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A. CONTEXT

The Philippines ranks third as the most at risk to disasters, worldwide, mainly due to level of exposure to natural hazards\(^1\).

“. . . disasters seriously undermine the results of development investments in very short time, and therefore, remain a major impediment to sustainable development and poverty reduction . . .”

. . . January 2005 WCNDR Declaration\(^2\)

“ It is no accident that 90% of disasters worldwide are in developing countries. Poverty and population pressures are forcing a great number of people to live in harm’s way – flood plains, earthquake-prone areas and unstable slopes and hills. Their extraordinary vulnerability is perhaps the single most important cause of disaster casualties.” Kofi Annan, former UN Secretary-General

Without changing this risk profile, scarce development funds will continue to be directed towards emergency and response. The Government of the Philippines (GoP) will not be able to meet its Millennium Development Goals if the damages of natural disasters continue to undermine development efforts.

In line with this there was a policy change within the country in 2010 with the Philippine Disaster Risk Reduction and Management Act of 2010 (R.A. 10121), together with the Climate Change Act of 2009, that paved the way to invest more in preparing for, preventing and mitigating the impacts of the hazards experienced within the country. The law provided a strong legal and institutional basis for DRRM in the country and gave a boost to the development of policies and plans, implementation actions and measures pertaining to all aspects of DRRM, including good governance, risk assessment and early warning, knowledge building and awareness raising, reducing underlying risk factors, and preparedness for effective response and early recovery. (NDRRMP).

It also called for the establishment of the NDRRM Framework which envisaged a “safer, adaptive and disaster resilient Filipino communities towards sustainable development”; through four diverse thematic areas but mutually reinforcing each other – prevention and mitigation, preparedness, response and rehabilitation and recovery.

\(^1\) World Risk Report, 2013. Published by: Bündnis Entwicklung Hilft (Alliance Development Works)
\(^2\) World Conference on Natural Disaster Reduction, January 2005
B. DISASTER PREPAREDNESS

The National DRRM Plan 2011-2028 specified the goals and intended outcomes for disaster preparedness as follows:

<table>
<thead>
<tr>
<th>Overall Responsible Agency</th>
<th>Department of the Interior and Local Government (DILG)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal</td>
<td>Establish and strengthen capacities of communities to anticipate, cope and recover from the negative impacts of emergency occurrences and disasters</td>
</tr>
<tr>
<td>Objectives</td>
<td>1. Increase the level of awareness of the community to the threats and impacts of all hazards, risks and vulnerabilities</td>
</tr>
<tr>
<td></td>
<td>2. Equip the community with the necessary skills to cope with the negative impacts of a disaster</td>
</tr>
<tr>
<td></td>
<td>3. Increase the capacity of institutions</td>
</tr>
<tr>
<td></td>
<td>4. Develop and implement comprehensive national and local disaster preparedness policies, plans and systems</td>
</tr>
<tr>
<td></td>
<td>5. Strengthen partnership among all key players and stakeholders</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Lead Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Increased level of awareness and enhanced capacity of the community to the threats and impacts of all hazards</td>
<td>PIA</td>
</tr>
<tr>
<td>2. Communities are equipped with necessary skills and capacity to cope with the impacts of disasters</td>
<td>DILG and OCD</td>
</tr>
<tr>
<td>3. Increased DRRM and CCA capacity of Local DRRM Councils, Offices and Operating Centers at all levels</td>
<td>DILG</td>
</tr>
<tr>
<td>4. Developed and implemented comprehensive national and local preparedness and response policies, plans and systems</td>
<td>DILG and OCD</td>
</tr>
<tr>
<td>5. Strengthened partnership and coordination among all key players and stakeholders</td>
<td>DILG</td>
</tr>
</tbody>
</table>
The projects and activities under disaster preparedness as stipulated in the JMC (NDRRMC, DBM, DILG) No. 2013-1: Allocation and Utilization of the Local Disaster Risk Reduction and Management Fund (LDRRMF) include:

