



DISASTER MANAGEMENT SYSTEM

Philippine Experience

Department of Social Welfare and Development (DSWD)
Republic of the Philippines

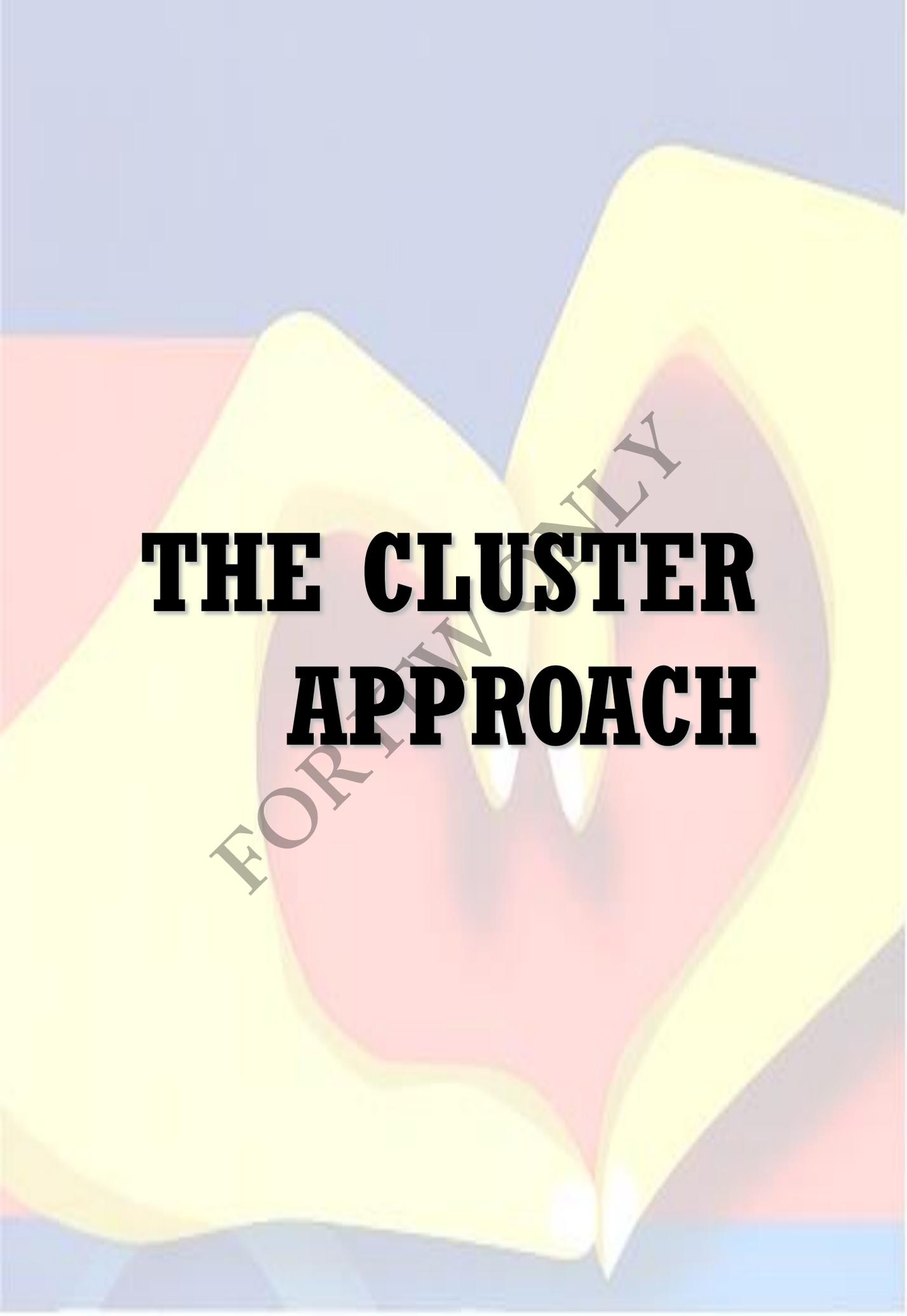
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Republic of the Philippines

National Disaster Coordinating Council





THE CLUSTER APPROACH

FOR PRACTICE ONLY



A Presentation on the Cluster Approach



What is the Cluster Approach?

