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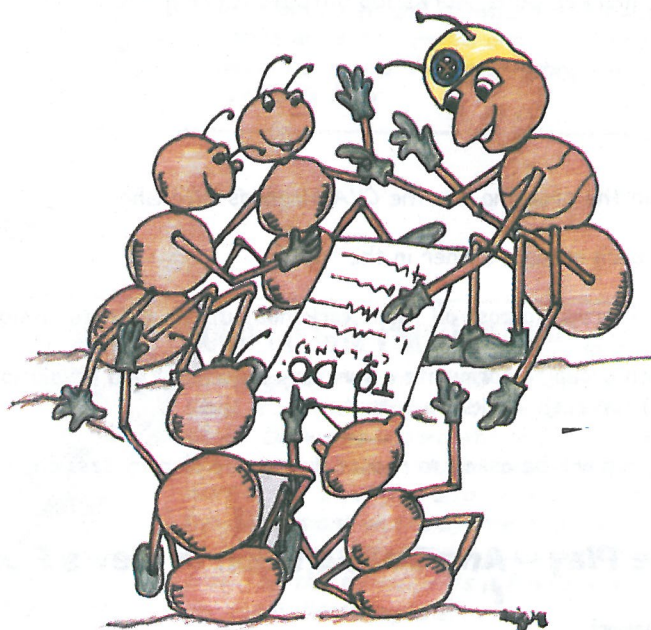
PLANNING FOR DISASTER MANAGEMENT

Review and Synthesis of Past 4 Sessions

note to the facilitator: Before getting into the discussion, you could introduce an activity to synthesize what transpired during the previous days. The resolutions and workshop results during the previous days are good take off points for this session (Planning for Disaster Management).

Activity: Workshop Gallery

time requirement:
15 minutes

materials:
Cartolina, marker pens, workshop outputs (during the last 4 days), masking tape

process:

1. Maintain the grouping for the CVA/Hazards Workshop.

2. Assign each group a corner in the room.

3. Ask each group to post all their workshop outputs on their assigned corner.

4. Ask each group to formulate a summary statement and resolution (3-5 sentences) for each workshop output.

5. Each group will be asked to report during the plenary session

Activity: Role Play – Ang Dating Doon or News Report

time requirement:
15 minutes

materials:
cartolina, marker pens, workshop outputs (during the last 4 days), masking tape, other props for the role play

process:

1. Maintain the grouping for the CVA/Hazards Workshop.

2. Using the output for all the workshops conducted during the last 4 days, ask

each group to recall the highlights of these workshops.

3. Each group shall formulate summary statements and resolutions for each workshop output.

4. Each group will be asked to present these highlights, their learnings and their realizations in the plenary.

note to the facilitator: *Taking down notes and drawing out the key points while the groups are presenting would be helpful for formulating the synthesis later.*

SYNTHESIS

note to the facilitator: *Based on the group reports, draw out conclusions from the commonalities and differences. Draw out hazard statements from the previous activity to introduce the next topic. It should also be noted that the discussions on the synthesis of the previous workshop results would aid in providing the participants a framework for their disaster plans.*

general objectives:

At the end of the session, the participants should be able:

1. To have a working knowledge of Planning for Disaster Management
2. To formulate a Counter-Disaster Plan
3. To formulate an implementable re-entry plan.

Activity: Kapit-Bisig 1

time requirement:

15 minutes

process:

1. Ask 4-6 volunteers from the group.

2. With their backs against each other, ask the participants to form a chain using their arms (kapit-bisig)

3. Ask each one of them to think of a corner in the room.

4. Instruct them not to talk to each other about their corner.

5. After they have thought of that corner, instruct them to go to that corner without breaking the chain.
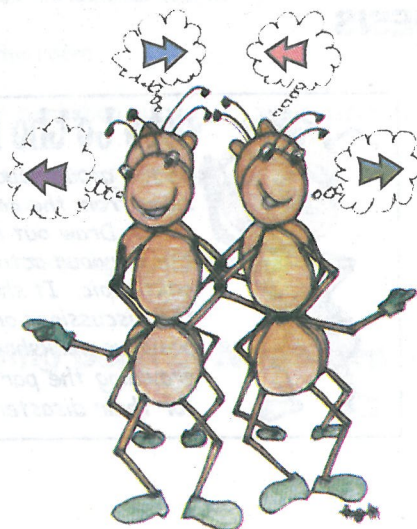
Significance of Planning
Interactive Input