**Projects and Activities:**

1. Conduct of trainings on disaster preparedness and response, search, rescue and retrieval operations;
2. Conduct of simulation exercises at various levels to test plans and skills;
3. Development of information, education and communication (IEC) campaign and information sharing between LGUs/communities and the national government;
4. Development of standard operations manual for Disaster Operation Centers;
5. Development and implementation of standard operating procedures (SOPs) for deployment; evacuation and coordination with rapid assessment teams, etc;
6. Development and institutionalization of early warning system (EWS), information sharing among LGUs/communities and the national government;
7. Conduct of disaster risk reduction and management researches;
8. Conduct of multi-stakeholders dialogue;
9. Development and conduct of regular review of contingency plans (CPs);
10. Development of information and database generation;
11. Stockpiling of basic emergency supplies; and
12. Other programs or projects of similar nature and considered necessary

To assist the LGUs in their disaster preparedness initiatives, the Local Government Academy of the Department of the Interior and Local Government convened a series of workshops, one of the outputs of which are these minimum standards for disaster preparedness. The development of standards will further enhance capacity of LGUs on DRR and provide a more comprehensive information and guidance for the LGUs on disaster preparedness.

Cross-sectoral representatives from national and local levels – national government agencies, local DRRM offices, leagues of local governments, CSOs and DILG bureaus and regional offices, participated in the workshop.
These standards are designed to be relevant at all LGU levels in the wide variety of hazards that they face. These are minimum requirements for disaster preparedness. The standards are sorted into the following categories:

<table>
<thead>
<tr>
<th>Category</th>
<th>Brief Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Structures</td>
<td>Refer to the overseeing and implementing organization for DRRM at the local level as stipulated in R.A. 10121</td>
</tr>
<tr>
<td>Systems and Policies</td>
<td>Processes and procedures, and guiding principles that need to be in place to ensure the effective implementation of DRRM activities at the LGUs</td>
</tr>
<tr>
<td>Plans</td>
<td>Course of actions and proposed strategies for local DRRM programs, integrating Climate Change and Disaster Risk Reduction, and adopted through a Sangguniang Panlalawigan or Sangguniang Panlungsod (SP)/Sangguniang Bayan (SB) Resolution.</td>
</tr>
<tr>
<td>Data Requirements</td>
<td>Facts, information and figures needed to effectively plan and implement DRRM initiatives at the local level</td>
</tr>
<tr>
<td>Trainings</td>
<td>Educational and instructional requirements to efficiently and effectively manage and execute DRRM projects and activities</td>
</tr>
<tr>
<td>Equipage</td>
<td>Equipment, tools and paraphernalia requirements to adequately prepare when hazards strike</td>
</tr>
<tr>
<td>Service Delivery</td>
<td>Stocks, services and support that should be in place for effective disaster response and recovery</td>
</tr>
</tbody>
</table>

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3 Provincial Board or City Council/Municipal Council
1. STRUCTURES

Provincial (P)/City (C)/Municipal (M)/Barangay (B) Levels:

- Establishment of provincial, city, municipal DRRM Councils
  - Chairperson is the Local Chief Executive
  - Convene council once every quarter or as necessary
  - Selection and accreditation/recognition of CSOs and NGOs (SP/SB Resolution)
  - Coordination/partnership mechanism

- Establishment of provincial/city/municipal DRRM Offices with uniform DRRMO structures as per JMC 2014-01 (NDRRMC, DILG, DBM, CSC): Implementing Guidelines for the Establishment of LDRRMOs or BDRRMCs in LGUs
  - LDRRM Officer (Head) – able/competent and permanent DRRMO personnel
    - Administration and Training
    - Research and Planning
    - Operations and Warning
  - Funded by General Fund of LGU and Local DRRM Fund
  - Regularly conduct trainings on DRRMO functions/roles

- Establishment of the BDRRM Committee with uniform structures as per JMC 2014-01 (NDRRMC, DILG, DBM, CSC): Implementing Guidelines for the Establishment of LDRRMOs or BDRRMCs in LGUs
  - Head is the Punong Barangay
  - Convene committee once every quarter or as necessary
  - Selection and accreditation/recognition of CSOs and NGOs (SP/SB Resolution)
  - Coordination/partnership mechanism

