

OPERATIONAL GUIDELINES ON THE IMPLEMENTATION OF DISASTER RESPONSE AND MONITORING CAPABILITY BUILDING (DRAMCB) PROJECT

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I.

RATIONALE:

The Philippines, by geographical and geological formation is one of the most disaster prone countries of the world. Based from the recent research conducted by the Center for Research on Epidemiology of Disasters (CRED) in Belgium covering the period of 1966-1990, the country ranked first among ten disaster prone developing countries of the world. Disasters such as typhoons visit the country at an average of 20 annually, storm surges, floods, drought, earthquakes and eruptions from 22 out of 200 active volcanoes. These incidents are further compounded by man-made disasters such as social conflict, fire and industrial accidents thus, causing massive displacement and emotional trauma of families affected.

For a period of five years from 1986 to 1991, the DSWD disaster operations recorded an average of 5 million persons affected annually. Likewise, many municipalities are accessible only to dirt roads which can easily be rendered unpassable by landslides or washed out by flashfloods. When these occur, communities are isolated from the rest of the country for several of days such that extent of damage cannot be monitored and immediate emergency response could not be effected.

Because of its critical role in disaster management, the Department of Social Welfare and Development operates a 24-hour Relief Operations Monitoring and Information Center based in Legarda Manila. As a result of the devolution with the implementation of the Local Government Code, it has continually committed its efforts directed towards the management of disaster relief and monitoring through improved monitoring information system at the regional level. It still needs improvement however at the municipal and barangay levels especially now that social workers have been devolved. As its contribution to the International Decade for Natural Disaster Reduction (IDNDR) objectives, it has conceptualized the Disaster Response and Monitoring Capability Building as one of its priority projects in strengthening the agency's disaster response capability through an effective monitoring mechanism and ensuring efficient collective community response.

II.

OBJECTIVES:

1. General Objectives:

To upgrade the monitoring and response capability of DSWD and the disaster responders in high risk areas to respond to disasters in the most effective and efficient manner and ensure its institutionalization at the national and local levels for a period of five years in three pilot regions of the country.

2. Specific Objectives

- 2.1 To install a quick feedback and monitoring mechanisms through generation of data as basis for decision making and provision of immediate and appropriate response;
- 2.2 To ensure a systematic, coordinated and integrated participation of all work units of Central Office and Field Offices and reduce uncertainty in management decisions under disaster conditions.
- 2.3 To strengthen the network of Relief and Rehabilitation Service Committees at the National/Regional/Local DCCs, NGOs and People's Organizations to assist in project implementation.
- 2.4 To institutionalize the four Monitoring Stations in DROMIC Central, Luzon, Visayas, Mindanao and DROMIC in all Field Offices and install a skills upgrading program for project personnel.
- 2.5 To demonstrate institutionalization of capability building support program for the at-risk families and communities for efficient and effective collective community response;
- 2.6 To transfer appropriate knowledge and skills in disaster management specifically in the area of preparedness for response and rehabilitation to local disaster managers and implementors in at-risk areas.
- 2.7 To strengthen the operation of Non-Government Organization (NGO) Desk and ensure the installation of the Disaster Welfare Inquiry Desk at all levels for effective disaster management.

III.

PROJECT DESCRIPTION:

Disaster Response and Monitoring Capability Building is a pilot project of the DSWD thru the Bureau of Emergency Assistance (BEA) in coordination with the Field Offices, LGUs, NGOs, and other GOs.

As a project, it has two major components:

- 1) The monitoring capability of the Field Offices which shall ensure responsive data generation towards responsible decisions for timely and appropriate disaster response;
 - a. strengthening of the Disaster Relief Operations Monitoring and Information Center (DROMIC) at all Field Offices; and
 - b. installation of the Central DROMIC and its sub-stations in Luzon, Visayas and Mindanao
- 2) The response capability of families, and communities which shall ensure efficient and effective collective community response to disasters thru preparedness training and mobilization of families, communities and volunteers.