➤ the need for planning in disaster management

The need for counter-disaster plans is sometimes questioned. Proponents of this view take the attitude that disaster will occur whether we like it or not. Therefore, it is better to let nature take its course, then, use all means of assistance to build a better tomorrow. However, the vast majority of international experience indicates that where plans did not exist, or where planning was inadequate, then the effects of disaster on countries and their peoples have been worse than would have otherwise been the case. A senior disaster management official once wrote as follows: "when we look back on the cyclone and what it did to our country, there is no doubt that hundreds of people are alive here today because we had proper disaster plans".

➤ purpose of disaster planning

Planning is based on the assumption that there is hazardous risk(s) and the consequences of an emergency involving such risks would be detrimental to the people, structures and the economy. Even disasters cannot be prevented by the elimination of the physical phenomena or by the permanent removal of a population at risk. In almost all cases, the effects of disasters can be reduced through planning and mitigation measures. For those disasters which cannot be prevented, the disaster planning objectives should be to minimize loss of life, physical destruction and social disruption; to alleviate the suffering of people who experience such disasters; and to assist disaster-affected communities to return to normal as soon as possible.

Activity: Kapit-Bisig 2

time requirement:

10 minutes

process:

1. Ask 4-6 volunteers from the group.

2. With their backs against each other, ask the participants to form a chain using their arms (kapit-bisig)

3. Ask each one of them to think of a corner in the room.

4. Tell them that all of them should be able to go to that corner.

5. After they have thought of that corner, ask the volunteers to discuss among themselves and plan how they would go to their respective corners.

6. After they have already discussed among themselves, instruct them to go to their corners without breaking the chain.

note to the facilitator: *After the activity, you may go back to the previous activity's (Kapit Bisig 1) learning and experiential points and compare it with the learnings in this activity. You may also recapitulate and synthesize the discussion on the Significance of Planning by citing case studies on DM with plans and DM without plans.. This activity could also introduce the next topic.*

Framework for Planning for DM
Interactive Input

➤ developmental disaster management

Development may be defined as the process through which people move from high vulnerability/low capacity situation toward a lower vulnerability/high capacity situation. In the traditional relief assistance approach, a disaster is seen as an "interruption" of development. Emergency rescue, relief, rehabilitation and reconstruction are undertaken as successive phases of disaster recovery designed to get things "back to normal". However, when efforts are focused on returning to normal, there is a high probability that other disasters will strike (because capacities remain low and vulnerabilities high), and the cycle can be endless.

On the other hand, to limit disasters and their damage by supporting people's capacities and helping them reduce their vulnerabilities, every development effort should contain elements of disaster prevention, mitigation and preparedness designed to address local vulnerabilities. If a disaster strikes, its impact will be greatly reduced. Rescue, relief and reconstruction efforts will then follow. These efforts rely on, promote local capacities, and take account of deeper disaster vulnerabilities.

Principles in Disaster Planning
Lecture-Discussion

note to the facilitator: *The discussion on Principles of Disaster Planning would serve as a review of the basic concepts that were taken up in the previous discussions.*

➤ planning and the disaster management cycle

The purpose of planning is to anticipate future situations and requirements, thus ensuring the application of effective and coordinated counter-measures. This is a very useful definition for disaster management officials because it indicates the wide nature of and requirements for counter-disaster plan-

ning. In other words, planning should not be confined merely to preparedness for and response to specific disaster events; it should cater, as far as possible, for the whole scope of disaster management cycle. Considerations of planning requirements in relation to the disaster management cycle throws some interesting light on the need for flexibility of approach.

