



REPUBLIC OF THE PHILIPPINES
NATIONAL DISASTER RISK REDUCTION AND MANAGEMENT COUNCIL

National Disaster Risk Reduction and Management Center, Camp Aguinaldo, Quezon City, Philippines

OCT 25 2018

MEMORANDUM
No. 131, s. 2018

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

SUBJECT : **Guidelines on the Establishment, Operationalization and Management of Emergency Operations Center (EOC)**

1. REFERENCES

- 1.1. Section 9 (n), 10, 12 (c, 23), Republic Act 10121, Philippine Disaster Risk Reduction and Management (DRRM) Act of 2010
- 1.2. Rule 4, Section 5, Implementing Rules and Regulations, Republic Act 10121
- 1.3. NDRRMC Memorandum No. 4 s 2012: Implementing Guidelines on the Use of Incident Command System (ICS) as an On-Scene Disaster Response and Management Mechanism under the Philippine Disaster Risk Reduction and Management System (PDRRMS)
- 1.4. NDRRMC-DILG-DBM Joint Memorandum Circular (JMC) 2013-1: Allocation and Utilization of the Local Disaster Risk Reduction and Management Fund
- 1.5. NDRRMC-DILG-DBM-CSC JMC 2014-1: Implementing Guidelines for the Establishment of Local DRRM Offices (LDRRMOs) or Barangay DRRM Committees (BDRRMCs) in Local Government Units (LGUs)
- 1.6. NDRRMC-NSC JMC No. 1 s 2016: Guidelines on the Formulation of Contingency Plans for Natural and Human-Induced Hazards and Adoption of the Contingency Planning Guidebook
- 1.7. NDRRMC Memorandum No. 43 s 2016: Guidelines on the Interoperability of Incident Management Teams (IMTs) and the Response Clusters
- 1.8. NDRRMC Memorandum No. 45 s 2017: Guidelines on the Administration of the National Disaster Risk Reduction and Management (NDRRMF) Fund
- 1.9. NDRRMC Memorandum No. 33 s 2018: Public Service Continuity Plan (PSCP) Template for Government Agencies

2. RATIONALE

As provided for in Republic Act (RA) No. 10121, s 2010, the Office of Civil Defense (OCD), as the Executive Arm and Secretariat of the National Disaster Risk Reduction and Management Council (NDRRMC), is mandated to establish Standard Operating Procedures (SOPs) for coordination across all phases of disaster. Under the thematic area of Disaster Response, one of the coordinating mechanisms established is the Incident Command System (ICS). Introduced in the country by the United States Forest Service (USFS), ICS is a standard, on-scene, all-hazard incident management concept that can be used by all response groups. It helped to enhance the operations of responders particularly in ensuring accountability, facilitating proper resource management, and promoting safety.

Aside from ICS, another significant disaster response program of the NDRRMC is the Cluster Approach. As stipulated in the National Disaster Response Plan, the Response Clusters shall serve as the operating mechanisms to provide widespread support in terms of resources pooling and mobilization for massive humanitarian assistance and disaster response (HADR) services.

The ICS and the Cluster Approach are two (2) distinct yet complementary systems. As evidenced by past major operations for disasters and planned events in the country, both systems effectively complement each other by using the "resource provider" and "resource employer" relationship. Under the concept of ICS, the Incident Management Team (IMTs), as the "resource employers", are mobilized to manage on-scene response. On the other hand, the Response Clusters, as the "resource providers", act as supporters to the IMTs.

To facilitate the interoperability of these two (2) important entities, the Emergency Operations Center (EOC) is highlighted. The EOC is the facility equipped with personnel and resources that serves as repository of information and main hub for coordination to support the management of an incident or planned event. In this context, the EOC acts as the link between the IMTs and the Response Clusters.

RA 10121 provides for the establishment of operations centers across all the DRRMC levels. However, there have been no clear guidelines and training as to how to properly manage and operate an EOC as differentiated with operations centers. Evidently, establishing an EOC as a physical facility complete with monitoring tools and communications equipment is not enough given all the complexities of providing linkages between the IMTs and the Response Clusters. While there are some well-maintained and sophisticated EOCs established in some parts of the country, there have been no known standards as to how inter-agency and multi-level coordination of response shall be facilitated.

3. PURPOSE

The purpose of this NDRRMC Memorandum is to provide the guidelines on the establishment, operationalization and management of EOCs by the DRRMCs at all levels.

4. GOAL

The goal of this NDRRMC Memorandum is for all EOCs to adhere to accepted principles and approaches when it comes to establishment, operationalization and management that are applicable to different stakeholders. Such will allow the harmonization of response actions during emergencies and disaster situations.

