



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

28 MAR 2012

MEMORANDUM CIRCULAR

No. 09, s. 2012

- TO :
- Vice-Chairpersons and Members, National Disaster Risk Reduction and Management Council (NDRRMC);
 - Chairpersons, Regional Disaster Risk Reduction and Management Councils (RDRRMCs), Regions 1 – XII, CAR and CARAGA;
 - Chairperson, Metro Manila Disaster Risk Reduction and Management Council (MMDRRMC);
 - Chairperson, Autonomous Region for Muslim Mindanao Disaster Risk Reduction and Management Council (ARMM DRRMC);
 - Chairpersons, Local Disaster Risk Reduction and Management Councils (LDRRMCs), and
 - Other Concerned Agencies

SUBJECT : **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)**

I. BACKGROUND

Natural and human-induced disasters are becoming more frequent and climate change has further added to the unpredictability of these occurrences as well as their impact on society. The Philippine Government, through the NDRRMC, is therefore faced with the challenge to heighten its vigilance in ensuring that disaster risks are prevented or minimized and it is prepared to address the needs of affected population when disasters or emergencies occur.

During the 1st ASEAN Committee on Disaster Management Meeting (ACDM) held in Brunei Darussalam on December 9-19, 2003, the ACDM formally adopted the ASEAN-US Cooperation on Disaster Management Program, with focus on ICS Capability Building for the ten (10) ASEAN Member States (AMS). The US Agency for International Development (USAID), which is the principal funding agency of the Program, has tapped the US Department of Agriculture- Forest Service (USDA-FS) as the Program Implementing Agency.

The ICS Model introduced under the ASEAN-US Cooperation on Disaster Management provided the framework for adaptation of an appropriate and suitable model for on-scene disaster response and management system within the AMS respective jurisdictions, at the same time, to facilitate joint disaster emergency response and interoperability among the ASEAN Member States. The Incident Command System could also effectively address some persistent issues and problems arising at on-scene level such as who's in-charge on-site, especially when the incident involves multi-agency participation and multi-jurisdictional, too many responders, too many people reporting to one supervisor, unclear lines of authority, no check-in procedures for responders and unclear incident objectives. The on-scene disaster management tool introduced to the AMS under the Cooperation has proven to be an effective disaster response mechanism at the scene level and has been utilized by the US and adopted by a number of other countries. It is now emerging as the common international language of disaster response.

In the Philippines, the NDRRMC, through the Office of Civil Defense (OCD), took the lead in the implementation of the ASEAN-US Cooperation on DM. Partner agencies are the Department of Local Government - Bureau of Fire Protection (DILG-BFP), Department of Health (DOH), Department of Social Welfare and Development (DSWD), Philippine National Police (PNP), Armed Forces of the Philippines (AFP), Philippine Red Cross (PRC), Metro Manila Development Authority (MMDA), Fire National Training Institute (FNTI), Subic Bay Metropolitan Authority (SBMA), the City Government of Olongapo, Davao City Rescue 911 and Amity Public Safety Academy (APSA).

Among the activities that were conducted in the country under Phases 1 and 2 of the Program include the following:

- **Phase 1 (2003-2005)** – Introduction of ICS to selected NDCC (now known as NDRRMC) Member Agencies; initial adaptation initiatives to the Philippine Disaster Management System context and ICS course material adaptation; Training of Trainers on ICS and Pilot Testing of adapted course materials
- **Phase 2 (2009-July 2012)** – ICS Inception Workshop; ICS Instructor Development through the conduct of six (6) ICS Courses, namely: 5-day ICS Basic/Intermediate Course (July 19-23, 2010), Integrated Planning Course (Oct. 11-21, 2010), Administration and Finance Section Chief Course (Feb. 28-Mar. 1, 2011), Operations Section Chief Course (Mar. 3-4, 2011), Logistics Section Chief Course (Mar. 4-7, 2011), and Incident Commander Course (Mar. 8-11, 2011).