➤ prevention:

Not all communities use the category of prevention on its own, preferring the combined term of prevention/mitigation. The possibility of preventive measures could be quite wide. At one end of the prevention range, the construction of flood control structures could involve extensive effort and very large amount of money. At the other end of the prevention range, controlled burning off in forest areas, prior to high-risk season, in order to prevent fires from starting, comes closer to mitigation, or even preparedness. Planning for these different contingencies therefore tends to fall into differing categories.

➤ mitigation:

If the term mitigation, or prevention/mitigation is taken as mainly including structural and non-structural measures designed to reduce the effects of disasters when they occur, it would seem appropriate for such measures to be applied as a series of programs or regulations, rather than as plans. For instance, aspects such as building codes, land-use regulations and safety codes for transport systems would appear to fit more appropriately into a program or regulation category.

➤ preparedness/response:

The combined categories of preparedness and response tend generally to constitute the most widely used basis for counter-disaster plans, especially those which might be called action plans. This is understandable because so much of response effectiveness obviously depends on good preparedness. Moreover, the use of plans for these purposes appears well justified by the Oxford Dictionary definition that a plan is a formulated or organized method by which things are to be done.

➤ recovery:

There are various planning options which can be used for recovery. Sometimes a separate plan is utilized, so that two main plans exist, Disaster Response Plan and Disaster Recovery Plan.

However, some communities prefer to take a more flexible approach and deal with recovery through arrangements which, depending on circumstances, are specific to each disaster event. For instance, recovery matters might be handled by a small committee.

➤ capacities and vulnerability analysis

No efficient plan is possible unless it is based on capacities and vulnerability analysis. This analysis provides the core information for planning and implementation of a disaster plan.

The Planning Process

Interactive Input:

The planning process is sequence of steps by which a emergency management plan is prepared. The interactive process of planning should result in:

➤ an understanding of other agencies roles and responsibilities

➤ strengthening of emergency networks

➤ improved public awareness and education strategies

➤ emergency communications, public warning and other operational arrangements

➤ a simple written plan

Steps in Planning

Source: B.A.O. Ward, 1983

① **identify the threat**

What type of disaster - cyclone, earthquake, accident?

② **estimate the effects**

Make realistic planning assumptions based upon the best evidence available. Consider the probable impact area, the population living there and the infra-structure. Since assistance to the victims is likely to be the top priority try to quantify the requirement in terms of the numbers of people likely to need evacuation, shelter, food, clothing, medical assistance, etc. Draw upon past experience, local knowledge and use scientific techniques such as risk and vul-nerability analyses. Make your assumptions as realistic as possible but it is safer to err on the side of over-estimating effects; it is easier to scale down a relief operation than to scale it up.

③ **assess needs**

Needs follow logically from effects. Make a preliminary list of everything that will have to be done and assign tentative priorities. Think in terms of actions before, during and after the disaster. It may be helpful to assess needs in terms of percentages (e.g., X% of population will need help in evacua-tion, Y% will need assistance with shelter, Z% will have to be provided with food, etc.). Where several types of disaster are anticipated, tabulate your estimates so that you can compare likely needs. In drawing up contingency plans for relief, consider the usual main relief headings (from which other needs will be derived):

Evacuation	Health Care	Clothing
Food	Water	Sanitation
Shelter		

④ discuss needs

Discuss the needs that you have identified as widely as possible. This process will help involve other people in the planning process; they are also likely to think of things which you may have overlooked (e.g., cultural factors) and make constructive suggestions for improvements.

⑤ determine policies and concept of operations

Set out the fundamental policies upon which the plan is based – e.g., to minimize the effects of the disaster, public participation in the planning process, self-reliance, equal treatment for all victims, phasing-out, planning principles which should be highlighted – and the overall framework of the plan. Set goals. Get these approved by the highest appropriate authority. Delegate wherever possible and give maximum scope for individual initiative. A plan which seeks to control everybody and everything from one central point is a bad one and it will almost certainly fail.

