team composed of the Incident Commander and appropriate Command and General Staff personnel assigned to an incident or planned event. The Command Staff consists of the Public Information Officer, Safety Officer, and Liaison Officer. The General Staff consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. The IMT members may be expanded as needed.
- 5.19 **Planned Event:** organized gathering such as parades, fiestas, concerts, conferences, and other events usually characterized by having high-density population of audiences and significant profile of attendees among others.
- 5.20 **Resources:** personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident or planned event operations and for which status is maintained.
- 5.21 **Response Clusters:** Response Clusters are part of the NDRRMC's strategic action on providing humanitarian assistance and disaster response services. These are organized groups of government agencies that are designated to undertake coordination functions at the strategic level to provide resource support for tactical response.
- 5.22 **Responsible Official (RO):** the overall in charge of an agency, organization or institution who has the full authority for making decisions and providing directions to manage an incident or planned event within his/her jurisdiction. The RO is usually the Chairperson of the DRRMC, the Crisis Manager of the Crisis Management Committee, the head of an agency or organization, or any individual vested with authority as mandated by law according to his/her respective jurisdiction.

6. **GUIDELINES:**

The following are the guidelines to be observed upon the activation of the IMT and Response Cluster during disaster response operations, management of planned events, and exercises:

6.1 **IMT:**

- 6.1.1 The IMT shall exercise command and control functions over all checked-in resources for response;
- 6.1.2 The IMT shall request for additional resources to the RO through the EOC; and

6.1.3 The IMT shall facilitate the demobilization of resources mobilized and/or provided by the Response Clusters. The RO shall be properly informed on the demobilization details.

6.2 Response Clusters:

6.2.1 The head or authorized representative of each Response Cluster shall report in person to the RO;

6.2.2 The head or authorized representative of each Response Cluster shall exercise coordination functions within the EOC level to monitor the situation on the ground and stand-by for resource requests from the IMT;

6.2.3 Upon receipt of resource requests from the IMT through the EOC, the concerned Response Clusters shall facilitate the availability of the requested resources;

6.2.4 All resources mobilized and/or provided by the Response Clusters shall check-in to the IMT; and

6.2.5 Once the resources have checked-in, the Response Clusters shall cease command and control over the resources.

6.3 Coordinating Instructions:

6.3.1 The EOC shall facilitate all communications between the IMT and the Response Clusters;

6.3.2 The EOC and ICP are separate facilities that shall not be co-located during response operation;

6.3.3 The EOC shall consolidate, process and synthesize the reports of the IMT and the Response Clusters for inclusion in the official periodic situation report;

6.3.4 The RO, upon recommendation of the IC, shall decide for termination of the operation of the IMT and the Response Clusters; and

6.3.5 Upon termination of the operation, the RO shall organize a close out meeting with the IMT and the Response Clusters to determine the strengths, areas for improvement, and recommendations for future operations.

7. INSTITUTIONAL ARRANGEMENTS:

7.8.1 The OCD shall:

- 7.8.1.1 Develop and implement the appropriate ICS training design and standards as part of the requirements for the constitution of the IMT;
- 7.8.1.2 Maintain the database of the pool of IMT members organized by the DRRMCs; and
- 7.8.1.3 Document lessons learned, best practices, and success stories on the interoperability of the Response Clusters and IMT for dissemination to various stakeholders through information and education campaigns.

7.8.2 The Heads of the National Response Clusters shall develop their respective Response Cluster guidelines to facilitate interoperability with IMTs.

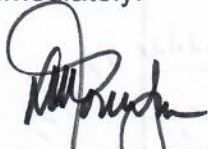
7.8.3 DRRMCs at all levels and government departments, bureaus, agencies, offices, units, and instrumentalities shall facilitate the widest dissemination of this Memorandum to all concerned stakeholders.

8. REPEALING CLAUSE:

All existing issuances inconsistent in this Memorandum are hereby superseded.

9. EFFECTIVITY:

This Memorandum shall take effect immediately.


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Secretary, DND
and
Chairperson, NDRRMC



SECRETARY OF
NATIONAL DEFENSE



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