- A mechanism to address identified gaps in response and enhance quality of humanitarian action
- Part of a wider reform process of the NDCC aimed at improving the effectiveness of humanitarian response by ensuring greater predictability and accountability
- Aimed at strengthening partnerships between the government, UN-IAC, international humanitarian agencies, international and local non-government organizations

Aim and Objective (At the Global Level)

At the global level, the aim of the cluster approach is to strengthen system-wide preparedness and technical capacity to respond to humanitarian emergencies by ensuring that there is predictable leadership and accountability in all the main sectors or areas of humanitarian response.

Aim and Objective (At the Country Level - 1)

- Strengthen humanitarian response by demanding high standards of predictability, accountability and partnership in all sectors
- Achieve more strategic responses;
- Prioritization of available resources by better defining the roles and responsibilities of humanitarian organizations within the sectors;
- Providing a first point of call in all the key sectors.

Aim and Objective

(At the Country Level - 2)

- Optimize the support to government by complementing efforts at the national and local levels in responding to the priority needs in the affected areas.
- The success of the cluster approach will be judged in terms of the impact it has on improving the humanitarian response to affected people.

Global Cluster Leads

Food (WFP); Refugees (UNHCR); Agriculture (FAO);
Education (UNICEF)

Sectors with Clear Leadership and Accountability Technical areas

- | | |
|-----------------------|-----------------------|
| 1. Nutrition | UNICEF |
| 2. Water/Sanitation | UNICEF |
| 3. Health | WHO |
| 4. Emergency Shelter: | UNHCR/IFRC 'Convenor' |

Cross-cutting areas

- | | |
|-------------------|---------------------|
| 5. Camp Coord: | UNHCR/IOM |
| 6. Protection: | UNHCR/ OHCHR/UNICEF |
| 7. Early Recovery | UNDP |

Common service areas

- | | |
|---------------------------------|-------------------|
| 8. Logistics | WFP |
| 9. Emergency Telecommunications | OCHA/ UNICEF/ WFP |

Cluster Coordination Mechanism

Cluster	Government Lead	IAC Country Team Counterpart
Food and NFIs	DSWD	WFP
Camp Management, Emergency Shelter and Protection,	DSWD	IOM
Permanent Shelter and Livelihood	DSWD	UNDP, ILO
Health, WASH, Nutrition and Psychosocial services	DOH	
Education	Dep Ed	
Agriculture	DA	
Emergency Telecoms and Logistics	OCD/NDCC-OpCen	
Early Recovery	OCD	

Cluster Composition

1. Camp Management, Emergency Shelter and

- Protection
- **DSWD = As lead agency for the NDCC**
- **DILG**
- **NCWDP**
- **PNRC**
- **PBSP**
- **NHA**
- **IOM - As co –lead representing UN-IASC**
- **OXFAM**
- **UNICEF**
- **ABS-CBN Sagip Kapamilya**
- **GMA - Kapuso Foundation**
- **World Vision Foundation, Phils.**
- **Plan International**
- **Save the Children**
- **CNDR**
- **Children International**
- **ADRA**

Cluster Composition

2. Food and Non-Food Cluster

- ☀ **DSWD- As lead agency**
- ☀ **Department of National Defense (DND)**
- ☀ **Department of Agriculture (DA)**
- ☀ **Department of Health (DOH)**
- ☀ **Department of Education (DepEd)**
- ☀ **Department of Interior and Local Government (DILG)**
- ☀ **World Food Program (WFP) – As co-lead representing UN-IASC**
- ☀ **National Food Authority (NFA)**
- ☀ **National Nutrition Council (NNC)**
- ☀ **Philippine National Red Cross (PNRC)**
- ☀ **Food and Agriculture Organization (FAO)**
- ☀ **Corporate Network for Disaster Response (CNDR)**
- ☀ **World Vision**
- ☀ **Adventist Development and Relief Agency (ADRA)**
- ☀ **International Organization for Migration (IOM)**
- ☀ **OXFAM**