The Project shall be implemented in three (3) pilot regions in Luzon, Visayas, and Mindanao.

A quick feedback and monitoring response mechanisms shall be installed in NCR as the Central DROMIC which shall oversee the operation of its sub-stations in Region IV for Luzon, Region VIII for Visayas and in Region X for Mindanao. Generation and transmission of substantial data from the disaster sites through the corresponding sub-stations then to Central DROMIC to the level of policy makers/service providers shall be facilitated as basis for immediate and appropriate response.

In the response capability building, conduct of trainings shall be a support strategy to the DROMIC information system as well as an approach of empowering families and communities to effectively manage disaster situations.

A total of 24 barangays in 12 municipalities shall be targetted yearly to reach 96 barangays in the four year period.

IV.

MAIN FEATURES OF THE PROJECT:

A. Strategies and Activities:

1. Monitoring Capability Building: The monitoring capability building component is divided into sub-components namely: installation and capability building of DROMIC Central Monitoring and sub-stations and strengthening of DROMICs in all Field Offices.

Specific strategies are as follows:

1.1 Setting up of office base monitoring stations in NCR as Central Station and 3 sub-stations in Luzon (Region IV), Visayas (Region VIII) and Mindanao (Region X) and acquisition of manpower and equipment support.

1.2 Program Development that shall include development of Manual of Operations, training materials and other relevant self-instructional guide in the operations of the monitoring stations.

1.3 Installation of Disaster Information System in each of the pilot monitoring stations.

1.4 Conduct of Capability building and skills upgrading of hired project personnel and data generators on various aspect of disaster monitoring generation and packaging and transmission of disaster information.

1.5 Strengthen network with warning and learning institutions for a coordinated social mobilization and resource generation activities thru regular consultations/conferences.

2. Response Capability Building - The response capability building focuses on the capability building of the at-risk families and communities to respond to disasters. Strategies to be employed are the following:

2.1 Program Development that shall include strengthening partnership with the local government units and firm up commitment in the implementation of the project. Likewise, it shall include development of training materials for the conduct of response capability building activities.

2.2 Conduct of trainings to devolved implementors and community volunteers on disaster preparedness and management.

2.3 Alliance building with the RRSC and other organized structure in the barangay to strengthen collaboration and coordination in the management of relief and rehabilitation activities.

B. Output Indicators[*]

D. Manpower Component

The DROMIC Central and its monitoring sub-stations shall require support staff who will be trained to manage the operation of the monitoring stations. DSWD shall hire technically skilled project staff to ensure effective project operation. The staff to be involved in the project shall adhere to the qualification standards set for the positions. Twenty one monitoring staff shall be hired for the project, 16 of which are to be assigned at DROMIC Central, Visayas and Mindanao monitoring sub-stations while five personnel shall be hired as contractuels to be assigned in Luzon monitoring sub-stations. Salaries for the contractual staff shall be taken from Object 29 of the project MOOE allocation. Required key operation staff are:

Level

Number

Position

DROMIC Central

2

Management Audit Analyst III

1

Clerk

1

Communication Equipment Operator

1

Computer Programmer

1

Utility Worker

Visayas

2

MAA III

and

Mindanao

2

MAA II

sub-stations

2

Communication Equipment Operator

2

Clerks

2

Utility Worker

TOTAL

16

B. Additional Manpower to Support Operation in Luzon Station

Station Number Positions

Luzon

1

MAA III

1

MAA II

1

Comm. Equipment Operator

1

Clerk II

1

Utility Worker

Total

5

V.

