

REPUBLIC OF THE PHILIPPINES  
HOUSE OF REPRESENTATIVES  
Quezon City

EIGHTEENTH CONGRESS  
First Regular Session

House Bill No. 885




Introduced by **MAGDALO Party-List Representative**  
**HON. MANUEL DG. CABOCHAN III**

**EXPLANATORY NOTE**

Our country is ravaged year after year by numerous emergencies of all sorts – from natural calamities like lahar flows which devastated most parts of Luzon, volcanic eruptions, earthquakes and typhoons which routinely pummel the country every year, to man-made disasters like the 2013 Zamboanga Siege. This just goes to show that emergencies of one sort or another are a fact of life which will always pose challenges for us as a nation.

The best we can do is to be prepared and to be on the lookout in order to prevent emergencies from intensifying into full-scale disasters. Through this piece of legislation, the undersigned proposes the creation of a permanent, full-time national agency under the Office of the President to help the country plan and prepare for emergencies. It is proposed that this agency take over the National Disaster Risk Reduction and Management Council (NDRRMC) and undertake disaster mitigation and preparedness measure, as well as quick response mechanism, which will allow us to reduce the risk of disasters, mitigate possible damage to life and property, initiate rapid and effective response to disasters, and effectively manage post-disaster recovery.

Hence, the immediate passage of this bill is earnestly enjoined

  
**MANUEL DG. CABOCHAN III**  
*Representative*  
Magdalo Para sa Pilipino Party-List

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AN ACT  
ESTABLISHING THE EMERGENCY MANAGEMENT AGENCY (EMA),  
AMENDING FOR THIS PURPOSE REPUBLIC ACT NUMBERED 10121, AND FOR  
OTHER PURPOSES

*Be it enacted by the Senate and the House of Representatives of the Philippines in  
Congress assembled:*

1       **SECTION 1. Short Title.** - This Act shall be known as the "Emergency Management  
2 Agency Act."

3  
4       **SEC.2. Declaration of Policy.** - It shall be the policy of the State to:

- 5       a) Provide for an integrated and coordinated disaster management policy that focuses on  
6 preventing or reducing the risk of disasters, mitigating the severity of disasters,  
7 undertaking emergency preparedness, and initiating rapid and effective response to  
8 disasters and post-disaster recovery;  
9  
10       b) Achieve excellence in civil protection through hazard reduction and disaster  
11 management at all levels of the Philippine society by establishing a coherent, integrated,  
12 proficient and responsive disaster risk management system, whereby national and  
13 regional development plans incorporate hazard risk reduction management as  
14 components of an integrated and coordinated strategy for sustainable development;  
15  
16       c) Strengthen the institutional structures for coordination, implementation and enforcement  
17 of policies for the promotion of hazard management and disaster management by  
18 providing a basis for aligning local planning with a national framework and national  
19 plan;  
20  
21       d) Recognize, support and strengthen local community capacities by encouraging them to  
22 achieve acceptable levels of risk for undertaking the primary responsibility in reducing  
23 risk from hazards and managing disasters;  
24  
25       e) Support, strengthen and encourage the coordination of local government units when  
26 reducing risk from hazards, preparing for, responding to, and recovering from disasters  
27 or emergencies, whether natural or man-made;



- f) Enhance the participation of the private sector, particularly the lifeline utilities, non-government organizations, and other community-based organizations in the development and delivery of disaster risk management and "bayanihan" among the citizenry; and
- g) Adopt in full the universal norms and principles in humanitarian assistance as one of the concrete steps in preventing or alleviating human suffering due to disasters or calamities.

**SEC. 3. Definition of Terms.** - As used in this Act, the following terms are defined as follows:

- a) "*Community-Based Disaster Management (CBDM)*" refers to activities, projects and programs to reduce disaster risk which are primarily designed by people living in high risk localities based on their needs and capacities and in close coordination with their respective local disaster coordinating councils.
- b) "*Director*" refers to the Director of the Office of the Emergency Management Agency.
- c) "*Disaster*" is an event, natural or man-made, sudden or progressive, which impacts with such severity on people's lives and properties, livelihood, essential services, lifelines and major public infrastructures, and the environment, that the affected community has to respond with exceptional measures or otherwise requires a significant and coordinated response under this Act.
- d) "*Disaster Management Councils*" refers to all nucleus organizations established at the national, regional, provincial, city, municipal, and barangay levels to carry out the disaster management activities as defined under this Act.
- e) "*Disaster Response Operations*" refers to any concerted effort by two or more agencies, public or private, to provide emergency assistance to the victims of a disaster or calamity and in the restoration of essential public activities and facilities.
- f) "*Disaster Risk Management*" refers to the application of knowledge, measures and practices that are necessary or desirable for the safety of the public and are designed to guard, prevent, reduce or overcome any hazard or harm or loss that may be associated with any disaster. It includes all activities relating to hazard mitigation and prevention, response preparedness and relief, and long-term recovery, rehabilitation and reconstruction.
- g) "*Disaster Mitigation*" refers to the measures aimed at minimizing the impact of a natural or man-made disaster on a nation or community, in terms of casualties and damages.
- h) "*Disaster Preparedness*" refers to pre-disaster actions and measures being undertaken to avert or minimize loss of life and property, such as but not limited to community organizing; training, planning, equipping, stockpiling, hazard mapping and public information and education initiatives.
- i) "*Disaster Prevention*" refers to measures designed to prevent natural phenomena from causing or resulting in disaster or other related emergency situations. It is concerned with the formulation and implementation of long range policies and programs to prevent or

1 minimize the occurrence of disasters on the basis of vulnerability analysis of all risks. It  
2 also includes legislations and regulatory measures principally in the fields of physical  
3 and urban planning, public works and buildings.