Cluster Composition

3. Permanent Shelter and Livelihood

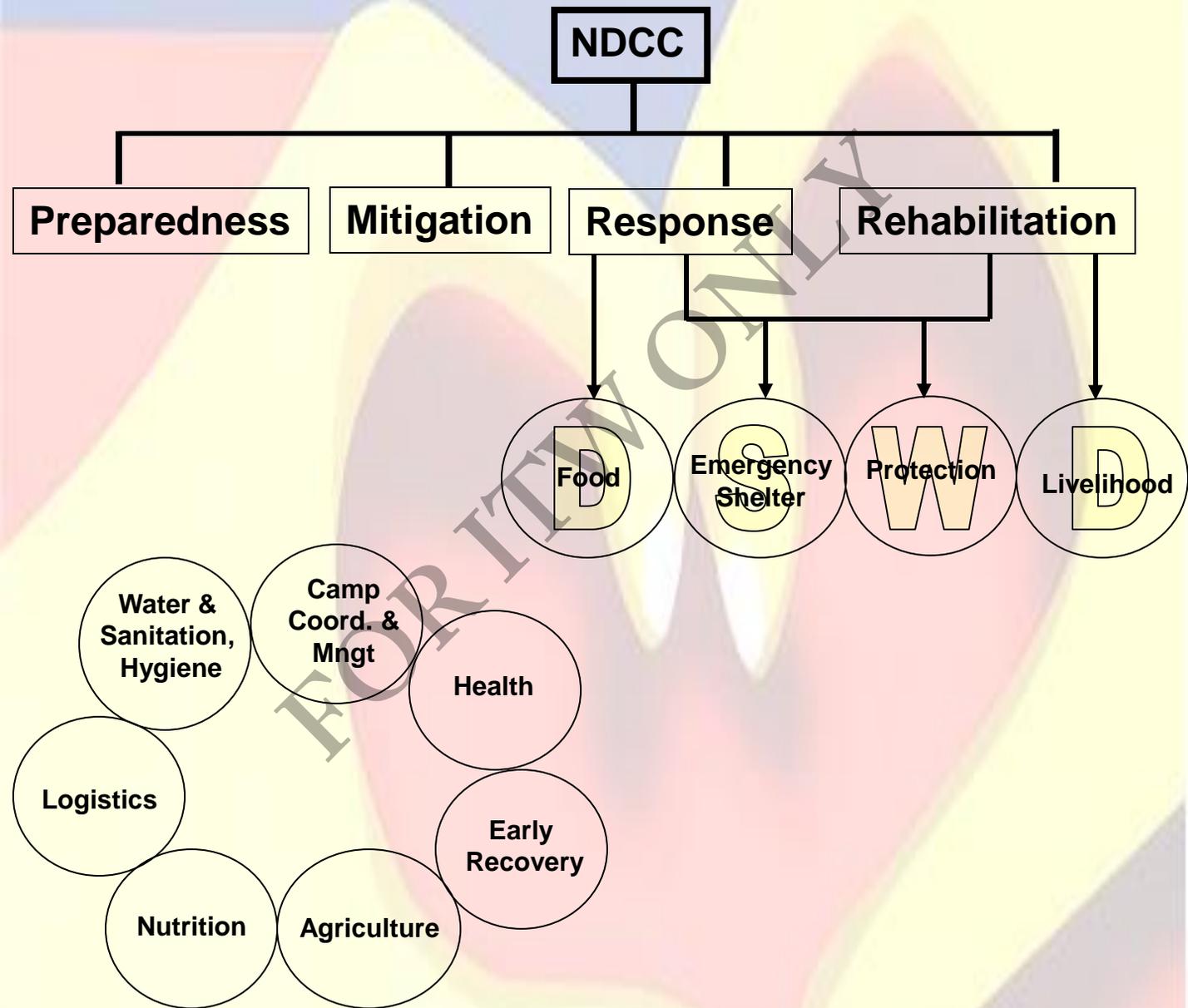
- ✿ **DSWD - As lead Agency**
- ✿ **National Housing Authority (NHA)**
- ✿ **Department of Agriculture**
- ✿ **Department of National Defense (DND)**
- ✿ **UNDP - As co-lead representing UN-IASC (Shelter)**
- ✿ **ILO - As co-lead representing UN-IASC (Livelihood)**
- ✿ **Philippine National Red Cross**
- ✿ **Philippine Relief and Development Service (Philrads)**
- ✿ **Christian Aid**
- ✿ **Community Organizers of the Philippines (COPE)**
- ✿ **Pampanga Disaster Response Network**
- ✿ **International Organization for Migration (IOM)-**
- ✿ **Adventist Development and Relief Agency (ADRA)**
- ✿ **UNICEF**
- ✿ **World Vision Development Foundation Philippines**