⑥ assign responsibilities

The pattern of responsibilities will have started to emerge during the earlier steps. This is the moment to clarify them so that everybody will have an idea of who is responsible for what and they can prepare their own plans to meet this respective responsibilities. Think in terms of:

➤ *WHAT* has to be done?
➤ *WHO* can best do it?
➤ *WHEN* must it be done?

But the individual should be encouraged to work out HOW to do it, drawing upon his own initiative and special expertise, and to discuss his intentions beforehand.

⑦ **make an inventory of available resources**

Few jobs will be completely self-contained. Resources will have to be shared. You must have details of all common-user items assembled in an Emergency Resources Digest. Think in terms of:

➢ Manpower
➢ Material (Stores)
➢ Transport
➢ Special Equipment (e.g., earthmoving, water purification)
➢ Money
➢ Managers

⑧ **review steps 3-7**

Try to balance needs against resources and at the same time have a reserve. One balancing factor will be TIME. At this stage you must satisfy yourself that the "HOWs" will work. It is usually helpful to tabulate. Remember that people need to feed and rest; allow time for this and for shift-work.

⑨ **identify critical areas**

Identify activities where your responses will be most under strain; try to strengthen them. These will be the areas which you will need to monitor most closely when the plan is implemented.

⑩ **confirm priorities**

You identified tentative priorities in step 3 and will have discussed them in subsequent steps. Now is the time to confirm them. Priorities will include needs and the allocation of resources.

⑪ **finalize the plan**

It is not essential to have a rigid format, what matters most is that the plan should be easy to read; though were more than one plan is required it will obviously be helpful if there is some standardization of layout. A suggested simple format is:

➤ SITUATION. A brief description of the threat, its likely effects and the needs arising therefrom.

➤ AIM. A clear and concise statement of the aim of the plan.

➤ CONCEPT OF OPERATIONS. A brief description of the overall policies and framework of the plan and realistic goals.

➤ ALLOCATION OF RESPONSIBILITIES

➤ ALLOCATION OF RESOURCES

➤ COORDINATION. Include reporting procedures, channels of communication and arrangements for establishing and effecting appropriate coordination.

➤ ANNEXES. Keep the main part of the plan as simple as possible. Details can be given in annexes. Attach diagrams showing coordination procedures and supporting plans prepared by individual departments to meet their respective responsibilities.

It may be helpful to write parts of the plan in the form of:

      ∂   *Checklists*
      ∂   *Standing Operating Procedures (SOPs), i.e., routine procedures to be followed in certain circumstances, e.g., for the handling of warnings or the procedures to be used in Emergency Operations Centers during an operation.*
      ∂   *Standing orders containing long term organizational and administrative details.*

➤ CHECKLISTS AND EMERGENCY OPERATING PROCEDURES. This may make the total plan more bulky but its size is immaterial; what is important is that there is a plan. It will not be necessary for everybody to read the whole plan; what they need to know is how they fit into the overall concept and the details of those parts of the plan which are directly applicable to them. Sup-

porting plans should stand on their own. Number all paragraphs for easy reference.

❶❷ practice

The planning process is in itself a very valuable learning experience. As time passes, familiarity with the problem and the plan will fade. Plans should be reviewed and practiced regularly so that the people who will be responsible for implementing them are brought up to date. Simulations can help identify weaknesses in the plans which can then be remedied before the event. Plans should also be reviewed regularly and updated as necessary. It is probably better to republish a whole plan than to attempt to issue amendments.

❶❸ evaluate

If a disaster occurs and the plan is implemented, use the opportunity to evaluate the plan so that lessons are learnt and put to use in the future.

note to the facilitator:

Stress the point that planning is a continuous process. The written plan is a living document, constantly being reviewed and updated.

