

WHAT IS PDRA?

BACKGROUND

The Pre-Disaster Risk Assessment or PDRA is a process to evaluate a hazard's level of risk given the degree of exposure and vulnerability in a specific area. PDRA presents the possible impacts to the populace and form as a basis to determine the appropriate level of response actions from the national level government agencies down to the local government units.

PDRA further plays an important part into policy formulation and decision making for both public and private organizations and other stakeholders in disaster risk reduction. PDRA looks into both historical data and probabilistic scenarios to address risks.

PDRA is based on the interoperability of four (4) priority areas – Prevention and Mitigation, Preparedness, Response, Rehabilitation and Recovery. These priority areas may overlap each other to attain our vision of safer, adaptive and resilient country.

Scientific and technical government agencies such as DOST to include PAGASA and PHIVOLCS, DENR to include NAMRIA and MGB existing developed tools to assess risks in specific areas of the country will be utilized in the process. The PDRA will produce a hazard-specific, time-bound and area-focus probable impacts. The calibrated assessment will be officially disseminated to trigger the implementation of action plans and protocols of all concerned organizations/units, at all levels.

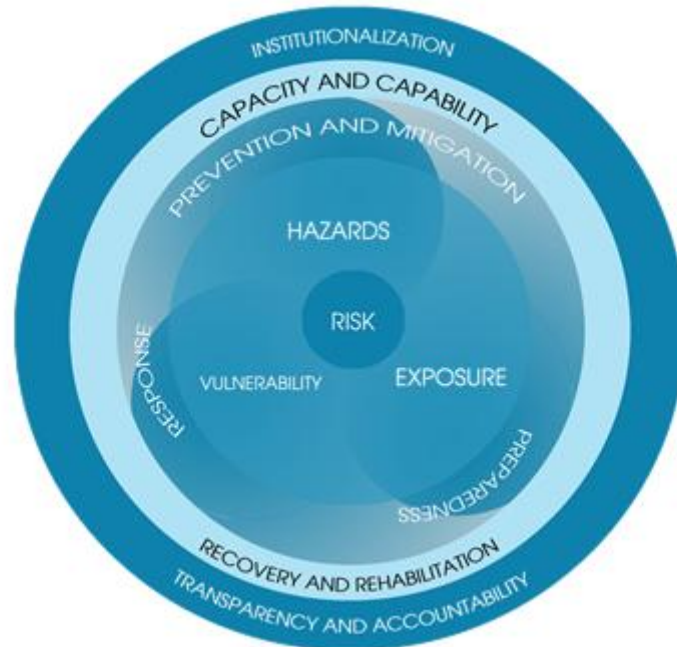
Republic Act 10121, section 2, items (k) and (l), states to recognize the local risk pattern across the country and strengthen the capacities of communities and LGU for DRR, specifically on mitigating and preparing for, responding to and recovering from the impact of disasters and Section 6, item (j) develop assessment tools on the existing and potential hazards and risks brought about by climate change

LEGAL BASIS

NDRRMC Memo Circular No. 17 s 2014

- Signed by the C, NDRRMC on 18 August 2014
- Institutionalizes PDRA into policy or action plans that will further enhance the DRR mechanism of our country as we move one step ahead of a likely disaster

F ***R*** ***A*** ***M*** ***E*** ***W*** ***O*** ***R*** ***K***



O ***B*** ***J*** ***E*** ***C*** ***T*** ***I*** ***V*** ***E***

The NDRRMC MC 17 s 2014 shall provide guidance to all DRRMCs and other agencies concerned from national, regional and local levels on the institutionalization and proper application of PDRA as a tool to present the possible impacts to the populace and form as a basis to determine the appropriate level of response actions from the national level government agencies down to the local government units.

S ***C*** ***O*** ***P*** ***E*** ***A*** ***N*** ***D*** ***C*** ***O*** ***V*** ***E*** ***R*** ***A*** ***G*** ***E***

PDRA shall be applied to all DRRMCs and other agencies concerned that are responsible for execution of preventive and mitigating measures into preparedness and emergency preparedness activities in their respective area of responsibility.