5. OBJECTIVES

The objectives of this NDRRMC Memorandum are as follows:

- 5.1. To specify the considerations in the establishment of EOCs;
- 5.2. To determine the requirements for standard operationalization of EOCs; and
- 5.3. To describe the procedures in managing EOCs.

6. SCOPE AND COVERAGE

This NDRRMC Memorandum covers all members of DRRMCs at all levels (National, Regional, Provincial, City, Municipal, and Barangay). It also extends to individual government departments, bureaus, agencies, units, instrumentalities and other stakeholders, including civil society organizations and the private sector, that work with the DRRMCs during emergencies and disaster situations.

7. DEFINITION OF TERMS

- 7.1. **Contingency Plan (CP):** a scenario-based plan for a specific and projected natural and/or human-induced hazard. It aims to address the impact to people, properties, environment, security and public safety; and/or to prevent the occurrence of the emerging threats through the arrangement of timely, effective, appropriate, and well-coordinated responses as well as the efficient management of resources.
- 7.2. **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 DRRM 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.
- 7.3. **Disaster Risk Reduction and Management Council (DRRMC):** organized and authorized body of government agencies, to include civil society organizations and private sector, mandated to undertake DRRM activities from the national to local levels. The composition, powers and functions of the DRRMC are defined in RA 10121.
- 7.4. **Emergency Operations Center (EOC):** a designated facility that is

- staffed and equipped with resources to undertake multi-stakeholder coordination, manage information, and facilitate resource mobilization in anticipation of and/or to support incident operations.
- 7.5. **Hazard:** a dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihood and services, social and economic disruption, or environmental damage.
- 7.6. **Human-Induced Hazard:** a significant incident due to human intervention resulting in acts of terrorism, destabilization, criminal activities, industrial accidents, disruption of formal day-to-day activities and other related emergencies that require prompt intervention to contain the incident, mitigate the effects, and normalize the situation.
- 7.7. **Incident Commander (IC):** the individual responsible for all incident activities, including the development, review and implementation of objectives, strategies and tactics, and the request and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all activities at the incident site. The head of the IMT is the IC.
- 7.8. **Incident Command Post (ICP):** the facility wherein the primary tactical-level, on-scene incident command functions are performed.
- 7.9. **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 users to adopt an integrated organizational structure to match the complexities and demands of single and multiple incidents without being hindered by agency or jurisdictional boundaries.
- 7.10. **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.
- 7.11. **Local Disaster Risk Reduction and Management Plan (LDRRMP):** refers to the comprehensive and integrated plan formulated and implemented by the Local Disaster Risk Reduction and Management Office at the provincial, city, municipal or barangay level, in accordance with the national, regional, and local framework, and policies on disaster risk reduction.
- 7.12. **Local Disaster Risk Reduction and Management Fund (LDRRMF):** refers to appropriation of not less than five percent (5%) of the estimated revenue from regular sources that shall be set aside by the

local government unit to support disaster risk management activities such as, but not limited to, pre-disaster preparedness programs including training, purchasing life-saving rescue equipment, supplies and medicines, for post-disaster activities, and for the payment of premiums on calamity insurance.

- 7.13. **National Disaster Risk Reduction and Management Fund (NDRRMF):** refers to the appropriation in the annual GAA which shall be used for disaster risk reduction or mitigation, prevention and preparedness activities such as but not limited to training of personnel, procurement of equipment, and capacity expenditures as well as for relief, recovery, reconstruction and other work or services in connection with natural or human induced calamities which may occur during the budget year or those that occurred in the past two (2) years from the budget year.
- 7.14. **Natural Hazard:** natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.
- 7.15. **Operations Center:** a facility for coordination of all operational activities before, during and after disasters. In the case of NDRRMC, the Operations Center is a 24-7 facility that serves as the nerve center for alert dissemination and monitoring of multi-agency and multi-level operational coordination response and resource mobilization and information management.
- 7.16. **Planned Event:** organized gathering such as parades, fiestas, religious gatherings, concerts, conferences and other events usually characterized by having high-density population of audiences and significant profile of attendees among others.
- 7.17. **Public Service Continuity Plan (PSCP):** a document containing strategies and mechanisms of a government agency/ organization to ensure continuous delivery of services to the public amidst any disruption.
- 7.18. **Resources:** personnel and major items of equipment, supplies and facilities available or potentially available for assignment to the incident or planned event operations and for which status is maintained.
- 7.19. **Resource Employer:** this describes the management functions of the IMT to exercise direct supervision on all the tactical or on-scene response activities.
- 7.20. **Resource Provider:** this describes the support functions of the Response Clusters to coordinate for the availability of resources to be deployed on-scene based on the requests of the IMT through the EOC.