Thirty-two (32) participants from partner agencies have successfully completed the above courses and certified as ICS National Cadre of Instructors by the NDRRMC-OCD and United States Department of Agriculture – Forest Service (USDA-FS). They are now constituted as the core of the NDRRMC Incident Management Team (NIMT) who can be mobilized by the National Council, as necessary, to assist in on-scene disaster response and management in affected areas of the archipelago.

On December 24 2009, the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) was ratified by the ten AMS and called on the Member States, among others, to prepare standard operating procedures for regional cooperation and national action such as regional standby arrangements and coordination of disaster relief and emergency response.

Moreover, RA 10121, s-2010, otherwise known as An Act Strengthening the Philippine Disaster Risk Reduction and Management System, Providing for the National Disaster Risk Reduction and Management Framework and Institutionalizing the National Disaster Risk Reduction and Management Plan, Appropriating Funds Therefor and For Other Purposes, has reposed on the Office of Civil Defense the primary mission “to administer a comprehensive national civil defense and disaster risk reduction and management program by providing leadership in the continuous development of strategic and systematic approaches as well as measures to reduce the vulnerabilities and risks to hazards and manage the consequences of disasters”. Section 9 of the said law provides the functions / operational directions that OCD shall undertake to effectively implement its mission. One of these functions is “to formulate standard operating procedures for the deployment of rapid assessment teams, information sharing among agencies and **coordination** (underscoring supplied) before and after disasters at all levels.

Further, Rule 7 (h), Implementing Rules and Regulations (IRR) of RA 10121, has expressly provided for the establishment of an Incident Command System (ICS) as part of the country’s on-scene disaster response system to ensure the effective consequence management of disasters or emergencies.

Hence, in line with the objectives of AADMER and RA 10121, the Government of the Philippines through the NDRRMC, hereby adopts and integrates the Incident Command System (ICS) as an on-scene incident management mechanism within the Philippine Disaster Risk Reduction and Management System (PDRRMS). Towards this end, regular conduct of ICS training for disaster managers and responders at all DRRMC levels, non-government organizations and private sector agencies and organization of Incident Management Teams for disaster response and management

at the on-scene level should be pursued and integrated in the ICS development and capacity building program of all DRRMCs and other agencies concerned .

II. OBJECTIVES

This Memorandum Circular is aimed to provide guidance to all DRRMCs and other agencies concerned from both government and private sectors on the institutionalization and proper use of Incident Command System (ICS) as a tool to organize on-scene operations for a broad spectrum of disasters or emergencies from small to complex incidents, both natural and human-induced.

III. SCOPE AND COVERAGE

This Memorandum Circular shall apply to all DRRMCs and other agencies concerned, whether government or private, that are responsible for all-hazards incident management in their respective areas of jurisdiction. It shall specifically cover on-scene management of emergency response operations from disaster impact to the immediate emergency response phase of an incident, with priority objectives of saving lives, ensuring safety of responders and others, protecting property and environment, and incident stabilization.

IV. DEFINITION OF TERMS

Agency Administrator/Executive or Responsible Official - the official responsible for administering policy for an agency or jurisdiction, having full authority for making decisions, and providing direction to the management organization for an incident; he is normally the Chairperson of the DRRMC or Agency Head or their duly authorized representative.

All-Hazards – any incident, natural or human-induced, that warrants action to protect life, property, environment, public health, or safety and minimize disruptions of government, social or economic activities.

Area Command - an organization established to oversee the management of multiple incidents that are each being handled by a separate Incident Command System organization or of a very large or evolving incident that has multiple Incident Management Teams engaged. An agency administrator/executive or other public official with jurisdictional responsibility for the incident usually makes the decision to establish an Area Command. It is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations.

Assistant - title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

Base - the location at which primary Logistics functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term Base). The Incident Command Post may be co-located with the Base.