Topic 3: The Counter Disaster Plan

Interactive Input:

A Counter Disaster Plan (CDP) is a plan that outlines all mitigating and possible courses of action not only when a disaster occurs but also when preparing for possible disasters so that its effect would not be immense.

significance of cdp in disaster management

The need for counter-disaster plans is sometimes questioned. Some say that disasters will occur whether we like it or not. Therefore, it is better to let nature take its course, than use all available means of assistance to build a better tomorrow. However, experience would show that where plans did not exist or where planning was inadequate, the effects of disaster on the community and the people have been worse.

The purpose of planning is to anticipate future situations and requirements, thus, ensuring the application of effective and coordinated counter-measures. It indicates the wide nature of requirements for counter-disaster planning. In other words, planning should not be confined merely to preparedness for and response to specific disaster events; it should cater, as far as possible, to the whole scope of the disaster management cycle.

elements of cdp

1. Introduction

✓ *Rationale*

> ➤ The "WHY" of the plan
> ➤ States the reason why the plan is drafted
> ➤ States the circumstances surrounding the drafting of the plan

✓ *Scope*

> ➤ States the size of the problem/threat
> ➤ States the threat's probable effects on the people and the environment

✓ *Assumption*

> ➤ An important step which serves as a background to guide the planning effort
> ➤ This is resorted to if the situation changes later where there exists the need to revise the plan

✓ Concept of Operations

> Mechanisms employed in responding or reacting to a disaster situation
> Defines the extent of operations by the responding units

✓ Legal Authorities

> Discusses the legal aspects of disaster prevention and mitigation
> Highlights the legal tension between the interest of the individuals and the community which may arise from the adoption of the techniques discussed

2. Organizational Structure

A suitable organizational structure is one with an Emergency Operations Center or centers and with all functional elements and organizations being given definite responsibilities and authority as appropriate. Provision must also be made for adequate liaison between key persons and organizations. Unless lines of authority and responsibility are clear before an emergency or disaster, effective coordination and control of counter-measures will prove difficult, if not impossible. Care should therefore be taken to establish the type of organizational structure that will ensure coordination and control under the pressures of an emergency situation. At the same time, the structure may be sufficiently straightforward to be operated by available personnel. In allocating roles and responsibilities within a plan, it is very important to do so clearly. Overlapping or duplication of roles causes friction between organizations and leads to loss of organizations involved and leads to loss of effectiveness. Gaps between the roles of the organizations may mean that important, perhaps, vital measures are not undertaken.

3. Coordinating Instructions

These include:

> Integration of tasks especially those which are related
> Activation of the Disaster Coordinating Council
> Coordination with other task units. When a particular task unit coordinates with another unit, it either briefs, consults, considers, decides and plans for effective disaster management.

4. Resources

➤ Resources are of two types: human and material. They should be assessed in terms of: capability, availability, durability.

➤ It is a must for the implementors of disaster preparedness to know what resources are needed and where are they found and available to ensure smooth and spontaneous disaster response.

5. Reporting and Recording

These processes are paramount for easy locating and consulting by all concerned. It is a sad fact that disaster is usually nasty and dirty, disruptive and unpleasant. As a result, crisis pressure generated by disaster impact has all kinds of unwanted effects like loss of vital communications, destruction or delayed availability of planned resources (transport, relief supplies), and disruption to the very system which has been designed to deal with disaster. All these effects will necessitate reporting and recording.

6. Updating of Plans

This stage will identify those persons responsible in updating the plan and how often should a plan be updated.

characteristics of an effective cdp

A disaster plan must be **SMART**: Simple, Measurable, Attainable, Realistic, Time-bound.

ᕫ Simple

The plan should be formulated in such a way that it is easy to use. References within the plan should be clear and readily identifiable. The body of the plan should be kept as clear and concise as possible with annexes being used for very detailed information.

♦ **Measurable**

The plan should be measurable in terms of effects being mitigated. How many were dead, injured, missing, etc. before and now. This calls for a comparative study of data of effects which will serve as basis for evaluating the effectiveness of the plan.

♦ **Attainable**

The plan should answer the question: "Were the objectives met?" It should be fully viable for the purposes for which it is designed.

