



Introduction

The National Disaster Coordinating Council (NDCC) has been spearheading the “whole-of-government” approach to address disasters in the country. With the Office of Civil Defense (OCD) as the main agency responsible for coordinating NDCC operations, lessons have been learned from each major disaster that contribute to the continuous improvement of disaster response.

Among the major events in which formal lessons learned workshops were conducted were the 2004 flashfloods in Real-Infanta-Nakar (REINA) area in Quezon, the December 2006 typhoons in Bicol Region and Typhoon “Frank” over Panay Island in 2008. The results of these workshops have been instrumental in enhancing systems, capabilities and coordination mechanisms. Undertaking another lessons learned in the aftermath of recent major disasters will provide an effective venue and dynamic process to once again enhance the Philippine Disaster Management System amidst a changing global environmental landscape.

Background to the 2009 Typhoons

The Philippines was severely hit by three successive tropical cyclones: “Ondoy”, “Pepeng” and “Santi” between September 24 to November 2, 2009.

Tropical Storm “Ondoy” (KETSANA) entered the Philippine Area of Responsibility (PAR) on September 24, made landfall near the boundary of Aurora (Region III) and Quezon (Region IV-A) and swept across Metro Manila as well as parts of Central Luzon on 26 September, bringing a month’s volume of rain in just 12 hours, causing widespread flooding that simply overwhelmed the National Capital Region and the towns around Laguna Lake. “Ondoy” then crossed Luzon island before moving away from the country on September 27.

Three days after TS “Ondoy” exited the country, TY “Pepeng” (PARMA) entered the PAR and moved towards northern Luzon, changed course to the northwest direction, made landfall over the eastern coast of Cagayan (Region II) and traversed extreme northern Luzon. It moved slowly and interacted with TY Melor in the Pacific and made landfall for the second time over the northern tip of Ilocos Norte. TY “Pepeng” caused massive floodings and landslides as it traversed Ilocos Norte (Region I) and crossed Apayao (CAR). On October 10, “Pepeng” moved towards the South China.



In between, two minor weather disturbances lingered in the PAR – TS “Quedan” and “Ramil” - both of which did not bring as much damages. Then on October 28, a new typhoon - “Santi” (MIRINAE) entered PAR moving towards the Central Luzon direction. As part of the preventive measure, a total of 23,103 families / 115,507 persons were pre-emptively evacuated by the local government units of Regions IV-A, V and NCR to 251 evacuation centers. Thus, total affected was relatively lower at 170,497 families/ 802,155 persons.

The combined effects of the foregoing disaster events affected a total of 2,118,367 families / 10,183,609 persons either as victims of flooding and/or landslides in Region IV-A, Region III, Region II, I and CAR. Almost a thousand lives perished: 464 due to Ondoy, 492 due to Pepeng and 34 for Santi or a total of 961, a figure that may not be at par with similar past events but a significant loss just the same. Post Disaster Needs Assessment (PDNA) estimated the amount of total damage and losses to USD 4.38 Billion equivalent to about 2.7 percent of Gross Domestic Product. Aside from hitting regions of the country that account for over 60 percent of GDP, the adverse impacts on the productive sectors were largely due to damaged or lost inventories, raw materials and crops.

Rationale

With the devastating effects left by the three tropical cyclones, it is crucial to document the actions taken and lessons learned for the continuous improvement of the Philippine Disaster Management System at the local, regional and national levels as well as its interaction with the international humanitarian community.

Objectives

The workshop is intended to review the over all response based on a consolidated event time line in order to accomplish the following objectives:

1. Revisit the over-all response to the recent typhoons at the local, regional, national and international levels;
2. Identify the challenges encountered by the different players in the conduct of disaster operations including the operational needs and gaps identified;



3. Identify best practices and facilitating factors to address challenges in order to build the capabilities of the DCCs at all levels;
4. Formulate recommendations as inputs for policy development, advocacy, response preparedness planning, implementation and evaluation; and
5. Contribute in the systematic enhancement of the Philippine Disaster Management System through alignment of plans, programs and projects.

Scope and limitation of the workshop

Given the widespread geographical and sectoral effects of the three typhoons but limited time available in the current calendar year, the workshop can be undertaken in a step-by-step process through a series of scheduled activities:

Part 1: Lessons Learned Workshop Proper (December 17-18, 2009)

Part 2: Post workshop assessment (3rd week of January 2010)

Part 3: Report writing and presentation to NDCC (1st week of Feb 2010)

For Part 1, the two-day workshop will be divided into two main parts corresponding to each day of the activity. The first part will be for Philippine Government participants only consisting of member agencies of the National Disaster Coordinating Council, selected local DCC representatives and local volunteers. The second part will expand the proceedings to accommodate the participation of international humanitarians to include the United Nations IASC country team, representatives of foreign donors and civil society organizations.