- Functional Local DRRMCs

- Barangay Disaster Brigade (trained and accredited volunteers)

National Level: Establish guidelines to access NDRRM Fund, Calamity Fund and People’s Survival Fund
2. SYSTEMS AND POLICIES

Provincial (P)/City (C)/Municipal (M)/Barangay (B) Levels:

- **Human Resources**
  - Regular DRRM staff
  - Dedicated DRRM Officer
  - Layers of responders including trained and accredited volunteers:
    - Rescue and Medical Teams (People)
    - Supplies and Logistics (Materials)
    - Volunteer Management System (Method)
  - Capacity Building Program/Staff Development Policy

- **Operations Center (OC)**
  - Establish Operations Center to function 24/7 year round (3 shifts)
  - Dedicated Officer (Warning and Operations Officer) (Multi-Hazard)
  - Develop and implement Standard Operations and Procedures and Contingency Plan
  - Location
    - P/C: Operations Center located in low risk area
    - M/B: Least exposed to landslide, flood and storm surge

- **Communication**
  - Designate a Public Information Officer (PIO) or alternate
  - Develop internal communication protocols (agencies and LGUs)

- **Evacuation System**
  - Institutionalize Evacuation System
    - Functional early warning and alarm system (Protocol)
    - Evacuation map
    - Ordinance on pre-emptive/forced evacuation
    - Regular conduct of drills, audit of equipment and personnel
Identification of Evacuation Centers

- Location: Low risk area
- Available open spaces for earthquake evacuation

Protocols on Relief Management:

- Location: Warehouse in low risk area
- Volume of stockpile: Minimum of 500 packs at least good for 3 days
- Distribution: Per tagging system
- Facilitate Monitoring and Evaluation System

- Policies/Decisions (included in CP/Local DRRM Plan)
- Monitoring and Evaluation

- Reporting System

- Year-End Accomplishment Report (Narrative)
- Situational Report / Multi-Cluster or Sector Initial Rapid Assessment or MIRA (Post emergency/Disaster)
- Determine utilization rate of LDRRMF (Financial)

3. PLANS (Adopted thru SP/SB Resolution)

- Develop /update/enhance the following plans:

  > Local DRRM Plan (integrated/standardized DRR-CCA) as per the OCD outline
  > Contingency Plan (per hazard/risk) as part of LDRRMP (Needed data: volume of stockpile (number of families in high risk/evacuation; number of elderly and children); location of stockpile; distribution channel; delivery system and transportation)
  > Recovery Plan with a build back better principle (as part of LDRRMP)
  > Business Continuity Plan (as part of LDRRMP)
  > Harmonized Local CCA Plan
  > P/C/M/B Communication and Advocacy Plans

**National Level:** Manuals/Guidelines developed to standardize and update Local DRRM/CCA Plans

- Mainstream/harmonize CCA-DRR in CLUP and CDP or PDPFP
• Develop functional coordination mechanism (as part of implementing mechanism of LDRRMP i.e. LDRRMC/O)

• Develop and implement Internal communication protocols (agencies and LGUs)

• Resources/Funds for local DRRM Plan and Offices (Local DRRM Fund available and utilized) – integration into the Annual Investment Plan

• Zoning Ordinance Adoption of Plans by City/Municipality

• Advocacy plans and IEC materials disseminated to communities and activities conducted regularly

4. DATA REQUIREMENTS

• Hazard and Risk Maps – Science (Hazard Specific Risk Maps utilizing MGB base maps) and Community based

• Access and utilization of forecast produce/data and other meteorological data including local warning signs

• Early Warning System in place, operational and maintained, and synchronized at all levels

• Information on emergency and evacuation routes and maps – specific per hazard in contingency plans

• Establish data base on:
  > Basic/minimum information on vulnerable sectors (Community-Based Monitoring System (CBMS)/ Rapid Community-Based Monitoring System (RCBMS)
  > Lifelines and basic facilities (power, transportation, communication, roads, bridges, water, schools, groceries, evacuation centers, hospitals and clinics)
  > List of flood prone and landslide-prone barangays
  > Training providers
  > Equipment providers