- 7.21. **Response Clusters:** part of the NDRRMC's strategic action for 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 and to provide resource support for tactical response.
- 7.22. **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.

8. POLICY STATEMENT

This NDRRMC Memorandum has been issued to standardize the operation of EOCs and ensure their effective interoperability with the other elements of emergency management and disaster response, which includes the IMTs, Response Clusters, and EOCs of other agencies and organizations.

9. GUIDELINES

9.1. Establishment of EOC

- 9.1.1. All members of DRRMCs at all levels, government departments, bureaus, agencies, units, instrumentalities, and other stakeholders are hereby enjoined to establish their respective EOCs in accordance with their respective authorities and mandates.
- 9.1.2. All EOCs shall be provided with appropriate human resources and equipped with physical requirements such as, but not limited to, computer systems, communication tools and equipment, monitoring tools and equipment, work areas/ work stations, meeting rooms/ conference rooms, meal area, rest area for duty personnel taking breaks, back-up power source, and service vehicles, as needed.
- 9.1.3. All EOCs shall establish communication links with the EOCs of other DRRMC member agencies, Response Clusters, IMT in charge, and other relevant stakeholders for effective coordination and response to disasters.
- 9.1.4. The quantity, design and specifications for the EOC physical requirements shall be determined by the concerned instrumentalities based on the resource needs, staffing requirements, mandates and functions.
- 9.1.5. All EOCs shall be established in strategic locations that are safe from existing or emerging hazards (natural and/or human-induced) and are accessible to personnel rendering duty.
- 9.1.6. Back-up or alternate EOCs may be established, as needed,

based on CPs, PSCP or other relevant plans in order to ensure continuity of operations amidst any disruption.

9.1.7. In terms of funding:

- 9.1.6.1 At the national/ regional levels, funding for the establishment, maintenance and operations of EOCs shall be sourced against the NDRRMF allocated to the concerned national/ regional government agencies. Funding requirements will form part of the Project Proposal¹ to be submitted by the concerned implementing agency for the review of the OCD and approval of the NDRRMC.
- 9.1.6.2 At the local government level, funding for the establishment, maintenance and operations of EOCs shall form part of the projects and activities to be sourced against the LDRRMF. The said funding will be incorporated in the LDRRMP and integrated in the approved Annual Investment Program of the local government unit (LGU)².
- 9.1.6.3 Individual government departments, bureaus, agencies, offices, units and instrumentalities shall use a portion of their appropriations for the establishment, maintenance and operations of EOCs in accordance to usual budgeting, accounting and auditing rules and regulations.

9.2. **Operationalization of EOC**

9.2.1. The triggers for the activation of the EOC or upgrading of alert status shall be any of the following:

- 9.2.1.1 There is a threat of an impending natural or human-induced hazard;
- 9.2.1.2 There is an upcoming planned event with anticipated threat;
- 9.2.1.3 There is an ongoing incident or emergency situation;
- 9.2.1.4 There is a request for support or augmentation that requires multi-stakeholder coordination; and
- 9.2.1.5 As directed by the Responsible Official (RO).

¹ Item 7 of NDRRMC Memorandum No. 45 s 2017

² Item 6.2 of NDRRMC-DILG-DBM JMC 2013-1

9.2.2. All EOCs shall have their respective standard codes for alert levels that are consistent with the mandates and authorities of the concerned agencies or organizations.

9.2.3. The EOC alert levels may be adjusted depending on the size, scope and complexity of the incident, staffing requirements, and resource support needs.

9.2.4. During normal condition, the Operations Center shall undertake regular situation monitoring with periodic release of reports, warnings and advisories in accordance with the mandates and authorities of the concerned agency or organization.

9.2.5. During emergencies or disaster situations, the Operations Center shall be transformed into an EOC and undertake multi-stakeholder functions appropriate to the agency or organization such as, but not limited to, dissemination of warnings and advisories, development and release of situation reports, development of common operating picture for response, facilitation of acquiring, assignment, and tracking of resources to be dispatched and deployed on-scene.

9.2.6. In the context of ICS and Response Clusters:

9.2.5.1 The EOC shall serve as the link between the Response Clusters as the “resource providers” and the IMT as the “resource employer.”

9.2.5.2 All requests for resources of the IMT shall be communicated to the EOC. The EOC shall then coordinate with the Response Clusters to provide the said resource requests.

9.2.5.3 The EOC and ICP shall not be co-located.

9.2.5.4 The IC shall recommend for the termination of operations depending on the situation updates at the ground for the approval of the RO.

9.2.5.5 All actions of the EOC, Response Clusters and the IMT shall be derived from the priorities and decisions of the RO.