GENERAL POLICIES:

1. A Project Executive Committee shall be organized with the following as members: Undersecretary for Social Welfare Policies and External Affairs (Head), Asst Secretary for Programs, Director/ABD of the Emergency Assistance and the Field Directors of the pilot areas. They shall be responsible in ensuring that project activities shall be all in accordance with the objectives set and supportive of the mandate and priority thrust of the Department.
2. A Project Management Team whose members include the Technical Staff of the Bureau of Emergency Assistance and Field Offices involved in project implementation shall be organized and responsible in the implementation of the project activities in accordance with the schedules of implementation formulated.
3. On Monitoring Capability Building Component of the Project, the Central DROMIC shall;
 - 3.1. Be the focal point in carrying out activities to ensure effective and efficient generation of feedback from the local levels as basis for decisions for timely and appropriate response.
 - 3.2. Provide technical supervision relative to the operations of the pilot sub-stations in Tacloban City, Cagayan de Oro City and Alabang.
 - 3.3 Train DRAMCB support staff in coordination with Central Office Personnel Division and the Field Offices concerned.
 - 3.4 Install the disaster information system at 4 monitoring sub-stations, process disaster information and generate disaster statistics from the local levels through an strengthened network with the local government levels, collate other information and materials relevant to the monitoring capability building.
 - 3.5 Maintain and strengthen the NGO Desk and Disaster Welfare Inquiry Desk as information sources for those needing assistance and promote a systematic and rationalized utilization of available resources for disaster response.
5. The Field Directors at the monitoring substations (FO IV, VIII and X) shall coordinate with Field Directors supervising the DROMICs within the cluster. They shall ensure efficient generation and transmission of disaster statistics to the monitoring station within the cluster.
6. The DRAMCB project hired personnel particularly the Management Audit Analysts shall conduct rapid assessment at the disaster stricken areas with focus on the systems and procedures employed during the conduct of disaster operation. Likewise, the Social Welfare Specialists on Assistance also conduct rapid assessment of the disaster stricken areas with emphasis on the technical aspect of disaster operations.
7. Upon authority of the Secretary, the Field Directors of the DROMIC monitoring sub-stations shall issue travel orders for the deployment of DRAMCB staff to disaster stricken areas relative to the conduct of rapid assessment

within the cluster regions

8. On Response Capability Building

8.1. Target provinces/municipalities/barangays shall be:

8.1.1 High risk areas affected by at least two types of disasters yearly putting in distress at least 30% of barangay population;

8.1.2 A pilot area for the implementation of Comprehensive Integrated Delivery of Services (CIDSS) provided it is a high risk area;

8.1.3 At least a 5th class municipality/province which has scarce local resources that needs support from the national government

8.1.4 Has strong support and interest from the the devolved workers and the local executives.

8.2 The training program shall be a collaborative effort of the Bureau of Emergency Assistance, Field Office, the Local Government Units of the participating communities. Major activities shall include the following

8.2.1 A 10-day trainors training which includes devolved workers and staff to be designated by the local executives shall be conducted.

8.2.2 A 5-day Community Volunteers for Emergency Response (CoVER) involving 10 volunteers in each barangay shall be conducted by the trainors. The last two days of the workshop shall be participated in by 20 heads of families or adult family members.

8.2.3 Informal family preparedness session using interpersonal campaign strategies shall be conducted to at least ten cluster of families for every volunteer in each designated purok in the barangay per year.

9. On Monitoring and Evaluation:

9.1 The Central DROMIC shall monitor and evaluate the operations of the monitoring sub-stations.

9.2 The Bureau of Emergency Assistance and the Field Offices shall conduct monitoring and evaluation of the training programs at the community level.

9.3 Monitoring reports shall be prepared and submitted on a quarterly basis to the Secretary while the evaluation report shall be submitted semi-annually.

9.4 The Field Office hosting the monitoring sub-station shall likewise submit to the Office of the Secretary through the Bureau of Emergency Assistance monitoring reports for areas covered on a monthly basis.

10. On Reporting

10.1 The Bureau of Emergency Assistance shall prepare and submit a quarterly status report on the implementation of the project to the Office of the Secretary.

10.2 Reporting forms shall be prepared by the Bureau of Emergency Assistance for use of the Field Offices. A separate reporting form for the monitoring sub-stations shall also be designed.

10.3 There shall be two reporting forms to be formulated, one for monitoring capability building and another for response capability building.

10.4 A quarterly and year-end accomplishment report shall be submitted by the Field Offices as basis for program planning. Both the quarterly and year-end accomplishment report shall be prepared using the same format.