I ***M*** ***P*** ***L*** ***E*** ***M*** ***E*** ***N*** ***T*** ***I*** ***N*** ***G*** ***M*** ***E*** ***C*** ***H*** ***A*** ***N*** ***I*** ***S*** ***M*** ***S***

The DRRMCs at all levels shall serve as the mechanisms to ensure the implementation of PDRA.

WHO'S DOING WHAT?

CORE TEAM

NDRRMC MC No 17 s 2014 creates the PDRA Core Team to be composed of authorized and designated representatives from the following member-agencies:

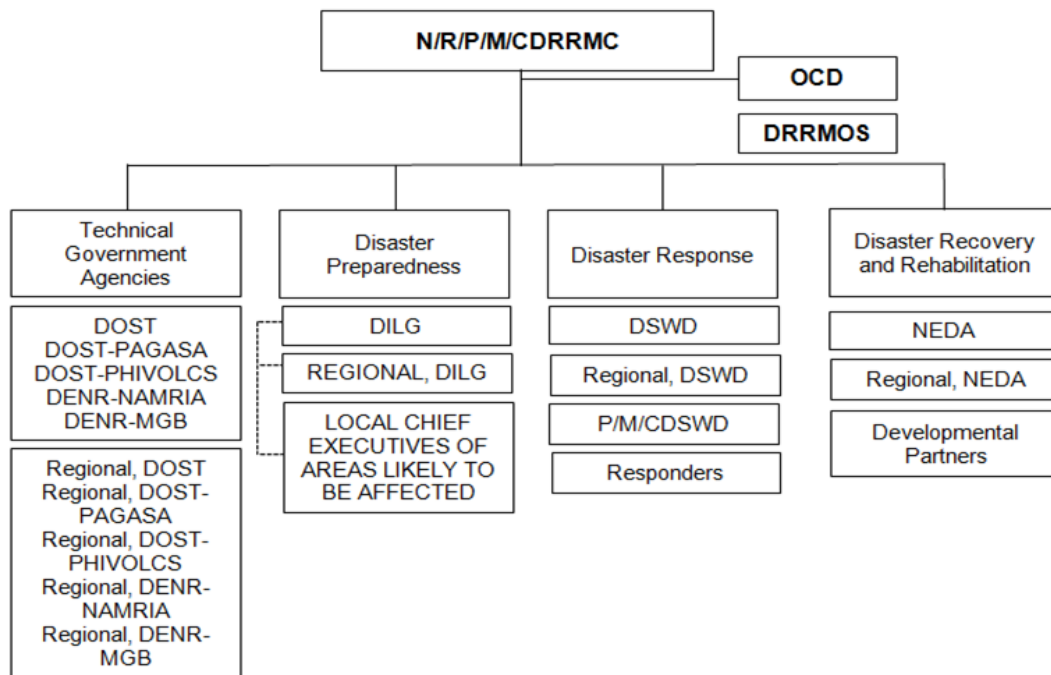
- The Department of Science and Technology (DOST) to include Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) and Philippine Institute of Volcanology and Seismology (PHIVOLCS)
- Department of Interior and Local Government (DILG)
- Department of Social Welfare and Development (DSWD)
- National Economic and Development Authority (NEDA)
- Department of Environment and Natural Resources (DENR) to include Mines and Geo-Sciences Bureau (MGB) and through National Mapping and Resource Information Authority (NAMRIA)
- Office of Civil Defense
- Other member agencies as necessary

ORGANIZATIONAL STRUCTURE AND ARRANGEMENT

1. The National Disaster Risk Reduction and Management Council (NDRRMC), Regional Disaster Risk Reduction and Management Council (RDRRMC) and Local Disaster Risk Reduction and Management Council (LDRRMC) shall have the oversight function over the PDRA as a tool to present the possible impacts to the populace and form as a basis to determine the appropriate level of response actions.
2. The DOST, as the Vice-Chairperson for Disaster Prevention and Mitigation, shall provide key strategic actions to activities revolving around hazards evaluation and mitigation
3. The DOST, through PAGASA, shall utilize scientific knowledge as an effective instrument to insure the safety, well-being and economic security of all the people and determine areas likely to be affected.
4. The DOST, through PHIVOLCS, shall determine mitigate geotectonic phenomena and determine areas likely to be affected.
5. The DILG and through its local government units shall take the lead in coordination and implementation of local preparedness plan from national to the local level.
6. The DSWD and through its local social and development offices shall take the lead in determining the appropriate level of response.
7. The DENR, through NAMRIA, shall provide vulnerability analyses and identification of hazard-prone areas.
8. The DENR, through MGB, shall provide vulnerability analysis and identification of hazard-prone areas.