- 4
- 5 j) *"Emergency"* refers to unforeseen or sudden occurrence, especially danger, demanding  
6 immediate action.
- 7
- 8 k) *"Hazard Mitigation"* relates to actions, practices or processes designed to reduce the  
9 severity or level of harm of a hazard agent on the national community or any part  
10 thereof.
- 11
- 12 l) *"Hazard Risk Reduction"* refers to activities that reduce the degree of long-term risk to  
13 human life and property from natural and technological hazards.
- 14
- 15 m) *"Lifeline Utilities"* refers to entities that produce, generate, supply, distribute OL provide  
16 services or products that are essential for the effective functioning and maintenance of a  
17 community.
- 18
- 19 n) *"National and Regional Development Plans"* has the same meaning as set out by NEDA.
- 20
- 21 o) *"National Disaster Management Plan"* is the disaster operational master plan formulated  
22 and revised by the EMA, which sets forth the disaster response requirements of  
23 participating parties.
- 24
- 25 p) *"National Disaster Risk Management Framework (NDRMF)"* is the overarching  
26 guideline document for the development of disaster risk management practices and  
27 processes for the Philippines. The NDRMF should be integrated in the National  
28 Development Plan and budget.
- 29
- 30 q) *"Rehabilitation"* refers to the process by which the affected communities/areas or  
31 damaged public infrastructures are restored to their proper or normal level of functioning  
32 and to new measures introduced to reduce future hazards and risks.
- 33

34 **SEC. 4. Scope** - This Act provides for all the actions and measure pertaining to  
35 hazard mitigation, disaster prevention/preparedness, response, and rehabilitation, and disaster  
36 risk management as defined under this Act.

37

38 **SEC. 5. The Emergency Management Agency.** - The Office of the Emergency  
39 Management Agency (EMA) is hereby created. EMA shall be an independent body and shall  
40 have the same status as that of a national agency attached to the Office of the President.

41

42 The EMA shall be headed by a Board composed of a Director and two (2) Members,  
43 to be appointed by the President of the Republic of the Philippines from a list of nominees  
44 submitted by agencies and organizations active in disaster management, both in the public  
45 and private sectors. All nominees must be considered experts in the field of emergency and  
46 disaster management and of proven integrity and competence.

47

48 The Director and two (2) members shall serve for a term of five (5) years and their  
49 positions considered as civil service career positions: *Provided*, That the Director or one of  
50 the Members first appointed after the effectivity of this Act shall serve for an additional one



1 (1) year to ensure continuity of the programs. The Director shall have the same rank and  
2 privileges of a department Secretary while the two (2) Members shall have the same rank and  
3 privileges of the Undersecretaries of a department.

4 **SEC. 6. Powers and Functions of the Emergency Management Agency.** - The EMA  
5 shall have the following powers and functions:  
6

- 7 a) Formulate policies on emergency and disaster response and management, and develop  
8 a comprehensive national Emergency and Disaster Prevention and Preparedness Plan.  
9
- 10 b) Advise the President on the status of emergency and disaster response, recovery,  
11 mitigation, risk reduction, prevention and preparedness efforts being undertaken by  
12 concerned government and private entities.  
13
- 14 c) Recommend to the President the declaration of a state of calamity in areas extensively  
15 damaged and submit proposals to establish normalcy in the affected areas.  
16
- 17 d) Ensure that all emergency and disaster preparedness and mitigation activities such as  
18 training, public information and other programs/projects requiring regional and  
19 international support shall be carried out in accordance with duly established national  
20 policies.  
21
- 22 e) Foster and facilitate the participation of non-government agencies in measures taken  
23 by the government for emergency and disaster-related concerns.  
24
- 25 f) Develop a national disaster risk management framework.  
26
- 27 g) Render annual reports to the President and Congress.  
28

29 **SEC. 7. The Emergency Management Agency Secretariat** - The EMA Secretariat  
30 shall be formed to manage the day-to-day activities of the EMA. The Board shall determine  
31 the staffing pattern and compensation scheme of the Secretariat subject to existing rules and  
32 regulations.  
33

34 The Secretariat shall be headed by an Executive Director who shall serve as the Chief  
35 Operations Officer of the EMA. The Secretariat of the EMA shall take over the functions,  
36 duties and responsibilities and assume the powers and authority vested by existing laws, rules  
37 and regulations unto the National Coordinating Council (NDCC). It shall serve as the forum  
38 for coordination and support of the different volunteer organizations established by the  
39 Emergency Field Offices throughout the country.  
40