Branch – the organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and division or group in the Operations Section, and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

Camp - a geographical site within the general incident area (separate from the Incident Base) that is equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel

Chain of Command - series of command, control, executive or management positions in hierarchical order of authority; an orderly line of authority within the ranks of the incident management organization

Chief - The Incident Command System title for individuals responsible for management of functional Sections : Operations, Planning, Logistics, Finance/Administration and Intelligence/Investigations (if established as a separate Section)

Command - the act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority

Command Staff - Consists of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have assistant or assistants, as needed

Common Terminology - normally used words and phrases-avoids the use of different words/phrases for same concepts, consistency

Community - consists of people, property, services, livelihoods and environment; a legally constituted administrative local government unit of a country, e.g. municipality or district.

Coordination - bringing together of organizations and elements to ensure effective counter disaster response. It is primarily concerned with the systematic acquisition and application of resources (organization, manpower and equipment) in accordance with the requirements imposed by the threat of impact of disaster.

Delegation of Authority – a statement or instruction given to the Incident Commander by the Agency Executive or Responsible Official delegating authority and assigning responsibility. The Delegation of Authority can include objectives, priorities, expectations, constraints and other considerations or guidelines as needed.

Deputy - a fully qualified individual who, in the absence of the superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases a deputy can act as relief for superior, and therefore must be fully qualified in the position. Deputies generally can be assigned to the Incident Commander, General Staff and Branch Directors.

Disaster - a 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; an actual threat to public health and safety where the local government and the emergency services are unable to meet the immediate needs of the community; an event in which the local emergency management measures are insufficient to cope with a hazard, whether due to a lack of time, capacity or resources, resulting in unacceptable levels of damage or number of casualties.

Disaster Response - 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".

Emergency - unforeseen or sudden occurrence, especially danger, demanding immediate action; an actual threat to an individual's life or to public health and safety which needs immediate response

Emergency Management - the organization and management of resources and responsibilities for addressing all aspects of emergencies, in particular, preparedness, response and initial recovery steps; a management process that is applied to deal with the actual or implied effects of hazards

Emergency Operations Center - the physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place

Finance/Administration Section - the ICS functional section responsible for approving and tracking all expenditures and spending related to the incident.

Function - refers to the five major activities in the Incident Command System : Command, Operations, Planning, Logistics, and Finance/Administration. The term function is also used when describing the activity involved (e.g., the planning function). A sixth function, Intelligence/Investigations, may be established, if required, to meet incident management need.

General Staff - a group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administrative Section Chief. An Intelligence/Investigations Chief may be established, if required, to meet incident management needs.

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 or services, social and economic disruption, or environmental damage; any potential threat to public safety and/or public health; any phenomenon which has the potential to cause disruption or damage to people, their property, their services or their environment, i.e., their communities. The four classes of hazards are natural, technological, biological and societal hazards.

Incident - an occurrence or event, natural or human-induced, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Incident Action Plan (IAP) - an oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command - responsible for overall management of the incident and consists of the Incident Commander, either single or unified command, and any assigned supporting staff

Incident Commander (IC) - the individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Incident Command Post (ICP) - the field location where the primary functions are performed. The ICP may be co-located with the incident base or other incident facilities

Incident Command System (ICS) - is a standardized, on-scene, all-hazard incident management concept; allows its users to adopt an integrated organizational structure to match the complexities and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is non-permanent organization and is activated only in response to disasters or emergencies.

ICS National Cadre - group of individuals who successfully underwent the National Training of Trainers on Incident Command System, didactic and practicum, covering the six (6) ICS courses conducted by the US Department of Agriculture – Forest Service in the Philippines from March, 2010 to July, 2011, under the ASEAN – US Cooperation on Disaster Management, ICS Capability Building Program, Phase 2.