• Humanitarian Aid Management

  > List of donors and support provided (cash and in kind)
Local and foreign volunteers and assistance provided
> Inventories, volume of stockpile, location of stockpile, distribution channel, delivery system and transportation

- Disaggregated data on the number of families, elderly, women, children and persons with disabilities (PWDs) in communities (high risk areas, evacuation centers)

- Functional, updated and utilized CBMS in planning, disaster preparedness and response

5. TRAINING

Provincial (P)/City (C)/Municipal (M) Levels:

Knowledge and understanding, awareness and skills for prevention, mitigation, preparedness, response, rehabilitation and recovery at the minimum were identified.

<table>
<thead>
<tr>
<th>Trainings under Preparedness, Prevention and Mitigation</th>
</tr>
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<tbody>
<tr>
<td>• Community-Based DRRM</td>
</tr>
<tr>
<td>• How to conduct simulation exercises</td>
</tr>
<tr>
<td>• How to utilize Geographic Information System (GIS)</td>
</tr>
<tr>
<td>• Risk Assessment</td>
</tr>
<tr>
<td>• Early Warning System (EWS)</td>
</tr>
<tr>
<td>• Awareness/IEC/Advocacy/Communication</td>
</tr>
<tr>
<td>• Comprehensive Land Use Program (CLUP)</td>
</tr>
<tr>
<td>• Comprehensive Development Planning (DRR-CCA mainstreamed)</td>
</tr>
<tr>
<td>• Local Climate Change Action Plan Formulation</td>
</tr>
<tr>
<td>• Database Management</td>
</tr>
<tr>
<td>• Contingency Planning</td>
</tr>
<tr>
<td>• Business Continuity Planning</td>
</tr>
<tr>
<td>• Pre-disaster Recovery Planning</td>
</tr>
<tr>
<td>• How to develop enhanced Local DRRM Plan (integrated/standardized DRR-CCA)</td>
</tr>
<tr>
<td>Trainings under Response, Recovery and Rehabilitation</td>
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<tr>
<td>------------------------------------------------------</td>
</tr>
<tr>
<td>• Incident Command System (ICS)</td>
</tr>
<tr>
<td>• Rescue</td>
</tr>
<tr>
<td>• Basic Life Support and First Aid</td>
</tr>
<tr>
<td>• Medical First Responders</td>
</tr>
<tr>
<td>• Psychosocial</td>
</tr>
<tr>
<td>• Hazardous Materials Management</td>
</tr>
<tr>
<td>• Camp Management</td>
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<tr>
<td>• Management of the Dead and the Missing</td>
</tr>
<tr>
<td>• Rapid Damage Assessment and Needs Analysis (RDANA)</td>
</tr>
<tr>
<td>/Multi-Cluster Initial Rapid Assessment (MIRA)</td>
</tr>
<tr>
<td>• Post Disaster Needs Assessment (PDNA)</td>
</tr>
</tbody>
</table>

**Barangay (B) Levels:**

- CBDRRM at the minimum
- Basic Life Support and First Aid
- Drills

6. **EQUIPMENT**

**Provincial (P)/City (C)/Municipal (M)/Barangay (B) Levels:**

- All levels must purchase/own and maintain the minimum standards of equipment to be used for early warning and communication, responders kit, and medical health:
  - Generator set
  - Power banks
  - Alternative sources of energy /power e.g. solar power
  - Flashlight with batteries
  - Vehicle (either boat/van depending on location at a minimum)
  - Telemetrics
  - Warning devices
- Megaphone
- 2-way radio
- Single-sideband (SSB) radio
- Cellphone
- Siren
- Public Address (PA) System
- Laptop/ Personal Computer (PC)
- Water rescue kit (rope, lifejacket, flotation ring or alternate at a minimum)
- Extrication kit (spine board, shovel or alternate digging device, rope at a minimum)
- Ladder
- Search light
- Rope
- Wire
- Safety full body harness
- Personal Protective Equipment (helmet, goggles, work gloves, boots at a minimum)
- Compass/ Global Positioning System (GPS)
- Mobile kitchen
- Water purifying machine
- First aid kit
- Emergency medical kit