The major groupings of thematic issues to be discussed are the following:

- a.) Response Preparedness Measures (Early Warning, Pre-emptive Evacuation, Stockpiling, Pre-deployment of SAR Assets and Area Coverage)
- b.) Emergency Response Coordination and Operations
- c.) Impact Monitoring and Assessment Planning
- d.) Disaster Information Management



Methodology

In order to optimize the time for initial discussions, identified civil defense deputized coordinators or full-time local disaster officers will be requested to present a case study of the experiences of their locality in any or all of the three tropical storms. The sampling of local government units will be based on types (municipal, city, province) and degree of affectation. Following the cluster approach, the NDCC cluster lead agencies will assign group discussants for each of the major issues for discussion.

The participants will be grouped into four (4) covering the major issues that will be assessed. Short presentations are done before the group discussions to introduce the topics and how they are linked with each other. These are intended to provide a common ground for the issues and topics to be discussed and should not be more than 15 minutes each. Some of the topics that require common understanding are as follows:

- Overview of the science aspects of the events, nature and explanation of the event/s including hydrological aspects. We suggest a presentation from PAGASA and Manila Observatory could be useful
- Review of chronology of events and actions taken at the NDCC level. OCD/NDCC
- Review of terminologies that will be used during the workshop. Workshop Facilitator.

A similar procedure will be done the following day with more detailed discussions and participation of international participants. The last two hours will be spent for synthesis and integration of outputs for presentation to the Guest of Honor (SND).

Post Workshop Proper Activities

Immediately after the workshop, a group of selected personnel will meet (Dec 21, 2009 at National Disaster Management Center, CGEA, Q.C) to discuss the workshop proceedings even if the report writing and presentation to NDCC will happen in early 2010. The purpose of the post workshop meeting is to determine the immediate follow up actions recommended by the workshop participants and plan response and allocation of roles and responsibilities. For example, this workshop may identify gaps in the early recovery in terms of policy and operations. Since ER is expected to continue, follow up action may include how the IASC can better support the OCD as the lead in the government ER cluster.



For Part 2, selected workshop attendees will be consulted by the workshop facilitators/ subject matter experts to analyze, assess and synthesize the output of the workshop proper. The workshop outputs will include the following:

- Summary of actions taken in the various phases of these disasters and associated analysis.
- Timeliness of action, particularly in time sensitive responses of EWS, SAR, emergency response, early recovery, etc.
- Adequacy of resources and appropriateness of actions in relation to needs in various phases.
- Presence or absence of participation of key actors in various phases of the event/s. Who worked with whom, nature and degree of collaboration.
- Analysis of integration of disaster management systems-vertical and horizontal based on event timeline.

For Part 3, complete documentation will be undertaken in the appropriate form and substance in consultation with the NDCC Technical Management Group prior to the presentation and submission to a scheduled Council meeting en-banc.



Workshop Design

Workshop Topics	Discussion Points	Grouping
<p>Topic 1: Response Preparedness Measures</p> <p><i>Timeline: pre-land fall (threat was imminent) until impact stage</i></p>	<ul style="list-style-type: none"> ○ Early Warning & Dissemination ○ Pre-emptive Evacuation ○ Stockpiling ○ Pre-deployment of SAR Assets ○ Contingency plans in place ○ EOC/ DOC Activation ○ Period covered: TS Ondoy (Sept 24-Sept 28) TY Pepeng (Sept 29-Oct 10) TY Santi (Oct 28-Nov 2) 	<ul style="list-style-type: none"> ○ DOST-PAGASA ○ NDCC OpCen ○ MMDA ○ Marikina CDCC ○ Pangasinan PDCC ○ Binangonan MDCC ○ Manila Observatory
<p>Topic 2: Emergency Response, Coordination and Operations</p> <p><i>Timeline: Impact stage until immediate emergency response</i></p>	<ul style="list-style-type: none"> ○ Regional; national; international response mechanisms ○ Incident Command System ○ Response procedures ○ Leadership on the ground ○ Protocols and standards ○ Coordination with neighbors ○ Assistance from higher units ○ Effectiveness of communications ○ Immediate damage reporting ○ Beneficiary selection ○ Period covered: <ul style="list-style-type: none"> ➢ TS Ondoy (Sept 26-2 weeks later); ➢ TY Pepeng (Sept 29-2 weeks later); ➢ TY Santi (Oct 28-2 weeks later) 	<ul style="list-style-type: none"> ○ AFP ○ DILG – PNP, BFP ○ DOTC – PCG ○ Cainta CDCC ○ Abra PDCC ○ Calayan Is MDCC ○ DSWD – NROC ○ World Food Program* ○ UN – OCHA*