10.5 At the monitoring sub-station (FO IV,VIII,X), monthly DRAMCB monitoring report shall be prepared for submission to the DROMIC Central.

10.6 DROMICs at the Field Offices shall submit monthly monitoring reports to the sub-stations and disaster reports on need basis. Reports to be submitted are the following:

- initial report of disaster
- on-going/continuing monitoring and assessment report
- disaster operations status report
- masterlist/profile of evacuees
- status of evacuation center
- cost of assistance by fund source
- mastelist of casualties

10.7 Monthly status report of trainings conducted for the response capability building shall be regularly submitted to BEA by the Field Office concerned

10.8 Reports on trainings conducted and inventory of volunteers shall be submitted by the LGUs to the Field Office

10.9 Monthly report of accomplishment shall also be prepared by the volunteers for submission to the MSWDOs

B. Procedures in Project Management

A. Preparatory Phase

1. Consultation with the project management team on:

- 1.1 the basic concept and details of the project
- 1.2 defining the roles and functions of the project management staff from national down to the barangay level
- 1.3 defining the roles and functions of coordinating agencies in the implementation of the project
- 1.4 confirmation of the identified area of coverage for the project implementation
- 1.5 entering into Memorandum of Agreement/Conforme with the Local Government Units in the implementation of the response capability building

2. Conduct of the Following Major Activities

2.1 Monitoring Capability Building

a. Setting up of office base monitoring stations

- installation of the monitoring stations in Central DROMIC, Luzon, Visayas and Mindanao
- acquisition of manpower and equipment support

b. Program Development

- preparation of training materials for the conduct of capability building and skills upgrading to project personnel

2.2 Response Capability Building

a. Social Preparation

- identification of target areas
- consultation/advocacy to the LGUs, and NGOs to firm up support for the project implementation

b. Pre-Training Activities/Program Development

- assessment of skills and knowledge requirements
- development of training materials and other self-instructional guides for the trainors, volunteers and families
- identification of training site

c. Identification of training sites

B. Implementation Phase

1. Monitoring Capability Building

1.1 Installation of Disaster Information System

1.2 Capability Building and Skills Upgrading for project personnel

1.3 Monitoring of Disaster Operation

1.4 Technical Assistance

1.5 Networking

2. Response Capability Building

Conduct of trainings in three levels:

2.1 Trainors training of devolved workers to be formed into core of trainors for the conduct of volunteers training

2.2 Training of Community Volunteers for Emergency Response (CoVER)

2.3 Family Preparedness Trainings/Sessions

C. Post Implementation Phase

1. Monitoring and Evaluation

2. Reporting on the Status of Implementation

3. Research on the Impact of each project component as basis for program development and policy formulation

4. Documentation on the entirety of the project

5. Sustainability of the project through institutionalization of the systems in the national and local levels

VI.

DELINEATION OF ROLES AND RESPONSIBILITIES

A. THE PROJECT MANAGEMENT TEAM

1. Department of Social Welfare and Development:

1.1 The Project Executive Committee

The Undersecretary for Social Welfare Policies and External Affairs, Assistant Secretary for Programs, Director of the Bureau of Emergency Assistance and the Field Directors of Field Offices IV, VIII and X shall compose the Project Executive Committee. It shall be headed by the Undersecretary for Social Welfare Policies and External Affairs with the Director of Bureau of Emergency Assistance as the Executive Director. They shall primarily be responsible in ensuring that the project activities are implemented as planned in accordance with the objectives of the project and supportive of the mandate and priority thrusts of the Department

1.2 The Bureau of Emergency Assistance

1.2.1 Provides over-all supervision on the implementation of the project

1.2.2 Provide technical assistance in the implementation of the project relative to the following activities:

- a. technical assistance and backstop support during the conduct of orientation training, disaster management capability building and skills upgrading for project staff and other project implementors
- b. preparation of Memorandum of Agreement/Conforme between DSWD and LGU for the operationalization of the project
- c. monitoring of project implementation
- d. installation and management and operation of NGO and Welfare Inquiry Desks

1.2.3 Submit regular feedback reports to the Secretary on the status of project implementation and developments based on project monitoring activities.