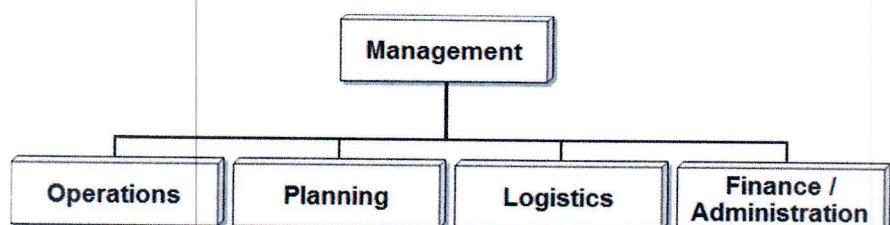
9.2.7. The triggers for the deactivation of the EOC or downgrading of alert status shall be any of the following:

9.2.7.1 The situation has improved and the emergency has been alleviated;

- 9.2.7.2 Tactical operations no longer require the support by the EOC;
- 9.2.7.3 The emergency situation can already be effectively managed by lower level EOCs and/or individual agencies or organizations; and
- 9.2.7.4 As directed by the RO.

9.3. **Management of EOC**

- 9.3.1. All EOCs shall be organized in accordance with the five (5) management functions:



- 9.3.1.1 **Management:** Provision of overall leadership in the EOC.
- 9.3.1.2 **Operations:** Facilitation of multi-stakeholder coordination in support of the emergency response.
- 9.3.1.3 **Planning:** Performance of all functions pertaining to information management, situation reporting, action planning, report development and dissemination.
- 9.3.1.4 **Logistics:** Facilitation of all logistical requirements to support the activities of the EOC such maintenance of facilities, installation of equipment, provision of transportation services, and provision of meals and medical needs for duty personnel.
- 9.3.1.5 **Finance / Administration:** Management of all financial and administrative concerns of the EOC.
- 9.3.2. All EOCs shall have designated units or positions to perform the five (5) management functions, as appropriate, consistent with the mandates and authorities of the concerned agency or organization.
- 9.3.3. The EOC duty composition, schedules of tour of duty, detailed roles and responsibilities for each unit or position, and other organizational requirements shall be formulated by the concerned agency or organization, as provided for in the CP, PSCP and other relevant plans or documents.

- 9.3.4. During emergencies or disaster situations, all non-emergency related activities of agencies and organizations shall be suspended as appropriate to support the manpower and operational requirements of the EOC in accordance with the PSCP.
- 9.3.5. All members of DRRMCs at all levels, government departments, bureaus, agencies, units, instrumentalities, and other stakeholders are enjoined to implement programs, activities, and projects that promote the morale and welfare of their respective EOC duty personnel.

10. INSTITUTIONAL ARRANGEMENTS

- 10.1. The OCD, as the Executive Arm and Secretariat of the NDRRMC, shall:
 - 10.1.1. Lead the development and implementation of training programs on EOC operationalization and management;
 - 10.1.2. Lead the formulation of prescribed templates, tools and forms for situation report development, resource management, information dissemination, and other related EOC activities;
 - 10.1.3. Standardize the development, release and dissemination of advisories, alerts and warnings by the DRRMC EOCs from the national, regional and local levels; and
 - 10.1.4. Develop guidelines and standards on EOC communication flow, information tracking, monitoring, and feedback mechanism.
- 10.2. The Department of Science and Technology (DOST), as the Vice Chairperson for Disaster Prevention and Mitigation, shall provide science-based recommendations and standards for the establishment of disaster-resilient EOCs.
- 10.3. The Department of the Interior and Local Government (DILG), as the Vice Chairperson for Disaster Preparedness, shall monitor the establishment of EOCs by all LGUs.
- 10.4. The Department of Social Welfare and Development (DSWD), as the Vice Chairperson for Disaster Response of NDRRMC, shall facilitate the harmonization of the Response Clusters with the EOCs and IMTs at all levels.
- 10.5. All members of DRRMCs at all levels, government departments, bureaus, agencies, units, instrumentalities, and other stakeholders shall:
 - 10.5.1. Develop respective SOPs, policies, and operating manuals that are consistent with the provisions of this NDRRMC Memorandum

and are suitable to the actual needs and settings;

- 10.5.2. Provide inputs and recommendations to the OCD for the continued enhancement and updating of standards for EOC operationalization and management; and
- 10.5.3. Facilitate widest dissemination of this NDRRMC Memorandum to all concerned stakeholders.

11. REPEALING CLAUSE

All existing issuances inconsistent herewith are hereby repealed or modified accordingly.

12. EFFECTIVITY

This Memorandum shall take effect immediately.