Workshop Design

<p>Topic 3: Impact Monitoring and Assessment Planning</p> <p><i>Timeline: Emergency response, early recovery, and planning for long term human recovery and rehabilitation</i></p>	<ul style="list-style-type: none"> ○ Unilateral vs. Joint (Interagency) ○ Joint planning and assessment information sharing ○ Modes of access to assessment information by other actors ○ Determination of needs and priorities ○ Optimization of local resources ○ Identification of beneficiaries ○ Support to post damage needs assessment and recovery ○ Implications to disaster risk reduction and mitigation ○ Combined Period: TS Ondoy, TY Pepeng, TY Santi (Sept 27 until December 16) with focus on: <ul style="list-style-type: none"> ➢ Planning for response and early recovery, determination of needs and prioritization/urgency, assessment process/participation, info sharing. ➢ Planning for long term rehabilitation and human recovery: PDNA process, participation, information sharing. 	<ul style="list-style-type: none"> ○ RDCC-1 DANA ○ Pateros CDCC ○ Taguig CDCC ○ Benguet PDCC ○ DOH – HEMS ○ MWSS ○ UN OCHA* ○ World Health Organization* ○ OCD Planning Division ○ OCD Training Division ○ OCD – NCR ○ PNRC, ○ IFRC* ○ UNDP*, ○ UNICEF*
<p>Topic 4: Disaster Information Management</p>	<ul style="list-style-type: none"> ○ Utilization of information ○ Processing of information into Accurate data that aids operations planning and decision making ○ Determination of forms, protocols and cut-off times ○ Reconciliation of data ○ Use of GIS mapping ○ operations planning ○ damage and needs assessment 	<ul style="list-style-type: none"> ○ Cluster Leads (DSWD, DOH, DepEd, DPWH, DA, OCD) ○ NAMRIA ○ PIA ○ NSO ○ PNRC ○ OCD IT Section ○ UN OCHA*

**To join on the 2nd day only*



Programme of Activities

Day 1 (17 December 2009)

Time	Activity
8:00 – 9:00	▪ <i>Registration</i>
9:00 – 9:30	<ul style="list-style-type: none"> ▪ Opening Ceremony ▪ Welcome Remarks by NDCC Executive Officer and OCD Administrator Glenn J Rabonza ▪ Keynote Message – Sec. Esperanza I. Cabral, DSWD
9:30 – 9:45	Coffee/ Tea Break
9:45 – 10:45	Presentation of Workshop guidelines by the Lead Facilitator <ul style="list-style-type: none"> ▪ Keynote Message – Sec. Esperanza I. Cabral, DSWD ▪ Presentation by PAGASA Administrator Dr. Prisco Nilo ▪ Presentation of NDCC Responses by Adm. Glenn J Rabonza
10:45 – 11:45	<i>Session 1: Break – Up into groupings (Workshop Proper)</i>
11:45 – 12:00NN	<i>Wrap-up for Session 1 (Focus on Objective 1)</i>
12:00 – 13:00	Lunch Break
13:00 – 14:30	<i>Session 2: Continuation</i>
14:30 – 14:45	Coffee Break
14:45 – 16:45	<i>Plenary Presentation for Session 2 – Group presenters report group outputs, facilitator moderates the session</i>
16:45 – 18:00	<i>Wrap-up Session 2 (Focus on Objective 2)</i>
18:00 onwards	Cocktails



Programme of Activities

Day 2 (18 December 2009)

Time	Activity
8:30 – 9:00	Arrival/ registration of international participants
9:00 – 9:45	Plenary for Session 3 – Recap of Day 1 proceedings and introduction of international partners (Focus on Objs. 1 to 3)
9:45 – 10:00	Coffee break
10:00 – 12:00	Plenary for Session 4: (Focus on Objective 4)
12:00 – 13:00	Lunch Break
13:00 – 15:00	<i>Workshop Proper with international participants</i>
15:00 – 15:15	Coffee break
15:15 – 17:00	<i>Session 5 (Focus on Objective 5) / next steps</i>
17:00 – 18:00	OPEN FORUM/ Moderated Discussions
18:00 onwards	<p><i>Wrap-up/ Closing Ceremony</i> <i>Workshop Integration and Synthesis</i></p> <ul style="list-style-type: none"> • Major challenges encountered • Best practices and needs identified • Workshop recommendations and suggested next steps <p><i>Reflection on the Workshop</i> by NDCC Executive Officer and OCD Administrator Glenn J Rabonza</p> <p><i>Workshop Message</i> by the Representative of the UN Resident Coordinator in the Philippines.</p> <p><i>Closing Message</i> by Secretary Department of National Defense and Chairman, NDCC - Honorable Norberto B Gonzales</p>
DINNER	



Venue Vicinity Map

Astoria Plaza