1.2.4 Conduct project review, evaluation and documentation of the project.

1.2.5 Assumes full responsibility for programming budgetary allocations

1.2.6 Provide augmentation staff support to DROMIC Central the conduct of validation/rapid assessment to Disaster stricken areas.

1.2.7 Initiate and take charge of the public interpretation and education of the project in coordination with PALS to establish, maintain and enhance networking and linkages with concerned groups involved in the project.

1.2.8 Set qualification standards of positions for the project and recommends applicants for the said positions

1.2.9 Develop conceptual and operational framework, project guidelines, training modules and manual of operation of the project

1.2.10 Conduct training needs assessment in various areas of monitoring and response capability building in coordination with the Field Offices.

1.2.11 Conduct of study relative to the improvement of disaster monitoring capability systems and procedures

1.2.12 Prepare draft of training proposals and syllabus on enhancing disaster management capability of Field Offices, disaster managers, implementors, at-risk families and communities and conduct the same

1.2.13 Conduct an analysis of the result of training needs assessment needed in the preparation of training proposals for capability building activities.

1.2.14 Design/formulate reporting forms for the implementation of the project and monitoring tools in the conduct of audit/study on monitoring capability building

1.3. Field Offices (Base of Monitoring Sub-stations)

1.3.1 Direct and supervise the implementation of the project within the cluster regions relative to the conduct of the following:

- a. installation and management of NGO Desk and Disaster Welfare Inquiry Desk
- b. provision of augmentation of staff support to DROMICs relative to the conduct of validation/rapid assessment
- c. installation of disaster information system
- d. generation and packaging of disaster statistics
- e. preparation of reports on studies/rapid assessments conducted with recommendations for improvements.
- f. maintain and update data bank of disaster statistics in the cluster regions
- g. formulate management tools for the conduct of audit/study on monitoring capability building

1.3.2 Submit regular feedback report to the Secretary through the BEA on project implementation and developments based on monitoring activities

1.3.3 Assumes full responsibility for programming budgetary allocations in the region

1.3.4 Recruit and recommend to the Bureau project personnel who will be hired for the project

1.3.5 Establish, maintain and promote public relations and enhance networking and linkages with concerned groups e.g media, NGO, POs and LGUs involved in project implementation within the cluster region

1.3.6 Provide technical assistance to DRAMCB personnel and LGUs along the following areas:

- a. operation and management of the DROMICs
- b. preparation/packaging of disaster informations
- c. technical assistance and backstop support to the LGUs on the conduct of capability building to volunteers and devolved implementors
- d. documentation of the project

1.3.7 Work closely with the Bureau in providing capability building activities to project personnel, devolved implementors and volunteers:

- a. prepare draft of training proposals and syllabus on enhancing disaster management capability of Field Offices, disaster managers, implementors, at-risk families and communities and conduct the same
- b. Facilitate administration of the training needs assessment questionnaires and consolidate same for submission to the Bureau

1.3.8 Conduct advocacy to the LGUs to firm up their support in the implementation of the project

1.3.9 Participate in the conduct of study relative to the improvement of disaster monitoring capability systems and

procedures

1.3.10 Participate in project review and evaluation.

1.4 Field Office (Base of DROMIC)

1.4.1 Direct and supervise the management and operation of DROMICs along the following areas:

a. conduct of validation/rapid assessment on situation of the disaster stricken areas

b. install and manage the NGO and Disaster Welfare Inquiry Desk

c. generation, review and packaging of disaster informations

d. determine needs and requirements of the affected areas for augmentation support