♦ **Realistic**

The plan should relate to an accurate assessment of the disaster threat and take into account the scale and capability of counter-disaster resources which are available.

♦ **Time-bound**

The plan should be able to meet the data targeted for the different activities to be undertaken like planning, training, organizing, stockpiling, establishment of DOC, etc.

It is also widely accepted that a counter-disaster plan should be:

- ♦ Written or it will not be remembered
- ♦ Simple or it will not be understood
- ♦ Disseminated or it will not be in the hands of those who need it
- ♦ Revised or it will not be up-to-date
- ♦ Hazard specific
- ♦ Area specific
- ♦ Considers capabilities and resources availability in locality

Activity: Counter Disaster Planning

time requirement:

1 hour

materials:

craft paper, marker pens, Hazards and Vulnerability Workshops results, masking tape

process:

1. Maintain the grouping for the CVA/Hazards Workshop.

2. Ask each group to formulate a plan based on the matrix below

Disaster-Related Problems and Issues in the Community	Area/ Households Affected	Objectives	Strategies	Resources Needed and Sources (Internal and External)						Schedule											
				People		Materials		Funds		J	F	M	A	M	J	J	A	S	O	N	D
				I	E	I	E	I	E												
(Based on hazards and Vulnerability Analysis)																					

3. Each group will be asked to report during the plenary session

4. After reporting the General Plan, ask each group to formulate a plan based on a specific project with mechanisms and systems and procedures.

SYNTHESIS

note to the facilitator: *The facilitator may recap and summarize the discussion on the CDP format and the importance of planning*

the suggested cdp format

1. **RATIONALE** consists of the identification of the immediate hazards of the area and the effects these hazards have inflicted on the people, infrastructure, and economy. It also narrates the history of the different disaster which happened in the past, the vulnerable areas exposed to natural hazards and the actions taken by the inhabitants of the place.

2. **OBJECTIVE** contains the information, directions and instructions to be carried out.

3. **CONCEPT** identifies the mechanisms employed in responding or reacting to a disaster situation. It also defines the extent of operations conducted during the three phases of a disaster.

4. **ORGANIZATION AND TASKING** includes the identification of the existing organizations, GOs or NGOs, which are reacting to the disaster situation. These organizations are so organized that duplication of functions is avoided. Each team will be performing duties as early as the pre-emergency and to continue during the post-emergency period.

5. **COORDINATING INSTRUCTIONS** include integration of tasks especially those which are related; activation of the Disaster Coordinating Council; and, coordination with other task units

6. **ADMINISTRATION AND LOGISTICS** directs all agencies to provide their own logistics and financial support for short-term operations. Also, request for support for protracted operations shall be forwarded to the next higher level.

7. **CONTROL** emphasizes that direction and control of disaster operations will be exercised through their Disaster Operations Center

Topic 4: Re-entry Planning

time requirement:

30 minutes

materials:

bond paper, colored paper, marker pens, masking tape

process:

Individual

1. Ask each participant to formulate a re-entry plan for their respective barangay using the following guide questions:

   ➤ After this training, what do I plan to do in my community/barangay?
   ➤ What could be the hindrances to my plans?

2. Ask the participants to write down their plans on a sheet of bond paper and the hindrances on another sheet.

3. Ask the participants to post the sheets of paper on their bodies (the plans in front and the hindrances on their backs)

4. After the participants have posted their plans and the hindrances to their plans, ask them to go around the room to show their plans and hindrances to the other participants.

Team

1. Maintain the grouping for the CVA/Hazards Workshop.

2. Ask each group to formulate a plan based on the guide question below:

   "How will the team sustain its commitment to Disaster Management?"

3. Ask each team to creatively present (role play, drawing, song, poem, etc.) their plan in the plenary .

Re-entry planning form

ACTIVITY	OBJECTIVES	TARGET BENEFICIARIES	TIMEFRAME	PERSON/S RESPONSIBLE	RESOURCES NEEDED	REMARKS