Responsibilities of Cluster Leads in Country

(National/Regional/Provincial)

- 1. Inclusion of key humanitarian partners**
 - 2. Establishment of appropriate coordination mechanisms**
 - 3. Coordination with national/local authorities, civil society.**
 - 4. Participatory and community-based approaches**
 - 5. Attention to priority cross-cutting issues (age, environment, gender, HIV/AIDS etc)**
- 1. Needs assessment and analysis**
 - 2. Emergency preparedness**
 - 3. Planning and strategy development**
 - 4. Application of standards**
 - 5. Monitoring and reporting**
 - 6. Advocacy and resource mobilization**
 - 7. Training and capacity building**
 - 8. Provision of assistance and services as a last resort**

Cluster Approach in DM Framework



OVERALL OBJECTIVE

Ensure all right of the affected population is respected, fulfilled and protected:

- 1) life, properties, physical, mental and moral integrity
- 2) basic necessities of life
- 3) economic, social and cultural rights;
- 4) other civil and political rights.

SPECIFIC OBJECTIVES

- 1. To ensure that the affected population has equal access to humanitarian assistance, basic goods and social services, as well as relief interventions;**
- 2. To ensure that the affected population are protected from violence, including gender based violence, abuse, exploitation and neglect (especially orphans and other vulnerable children);**
- 3. Ensure the protection of the affected population's rights to housing, livelihood, properties and possession, as well as civil and political rights (such as choice of religion, right to assembly, association and expressions; and**
- 4. Ensure that all government agencies and NGOs involved in the emergency operations adhere to the Zero Tolerance Clause against children and women's sexual abuse and exploitation.**

General Responsibilities of the Cluster

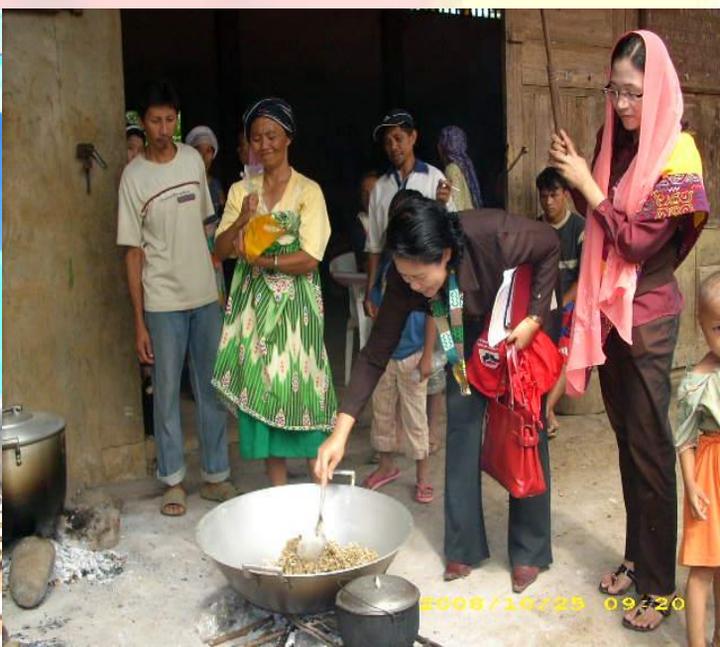
- **Identify potential protection issues and include provision for response in preparedness and contingency plans**
- **Advocate for the right of all civilians to be treated as non-combatants and to benefit from humanitarian action, as appropriate**
- **Establish and implement field-based monitoring and reporting mechanism**
- **Based on monitoring and reporting, analyze protection concerns, trends and patterns, including development of recommended action**
- **Undertake protection assessment whenever necessary**
- **Develop appropriate protection strategy and ensure its incorporation in Humanitarian Assistance Program or other documents**
- **Undertake advocacy on protection concerns with relevant actors (donor community, other agencies which may not necessarily be part of the cluster)**