**Must maintain inventory and availability**

**In addition at the Provincial Level (P):**

- Must purchase/own and maintain the minimum standards of power tools/heavy equipment at the minimum
  
  - Chainsaw
  - Shoring
  - Forklift
  - Grader
  - Electric drill
  - Concrete cutter
  - Jackhammer
  - Pulling and lifting machine
In addition at the City/Municipal Level (C/M):

- Can purchase/own and maintain power tools and hand tools and access to heavy equipment at the minimum
  - Chainsaw
  - Shoring
  - Forklift
  - Grader
  - Electric drill
  - Concrete cutter
  - Jackhammer
  - Pulling and lifting machine
  - Axe
  - Hacksaw
  - Chisel
  - Shovel
  - Crowbar or claw tool

**Inventory and Availability**

In addition at the Barangay Level (B):

- Can purchase/own and maintain hand tools and power tools and access to heavy equipment at the minimum
  - Axe
  - Hacksaw
  - Chisel
  - Shovel
  - Crowbar or claw tool

**Inventory and Availability**
7. PROVISION OF MINIMUM STANDARDS FOR SERVICE DELIVERY

• Food Pack
  > 500 prepared packs minimum standby/stock per LGU
  > Good for 5 persons (per family) for 3 days from the list below or equivalent calorific food items (culturally appropriate) at the minimum:
    o 6 kg. rice
    o 4 cans corned beef
    o 4 cans sardines
    o 6 packs noodles
    o 6 cereals
    o 6L drinking water

• Hygiene Kit
  > Good for 5 persons (per family) for 3 days
  > Prepare a minimum of 500 hygiene kits containing the minimum required materials:
    o 2 sachet toothpaste
    o 1 bath soap
    o 500 grams laundry detergent
    o 1 sachet dishwashing soap
    o 10 sachet shampoo
    o 5 face towel
    o 1 pack sanitary napkin
    o Underwear packs

• Evacuation Center
  > Permanent and disaster-resilient evacuation centers (multi-purpose centers) at the provincial/municipality/city
    o Preferably not schools
    o Not in high-risk areas
  > Designation/Prioritization of pregnant women, PWDs, children and elderly at ground floor of evacuation center (if several floors)
Toilet for men and women (1:50)
- Separate toilet for male, female, children and PWD
- Consider designated area for LGBTs and assigned bathrooms – not a minimum standard unless space is available
- Well-lighted
- Lock from inside
- Ventilation
- Water supply
- Pail/dipper

Child-friendly space
- To accommodate children boys and girls below 18 years old
- With activities on feeding of infant/pre-school children, alternative learning system, neighborhood play, play therapy, etc.
- To be conducted by a trained Child-Friendly Space (CFS) facilitator (Day Care Workers, Parent Volunteers, Community Volunteers, Trained Young People and Women Leaders)

Open spaces
- Open space (like basketball courts) can also be used as child-friendly space, evacuation center, and can be used to set-up transitional shelters or tents

Women-friendly space
- To be set-up to increase awareness among women and the community at large, on issues related to well-being, women’s rights, sexual and reproductive health, gender based violence and psycho-social support processing for both women and men
- Men in the evacuation center are also encouraged to avail of the other services particularly the gender awareness education sessions
- A trained Women-Friendly Space (WFS) facilitator (local women organization and leaders) will manage the day to day activities

Couple’s room/conjugal
- A private room shall be allocated at the end part of the evacuation center to accommodate legally married evacuee couples (indicated in the JMC 01 series 2013)
> Space for livestock and other domestic animals (outside evacuation center)

> Rapid Emergency Telecommunications Team (RETT) Presence
  o Base radio/equipment
  o Team

> Community Kitchen
  o Stove/fuel
  o Kitchen utensils

> Water Facilities
  o Level 2 or (e.g. artesian rain collector well)

> Laundry Space
  o Should be separated from the community kitchen area
  o Size of the laundry area should be sufficient to accommodate the evacuees and connected to an existing drainage and tap water (as indicated in the JMC 01 series 2013)