9. The NEDA shall determine the economic development and planning including statistical matters in areas like to be affected.
10. The OCD, as the secretariat to the National and Regional DRRMCs, shall serve as the primary support to the PDRA related activities

The organizational structure supporting the PDRA is illustrated below:



S***UMMARY OF ROLES AND RESPONSIBILITIES***

- **PDRA core group national and affected regions** - conduct emergency meeting
- **Technical Government Agencies** - utilize science-based tools and technologies
- **Preparedness Agencies** - ensure that communities are equipped with the necessary skills and capability
- **Response Agencies** - activate Incident Command System (ICS) and mobilize Incident Management Teams
- **Rehab and Recovery Agencies** - implement social development policies and plans;

HOW TO CONDUCT PDRA?

*S*TEPS

- 1. Understanding the current capability and capacity**
 - The current capability and capacity of all level shall be established and identified
 - Response agencies shall present the current capability and capacity of area of responsibility
- 2. Identification of potential hazards**
 - Technical Government Agencies shall present the potential hazards characteristics
- 3. Identification of vulnerability and exposure**
 - Technical Government Agencies shall use scientific tools including multi-hazard maps and other vulnerability assessment results to determine the vulnerability and exposure of areas likely to be affected.
- 4. Identification of risk**
 - PDRA Core Group shall identify potential scenarios based on the forecasted behavior with vulnerability and exposure
- 5. Formulation of action plans**
 - PDRA Core Group shall formulate action plans based on the identified risk
- 6. Implementation at all levels**
 - PDRA Core Group shall implement the action plans at all levels

*S*YSTEMS SUPPORT TO OPERATIONS

Policies, Guidelines and Protocols

1. Each concerned agency/ implementing partner shall be responsible in creation of PDRA core team within their respective area of responsibility
2. All efforts must be undertaken by all PDRA core team members to disseminate results of PDRA emergency meeting to all likely to be affected areas
3. PDRA core team in all levels shall develop Level of Response to give indication to the emergency preparedness measures
4. Adoption of and compliance to this concept shall be monitored and integrated in evaluation efforts

Human Resource Development

1. PDRA Core Group shall be organized in all levels composed of members from different implementing partners. It shall be composed of government agencies to represent disaster prevention and mitigation, disaster preparedness, disaster response and disaster recovery and rehabilitation.

2. The OCD shall develop orientation plan in ensuring that PDRA will be conducted at all levels.
3. A pool of trainers on PDRA should be established to create prescribed steps, methodologies and approaches.

Collaboration

1. PDRA shall be established under the leadership of Executive Director, NDRRMC, Chairperson, RDRRMC and Local DRRM Officers
2. The OCD shall conduct semi-annual consultative meetings among its implementing partners or as the need arises
3. The OCD shall organize a team to lead the monitoring and evaluation of the institutionalization of PDRA

Reporting

1. The PDRA Core Group at the regional and local levels shall submit after meeting report to the NDRRM Operations Center
2. The PDRA Core Group meetings shall secure audio recordings of the meetings and if possible, video recordings.

Financing

The Quick Response Fund (QRF) shall be utilized to carry out the activities of PDRA.

REFERENCES

GLOSSARY

Capacity is a combination of all strengths and resources available within a community, society or organization that can reduce the level of risk, or effects of a disaster. Capacity may include infrastructure and physical means, institutions, societal coping abilities, as well as human knowledge, skills and collective attributes such as social relationships, leadership and management. Capacity may also be described as capability.

Disaster is the serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.

Disaster Mitigation is the lessening or limitation of the adverse impacts of hazards and related disasters. Mitigation measures encompass engineering techniques and hazard-resistant construction as well as improved environmental policies and public awareness.