General Responsibilities of the Cluster

- **As situation transitions from emergency to recovery, revise the protection strategy accordingly, including ensuring the continued existence of a protection structure**
- **Ensure that planning for return and resettlement of displaced population begins early**
- **“Marshalling of Resources”**
- **Create a forum for the coordination of national and local authorities/ entities and civil society.**



FOOD AND NON-FOOD CLUSTER



OVERALL OBJECTIVE

Save lives by providing food and Non-food to the affected population during the emergency response phase in the short term and to restore at least the pre-disaster level of food security in the affected areas in the long term.

SPECIFIC OBJECTIVES

1. To undertake the coordinated provision of food and non-food assistance to the affected population.
2. To prevent the loss of life and regularly monitor the nutrition status of the affected population, identify gaps in the provision of food assistance and formulate strategic interventions to address gaps.
3. To provide opportunities for work and implement rehabilitation programs to restore the livelihoods of the affected population.
4. To prevent the sale of productive assets among the affected population.
5. To ensure food security by making available food stockpile at all levels.

Food and non-Food Cluster Lead Functions **(Roles and Responsibilities)**

- 1. Craft Food and Non-Food cluster operational strategies covering pre and post-event phases of a disaster that will provide clear direction for cluster partners.**
- 2. Facilitate a process aimed at ensuring well-coordinated and effective humanitarian responses in food cluster**
- 3. Ensure continuous improvement in the implementation of this approach by identifying best practices and lessons learned.**

*** Based on NDCC Circular No. 05 series of 2007**

RESPONSIBILITIES AND AUTHORITIES

A. National Level

- **Prepositioning of stockpile**
- **Provide augmentation support to affected areas**
- **Ensure availability of rice from NFA at all levels**
- **Provide technical assistance, financial and logistical support**
- **Organize cluster meetings to consult initial action and response of cluster members**
- **Initiate/ provide rehabilitation project to the affected areas.**

RESPONSIBILITIES AND AUTHORITIES

B. Regional Level

- **Prepositioning of stockpile and Quick Response Fund-Cash**
- **Provide augmentation support along relief good (food and non-food) to the affected LGUs**
- **Conduct validation on damage and needs assessment**
- **Submit disaster report to DROMIC/ RDCC**
- **Provide technical assistance to LGUs affected areas**
- **Implement rehabilitation projects in coordination/ collaboration with disaster affected LGUs/ area.**