> Health (Inside Evacuation Center); Health Station/Clinic; Breastfeeding Room
  o Basic drugs, medicines, medical supplies and equipment inside evacuation center (medical teams: doctors, nurses, midwives)
  o Referral system – plan (Health Emergency Preparedness, Response, and Recovery Plan or HEPRRP)
  o Pre-hospital/ Emergency Medical Service System (EMSS) – Health Emergency Management Staff (HEMS) structure
  o Ready to eat food /food packs should not be part of the stockpile in the health facilities inside the evacuation, this should be in the distribution area for food or in the community kitchen or storage area for food
  o Hygiene kit
  o Contraceptives (at least make available when needed/inform that there are available contraceptives)
  o 6 families per evacuation room (40m2)

> Storage Area
  o A safe place where relief goods (food and non food) can be stored free from rodents/insects (as indicated in the JMC 01 series 2013)
> Water Sanitation and Hygiene (WASH)
  - WASH facilities inside evacuation center to ensure availability, accessibility, orderly use, proper maintenance and cleaning of common and gender disaggregated WASH facilities such as water taps, latrine facilities, hand washing, bathing facilities and laundry areas (as indicated in the JMC 01 series 2013)

> Security
  - 1 Police Officer
  - 20 Tanods (Barangay Peacekeeping Action Team or BPAT/Barangay Emergency Rescue Team or BERT)

> Parking Space

• Transportation

> Vehicle for delivery of goods
> Vehicles (Evacuees)

• Management of direct survivors

> Ambulance with complete facilities
> Crew (Emergency Medical Services)
> Barangay Health Emergency Rescue Teams or BHERTs (1:5,000) (Expand duties and responsibilities)

• Hospital Care

> Inventory of hospitals (public and private), clinics, services, number of bed capacity, equipment

• Health Service

> Number of Barangay health centers, doctors, services offered and resources
> Inventory of drugs/medicines, supplies, logistics
> Ensure the provision of appropriate health services
> Psychological Support
> 2 trained psycho-social support responders (2 per LGU-PCMB) c/o DOH
> Referral Systems (Inter-Agency and cluster approach)
Psychotropic drugs (National Center for Mental Health or NCMH to provide the minimum quantity)
Establish a psycho-social support system

• Volunteers Database
  Number of medical volunteers, specialization, location, contact numbers (Pedia, Surgeon, General Practitioner, Obstetrics and Gynecologist, Pharmacists, Pulmonologists)
Database of NGO volunteers

• Search and Rescue
  Emergency, Response, Rescue, and Medical Teams (ERRMTs)
  Trained barangay volunteers
  Accredited Community Disaster Volunteers
  Organize and capacitate search and rescue teams

• Search and Recovery
  Management of the Dead (ICS)
  Identification (Pathologists)
  Final arrangement and disposition
  Management of the missing victims presumed to be dead
  Public Information Officer
  Disposition of bereaved families
  Cultural/ceremonial aspects
  Establish protocols for the management of the dead and missing

• Security and Safety
  PNP, BPATs, Tanods, Barangay Security Forces (BSFs), Volunteers
  CSOs, Lupons
  AFP/Reservists
  Auxiliaries
  Organize and train security and safety teams

• Recovery and Rehabilitation Services
  Presence of business continuity plan
  Livelihood programs
> Cash for work
> Partnership with business sector
> Shelter Assistance Program (Permanent and Temporary)
> Debris Management
> Prepare plans for recovery and rehabilitation (include in LDRRMP)

• Humanitarian Assistance

> All donations (goods and services) shall be coordinated with the Local Social Welfare and Development Office (LSWDO), and Local Health Office for contributions on health care
> Means of transport to deliver the services
> LSWDO shall track and do proper accounting of all received donations
> Posting of all donations received in conspicuous places
> All donors shall check-in with the LSWDO for declaration of goods and services
> Establish protocols on accepting assistance
> Proper coordination with in-charge agencies and LGUs

• Response

> Health, Nutrition, WASH, Mental Health Psycho-Social Support (MHPSS) teams
> Ensure well-being of responders (psycho-social support, hazard pay, meal provision)