Disaster Preparedness is the knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the Impacts of likely, imminent or current hazard events or conditions. Preparedness action is carried out within the context of disaster risk reduction and management and aims to build the capacities needed to efficiently manage all types of emergencies and achieve orderly transitions from response to sustained recovery. Preparedness is based on a sound analysis of disaster risk and good linkages with early warning systems, and includes such activities as contingency planning, stockpiling of equipment and supplies, the development of arrangements for coordination, evacuation and public information, and associated training and field exercises. These must be supported by formal institutional, legal and budgetary capacities.

Disaster Prevention is the outright avoidance of adverse impacts of hazards and related disasters. It expresses the concept and intention to completely avoid potential adverse impacts through action taken in advance such as construction of dams or embankments that eliminate flood risks, land-use regulations that do not permit any settlement in high-risk zones, and seismic engineering designs that ensure the survival and function of a critical building in any likely earthquake.

Disaster Response is the provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected. Disaster response is predominantly focused on immediate and short-term needs and is sometimes called "disaster relief".

Disaster Risk is the potential disaster losses in lives, health status, livelihood, assets and services, which could occur to a particular community or a society over some specified future time period.

Emergency shall refer to any unforeseen or sudden occurrence, especially danger, demanding immediate action.

Exposure is the degree to which the elements at risk are likely to experience hazard events of different magnitudes.

Hazard is 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.

Pre-Disaster Risk Assessment is a process to evaluate a hazard's level of risk given the degree of exposure and vulnerability in a specific area. PDRA presents the possible impacts to the populace and form as a basis to determine the appropriate level of response actions from the national level government agencies down to the local government units.

Preparedness is pre-disaster actions and measures being undertaken within the context of disaster risk reduction and management and are based on sound risk analysis as well as pre-disaster activities to avert or minimize loss of life and property such as, but not limited to, community organizing, training, planning, equipping, stockpiling, hazard mapping, insuring of assets, and public information and education initiatives. This also includes the development/enhancement of an overall preparedness strategy, policy, institutional structure, warning and forecasting capabilities, and plans that define measures geared to help at-risk communities safeguard their lives and assets by being alert to hazards and taking appropriate action in the face of an imminent threat or an actual disaster.

Vulnerability is the characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard. Vulnerability may arise from various physical, social, economic, and environmental factors such as poor design and construction of buildings, inadequate protection of assets, lack of public information and awareness, limited official recognition of risks and preparedness measures, and disregard for wise environmental management.



REPUBLIC OF THE PHILIPPINES
NATIONAL DISASTER RISK REDUCTION AND MANAGEMENT COUNCIL
National Disaster Risk Reduction and Management Center, Camp General Emilio Aguinaldo, Quezon City, Philippines

MEMORANDUM
No. 17, s. 2014

TO : ALL CONCERNED

SUBJECT : Institutionalization of the Pre-Disaster Risk Assessment (PDRA)

DATE : AUG 1 8 2014

1. **References: Republic Act 10121**

- 1.1. Section 2, items (k) and (l) to recognize the local risk pattern across the country and strengthen the capacities of communities and LGU for DRR, specifically on mitigating and preparing for, responding to and recovering from the impact of disasters;
- 1.2. Section 6, item (j) develop assessment tools on the existing and potential hazards and risks brought about by climate change

2. **Background:**

The Pre-Disaster Risk Assessment (PDRA) is a process to evaluate a hazard's level of risk given the degree of exposure and vulnerability in a specific area. It presents the possible impacts on the populace and forms a basis to determine the appropriate level of response actions from the national level government agencies down to the local government units.

PDRA further plays an important part in policy formulation and decision-making for both public and private organizations and other stakeholders in disaster risk reduction. PDRA looks into both historical data and probabilistic scenarios to address risks.

In view of the need to step up efforts to reduce disaster risks, the Council has approved the institutionalization of the PDRA during its Full Council Meeting on June 11, 2014.