RESPONSIBILITIES AND AUTHORITIES

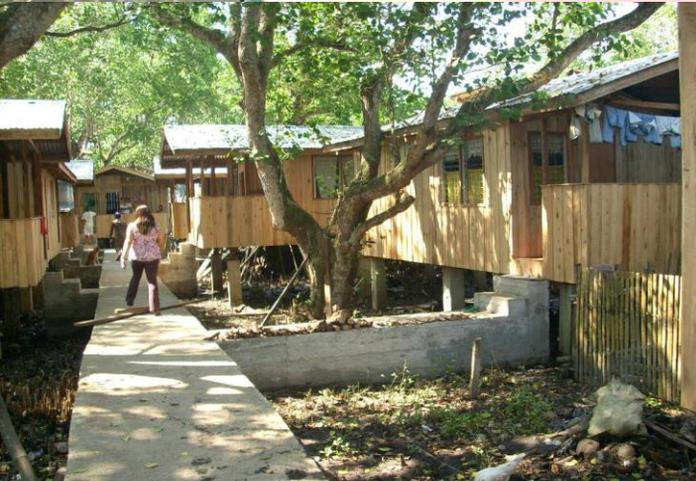
C. Provincial Level

- **Prepositioning of stockpile**
- **Convene the PDCC Disaster Operation Center**
- **Gathering of data/ report from the affected areas**
- **Submission of disaster report to DSWD/ RDCC**
- **Conduct validation on damage and needs assessment**
- **Provide relief goods to the disaster victims**
- **Declare disaster affected areas under the state of calamity through a resolution to authorize the use of calamity fund**
- **Accept donations for allocation and distribution to affected areas/ families properly documented/ accounted.**

RESPONSIBILITIES AND AUTHORITIES

D. City/ Municipal Level

- **Convene the C/MDCC Disaster Operation Center**
- **Gather data/ report at the barangay level**
- **Submit disaster report to P/RDCC and DSWD**
- **Preposition of stockpile using the calamity fund**
- **Conduct of survey on damage and needs assessment**
- **Provide immediate relief goods using Family Access Cards**
- **Set up Community kitchen**
- **Declare typhoon/ disaster affected areas under the state of calamity through a resolution to authorize use of calamity funds**
- **Accept donations for distribution/ allocation to the affected families with proper documentation.**



**PERMANENT
SHELTER
AND
LIVELIHOOD
CLUSTER**



OVERALL OBJECTIVE

Address the shelter needs of the affected population in a harmonized and coordinated manner.

FOR ITW ONLY

SPECIFIC OBJECTIVES

- 1. Provide decent , adequate shelter and livelihood to the affected population and ensure efficient service delivery in accordance with SPHERE standards;**
- 2. Provide temporary teaching and learning spaces, survival kits and other basic NFIs to IDPs;**
- 3. Formulate and apply pre-defined policies, guidelines, tools and mechanisms on the management of the Shelter Cluster and develop a unified needs assessment tool focused on emergency shelter needs;**
- 4. Generate sufficient baseline data by conducting a joint needs assessment on shelter and livelihood needs and assigning specific geographic areas for each cluster member in the conduct of the assessment;**

SPECIFIC OBJECTIVES (cont ...)

- 5. Induce active participation of cluster members in addressing the shelter and livelihood needs through keen attendance in cluster meetings, active information-sharing among members and external humanitarian partners and harmonization of efforts; and**
- 6. To establish effective coordination mechanisms with other clusters with aim of addressing existing and emerging cross-cluster issues.**

Major Roles and Responsibilities

- 1. Craft permanent Shelter and livelihood cluster operation strategies covering pre and post-event phases of a disaster that will provide clear direction for cluster partners.**
- 2. Facilitate a process aimed at ensuring well-coordinated and effective humanitarian response in Permanent Shelter and Livelihood Cluster**
- 3. Ensure continuous improvement in the implementation of this approach by identifying best practices and lessons learned**

*** Based on NDCC Circular No. 05 series of 2007**



DISASTER REPORTING

FOR INTERNAL USE ONLY

1. What is a disaster report?

- It is a written account of a disaster incident submitted to authorities and other entities.
- It is comprised of a timely and validated information to present a clear picture of what happened; how; where and when it happened and who were involved or affected.

2. What are the major objectives of a disaster report?

- To inform/update authorities, the public and other concerned entities.
- To serve as reference for decision-making.
- As basis for relief assistance and other actions/interventions.