41 **SEC. 8. The Emergency and Disaster Field Offices.** - Emergency and Disaster Field  
42 Offices shall be established in every region, province, city, municipality and barangay.  
43

44 The Emergency and Disaster Field Offices each headed by a Director, shall  
45 coordinate all disaster management-related efforts with the provincial, municipal and  
46 barangay authorities.  
47

48 **SEC. 9. Powers and Functions of the Emergency and Disaster Field Offices.** - The  
49 Emergency and Disaster Field Offices shall be empowered to:

- a) Formulate policies on emergency disaster response and management in accordance with the national policies and the comprehensive national Emergency and Disaster Preparedness and Prevention Plan set down by the Board, taking into account the unique circumstances obtaining in their respective areas of jurisdiction.
- b) Identify hazards/disaster risks in their areas of responsibility and draw up counter-emergency and disaster plans/strategies.
- c) Identify and source funding for specific emergency and disaster preparedness and management projects.
- d) In consultation with the affected province, municipality or barangay, identify evacuation areas, whenever necessary.
- e) Coordinate with agencies and organizations involved in emergency and disaster management efforts within their jurisdiction: *Provided*, That the Board, by itself or through the Secretariat, shall make all such coordinative efforts with similar entities on the national and international levels.
- f) Organize volunteers in their respective jurisdictions who can be mobilized to undertake emergency or disaster related work.
- g) Enforce curfews and compel forced evacuation whenever circumstances warrant such actions.
- h) Deputize all law enforcement agencies in enforcing laws designed to protect the environment and prevent disasters, and in implementing its task mentioned in paragraph of this section.

**SEC. 10. Responsibilities of Local Government.—**

- (a) Every local government must establish a disaster management council for the purposes of this Act.
- (b) Every local government unit may unite with other local government units that have common borders as a joint local government for the purposes of this Act.
- (c) It shall be mandatory on the part of local governments to formulate their own local ordinances to be consistent with the requirements of this Act.
- (d) Local development plans shall incorporate risk reduction management as a strategy sustainable development.
- (e) Local government units must ensure that its actions in exercising or performing its functions, duties and powers under this Act are not inconsistent with any national disaster risk management requirement.



1       **SEC. 11. Importations and Donations of Food, Clothing, Medicines and Equipment**  
2 **Relief and Rehabilitation and Other Disaster Management Related Supplies and**  
3 **Equipment for Calamity-Affected Areas.-** The importations and donations of food, clothing,  
4 medicines and equipment for relief and rehabilitation and other disaster management related  
5 supplies are hereby authorized in accordance with Sec. 105 of the Tariff and Customs Code  
6 of the Philippines, as amended, and the prevailing provisions of the General Appropriations  
7 Act covering national internal revenue taxes and import duties of the national and local  
8 government agencies.

9  
10       Importations and donations under this Section shall be considered as importations by  
11 and/or donations to the Emergency Management Agency, subject to the approval of the  
12 Office of the President.

13  
14       **SEC. 12. Release, Allocation and Accounting of the National Calamity Fund.-** The  
15 National Calamity Fund (NCF) appropriated under the General Appropriations Act (GAA)  
16 shall be used for aid, relief, rehabilitation, reconstructions and other works or services in  
17 connection with calamities which may occur during the budget year or those that occurred in  
18 the past two (2) years from the budget year, including training of personnel and other pre-  
19 disaster activities and capital expenditures for pre-disaster operation, rehabilitation and other  
20 related activities, in order of priority as may be determined by the EMA.

21  
22       A Quick Response Fund (QRF) is hereby constituted to support the initial and  
23 immediate disaster response operations and needs of the EMA and its participating agencies  
24 for the current year. The amount necessary for the continuous funding of the QRF shall be  
25 included in the annual General Appropriations Act.

26  
27       The specific amount of the QRF for the EMP and appropriate participating agencies  
28 shall be recommended by the EMA to the President and shall be administered by the EMA  
29 and other recipient agencies; Provided that no portion thereof shall be used for administrative  
30 expenses or as augmentation fund for regular agency programs, projects and activities not  
31 related to current calamities or disasters.

32  
33       All departments/agencies and local government units that were allocated with  
34 calamity fund shall submit to the EMA their monthly statements on the utilization of calamity  
35 funds and make an accounting thereof in accordance with existing accounting and auditing  
36 rules.

37  
38       **SEC. 13. Implementing Rules and Regulations.** - The EMA shall promulgate the  
39 necessary rules and regulations for the effective implementation of this Act.

40  
41       **SEC. 14. Separability Clause.-** If any provision of this Act shall be held  
42 unconstitutional or invalid, the other provisions not otherwise affected shall remain in full  
43 force and effect.

44  
45       **SEC. 15. Repealing Clause.** - All laws, decrees, executive orders, proclamations and  
46 other executive issuances or parts thereof, which are inconsistent with or contrary to the  
47 provisions of this Act are hereby repealed or amended accordingly.

1           **SEC. 16. *Effectivity.*** - This Act shall take effect fifteen (15) days following its  
2 publication in the Official Gazette or in a major newspaper of general circulation in the  
3 Philippines.

*Approved,*