3. To effect the immediate implementation of the PDRA, scientific and technical government agencies, such as DOST to include PAGASA, PHIVOLCS and DENR to include NAMRIA and MGB, developed tools to assess risks in specific areas of the country to be utilized in the process. The PDRA will produce a hazard-specific, time-bound and area-focused assessment of probable impacts. The calibrated assessment will be officially disseminated to trigger the implementation of action plans and protocols of organizations/units, at all levels.

4. **Creation of the PDRA Core Team:**

Hereby created is the PDRA Core Team to be composed of authorized and designated representatives from the following member-agencies:

Department of Science and Technology to include PAGASA and PHIVOLCS
Department of Interior and Local Government
Department of Social Welfare and Development
Department of Interior and Local Government
National Economic and Development Authority

Department of Environment and Natural Resources to include MGB and
NAMRIA
Office of Civil Defense

As members of the PDRA Core Team, abovementioned members are directed to organize and may wish to call on other NDRRMC member-agencies and organization to facilitate the immediate execution of needed assessment and dissemination of results, as deemed necessary.

5. Funding Sources:

To effectively carry out the activities of PDRA, the Quick Response Fund shall be utilized for this purpose.

6. Monitoring and Reporting:

The Executive Director of the NDRRMC shall oversee the execution and sustain the PDRA as often as necessary. Periodic PDRA reports shall be submitted to the undersigned, as needed.

For guidance and immediate compliance.


VOLTAIRE T. GAZMIN
Secretary, OND and
Chairperson, NDRRMC





Republika ng Pilipinas
 Republic of the Philippines
 Kagawaran ng Tanggulang Pambansa
 Department of National Defense

08 August 2014

MEMORANDUM

TO : PETER PAUL REUBEN G GALVEZ, CESO III
 Director IV, Chief of Staff to SND

FROM : Director, Financial Management Service

SUBJ : Query ICOW Institutionalization of Pre-Disaster Risk Assessment (PDRA)

REF : HWN enfaced on the Memo to SND dated 14 July 2014, with attachment

1. A query was raised as to whether the Quick Response Fund (QRF) can be used to carry out the activities of PDRA.
2. The following observations are offered:
 - a. Pursuant to the GAA, the QRF shall be used as a stand-by fund for relief and recovery programs in order that situations and living conditions of people in communities or areas stricken by disaster, calamities, epidemics, or complex emergencies, may be normalized as quickly as possible. The following agencies were appropriated QRF allocations¹:

DEPARTMENTS WITH QRF ALLOCATIONS, FY 2014


| DEPARTMENTS | AMOUNT APPROPRIATED |
|--------------|-------------------------|
| DSWD OSEC | 662,500,000.00 |
| DND OCD | 530,000,000.00 |
| DND OSEC | 352,500,000.00 |
| DPWH OSEC | 650,000,000.00 |
| DEPED OSEC | 654,766,000.00 |
| DA OSEC | 500,000,000.00 |
| DOH OSEC | 500,000,000.00 |
| DOTC OSEC | 1,000,000,000.00 |
| TOTAL | 4,849,766,000.00 |

¹ Item XLIII (NDRRMF), RA 10633 (GAA for FY 2014), 867

0714-0132A

3. In his veto message, the President allowed the pre-positioning of goods, emergency response units, and other allied support items and equipment using the QRF²².
4. Only DSWD is a member of the PDRA Team that is appropriated with QRF.
5. Several clarifications are requested:
 - a. Which agencies' QRF is referred to in para 5 of SND's Memo to NDRRMC Members?
 - b. What types of programs, projects and activities are contemplated in the institutionalization of the PDRA?
6. Notwithstanding the clarifications in para 5, it appears that the PDRA shall be geared towards disaster mitigation activities which are classified as pre-disaster activities. The NDRRMF (previously known as the Calamity Fund) allows the utilization of the fund using pre-disaster and post-disaster activities. However, some limitations are imposed on the use of the QRF for pre-disaster activities.
7. For the appreciation of the Chief of Staff to SND.


DINNA ANNA LEE L. CARTUJANO
Director, Financial Management Service

NOTED

CS TO SND

²² Para IV.C of the President's Veto Message, RA 10633 (GAA for FY 2014), page 1110