1.4.2 Submit regularly to DRAMCB monitoring station in the cluster reports on disaster occurrences in the region

1.4.3 Recommends project ideas to improve implementation of the monitoring capability building component of the project

1.4.4 Participate in the capability building, skills upgrading and reviews that will be conducted

1.4.5 Provide technical assistance to the following areas:

a. personnel involve in the management of DROMIC

b. devolved workers on the management of disaster operation

1.4.6 Conduct advocacy to the LGUs in the improvement of the disaster monitoring capabilities in the region

B. Local Government Units

1. Province/Municipalities

1.1 Enter into a Memorandum of Agreement in the implementation of the project.

1.2 Assists the community in the identification of volunteers.

1.3 Participate in the trainors training along disaster management and organization and mobilization of volunteers

1.4 Conduct trainings and organization of Community Volunteers for Emergency Response (CoVER) as implementors in the conduct of family preparedness session.

1.5 Provide for logistics and other needs requiring augmentation.

1.6 Submit immediately disaster information to DROMIC to facilitate quick disaster response.

2. Barangay

2.1 Barangay Officials shall be responsible in identification and recruitment of volunteers (CoVER).

2.2 Provide venue for training of volunteers

2.3 Support the volunteers in the implementation of disaster preparedness relief and rehabilitation services in the barangay.

3. Barangay Relief and Rehabilitation Service Committee

3.1 Link closely with the community volunteers in responding to the family needs particularly along relief and

rehabilitation;

3.2 Recognize the volunteers as an internal part of the Barangay RRSC.

4. Community Volunteer for Emergency Committee Response (CoVER)

4.1 Conduct family preparedness sessions in a cluster neighborhood of at least five families.

4.2 Assist the RRSC in the generation of disaster report and submit same to the MSWDO for submission to DROMIC.

4.3 Assist the families at risk in the preparation of family preparedness plan

4.4 Assist the MSWDO in the provision of relief and rehabilitation service to the families at-risk victims like CISD, management of evacuation center, etc.

4.5 Act as an extension arm of the MSWDO in the barangay in the provision of relief and rehabilitation service such as:

- conduct of CISD
- management of evacuation center
- mobilization and management of resources
- management of NGO-GO and welfare inquiry' desks

4.6 Build alliance with existing organization to gain support of the project implementation.

B. The Monitoring Stations

1. The Central Monitoring Station (DROMIC Central)

1.1 Installation of the disaster information system

1.2 Conduct validation/rapid assessment to affected areas upon request for augmentation of the monitoring sub-stations.

1.3 Strengthen the operation and management of the NGO and Disaster Welfare Inquiry Desks as an advisory board for concerned individuals, groups and organizations

1.4 Provide monitoring and technical assistance to the monitoring sub-stations along the following areas:

- a. installation, management and operation of the NGO and Disaster Welfare Inquiry Desk
- b. generation, review and packaging of disaster statistics
- c. conduct of rapid assessment
- d. maintain and update data bank of disaster statistics

1.5 Establish and strengthen networking and linkages with concerned groups involved in project implementation

1.6 Facilitate acquisition and upgrading of monitoring equipments

1.7 Formulate management tools in the conduct of audit/study on monitoring capability building

1.8 Conduct studies relative to the improvement of disaster monitoring capability systems and procedures

1.9 Provide training and skills upgrading to DRAMCB and DROMIC personnel in various areas of disaster monitoring.

2. Monitoring Sub-Stations (Luzon, Visayas and Mindanao Sub-stations)

2.1 Install and manage the NGO and Welfare Inquiry Desk

2.2 Facilitate conduct of rapid assessment in the disaster stricken areas upon request for augmentation of the concerned DROMICs

2.3 Generate, review and package disaster informations within the cluster regions and submit same to the Central Monitoring Station

2.4 Maintain and update data bank of disaster statistics of the cluster regions

2.5 Provide technical assistance to DROMICs within the cluster on various areas of disaster monitoring

2.6 Participate in the conduct of skills upgrading to project personnel

2.7 Participate in the conduct of project review, evaluation and documentation of the project.

For strict compliance.

(SGD.) CORAZON ALMA G. DE LEON
Secretary

[*] Text available at the Office of the National Administrative Register, Up Law Center, Diliman, Quezon City.

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