3. Type of Reports

- **Initial Report**

- a. Immediate feedback on the incident to generate urgent response.
- b. The initial assessment of the situation or information on the incident where figures may be based on estimates.
- c. It is expected to be submitted “ASAP” or 3-6 hours upon the onset of the disaster.
- d. Should contain basic information on the type of disaster, date/time of occurrence, affected population, immediate needs of the victims and a brief situationer.
- e. May be sent thru the Disaster Incident Reporting System (DIRS), often referred to as texting, sending text messages or text messaging.

DIRS

Disaster!!!



CO's GSM Terminal



Sender



FO's GSM Terminal



Sec. Cabral



FO



PMB-DROMIC



EXECOM/MANCOM

Disaster Reporting

- **Update/Progress Report**

- a. Based on the actual survey or validated data.
- b. Submitted within 24 hours upon the onset of the disaster.
- c. Information include the cut-off date/time of reporting, type of disaster, date/time of occurrence, affected areas (province, city, municipality), number of affected barangays/families/persons, etc. as indicated on DROMIC Forms 1-4.)
- d. Report submission continues as there are development for the duration of the disaster operations.
- e. Corrections and additional information be indicated based on the previous report.
- f. Situationer or narrative report, especially on the conditions and needs of the victims and the challenges and interventions met in the disaster operations.

• **Terminal/Final Report**

- a. Usually submitted a week after the termination of the operations.
- b. Contains information indicated on DROMIC forms 1-4.
- c. Brief descriptions of strategies used, the strengths and weaknesses of the operations, actions undertaken and recommendations for future actions.
- d. Photo documentation.
- e. Rehabilitation plan.

Disaster Reporting Tools

Disaster Assistance Family Access Card (DAFAC)

General Intake Sheet (GIS)

Relief Distribution Sheet (RDS)

Matrix of DSWD Augmentation for Relief Operations

DROMIC Reporting Forms

Profile of Evacuees (Forms 4.1 – 4.3)

Masterlist of Casualties (Form 3)

Status of Evacuation Centers (Form 2)

Status of Disaster Operations (Forms 1.1 and 1.2)



**DSWD DISASTER RELIEF
AND
REHABILITATION
PROGRAMS
AND
SERVICES**

Emergency Relief Assistance

This refers to the provision of timely and appropriate assistance to help alleviate the conditions/situations of distressed/displaced individuals/families and those who are victims of disaster/ and are in need of food, clothes, temporary shelter, emotional and moral support thru; efficient and effective management of evaluation center/institution; provision of Ready-to-Eat Food/mass feeding; crisis debriefing session and provision of financial/material assistance.

EMERGENCY SHELTER ASSISTANCE (ESA):

- emergency assistance to self-build shelter units or limited financial assistance to augment resources of families in constructing or repairing partially damaged houses of families sustaining partial or total damage due to natural and man-made disaster.

FOR ITW ONLINE

Food for Work/ Cash for Work

This refers to the provision of supplemental food/financial assistance to distressed/displaced individuals in exchange for the services they render while undertaking or participating in restorative and rehabilitate activities as well as in mitigation and preparedness undertakings that will increase their capacity to cope with future hazards.

CORE SHELTER ASSISTANCE:

- one of the interventions under disaster mitigation thru the provision of environmentally-friendly and structurally-strong shelter units that can withstand approximately 180-220 kph wind velocity, earthquake up to intensity 4 on the Richer scale and other similar hazards;
- used locally available/purchased construction materials to revitalize local economy;
- provided to family-victims of disasters;
- requiring resettlement or shelter lots of at least 80 sq.m.

Crisis Intervention

This refers to the provision of emotional/psychological support to distressed individuals or victims of disaster which allows the ventilation and sharing of experiences, feeling and reactions to relieve them of tension, anxiety, etc. and to take action to resolve their problem or reduce stress.

Disaster Management Capability Building

This refers to activities undertaken to develop/enhance individual/ family/ community capabilities for quick, orderly and structured response to disaster to prevent loss of lives and property, minimize sufferings and speed up recovery/rehabilitation.



***“ A peso spent on preparedness
saves seven pesos in response/recovery”***

“Thank You!!!”



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