Incident Management Team (IMT) - an Incident Commander and the appropriate Command and General Staff personnel assigned to the incident. IMTs are generally grouped in five types. Types I and II are National Teams, Type III are Regional Teams, Type IV are discipline or large jurisdiction-specific, while Type V are ad-hoc incident command organizations typically used by smaller jurisdictions.

The ICS National Cadre referred to above shall be initially constituted as a National IMT of the NDRRMC. IMTs shall be organized as one of the response teams of DRRMCs and other agencies concerned that can be readily mobilized to assist in affected areas.

Incident Objectives - statements of guidance and direction needed to select appropriate strategy(ies) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively

deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

Interoperability – allows emergency management / response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real time, when needed and when authorized.

Jurisdiction – a range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g. town, city) or functional (e.g. law enforcement, public health).

Liaison Officer - a member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies or organizations.

Logistics Section - the section responsible for providing facilities, services, and material support for the incident.

Preparedness - measures taken to strengthen the capacity of the emergency services to respond in an emergency

Tactics - refers to those activities, resources and maneuvers that are directly applied to achieve goals; deploying and directing resources on an incident to accomplish the objectives designated by the strategy.

Unified Command (UC) - an Incident Command System management option that can be used when more than one agency has incident jurisdiction or when incidents cross political boundaries/ jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single Incident Action Plan.

Unity of Command - the concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective; principle of management stating that each individual involved in incident operations will be assigned to only one supervisor.

V. BASIC ICS CONCEPTS AND PRINCIPLES

To ensure the standard use and application of ICS, the following basic concepts and principles for on-scene disaster operations are hereby adopted:

1. FOURTEEN (14) MANAGEMENT CHARACTERISTICS OF ICS

ICS is based on fourteen (14) proven management characteristics, each of which contributes to the strength and efficiency of the overall system. These are as follows:

a. Common Terminology

The use of common terminology in ICS will allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios. This common terminology applies to the following:

1) Organizational Function

Major functions and functional units with incident management responsibilities are named and defined. Terminology for the following organizational elements is standard and consistent, namely, **Command, Planning, Operations, Logistics and Administration and Finance.**

2) Resource Descriptions

Major resources—including personnel, facilities, and major equipment and supply items—that support incident management activities are given common names and are “typed” with respect to

their capabilities as follows: “Assigned”, “Available” and “Out-of-Service”. This is to help avoid confusion and to enhance interoperability.

3) Incident Facilities

Common terminology is used to designate the facilities established in the vicinity of the incident area that will be used during the course of the incident.

b. Modular Organization

The ICS organizational structure develops in a modular fashion based on the size and complexity of the incident, as well as the specifics of the hazard environment created by the incident. Responsibility for the establishment and expansion of the ICS modular organization ultimately rests with Incident Command, which bases the ICS organization on the requirements of the situation.

c. Management by Objectives

Management by objectives is communicated throughout the entire ICS organization and includes:

- a. Knowing agency policy and direction.
- b. Establishing incident objectives.
- c. Developing strategies based on incident objectives.
- d. Establishing specific, measurable tactics or tasks for various incident management functional activities, and directing efforts to accomplish them, in support of defined strategies.
- e. Documenting results to measure performance and facilitate corrective actions.

d. Incident Action Plan

Centralized, coordinated incident action planning should guide all response activities. An Incident Action Plan (IAP) provides a concise, coherent means of capturing and communicating the overall incident priorities, objectives, strategies, and tactics in the context of both operational and support activities.

e. Span of Control

Manageable span of control is key to effective and efficient incident management. Supervisors must be able to adequately supervise and control their subordinates, as well as communicate with and manage all resources under their supervision.

f. Incident Facilities and Location

Various types of operational support facilities should be established in the vicinity of an incident, depending on its size and complexity, to accomplish a variety of purposes. The IC will direct the identification and location of facilities based on the requirements of the situation. ICS facilities should include Incident Command Posts, Bases, Camps, Staging Areas, mass casualty triage areas, point-of-distribution sites, and others as required.

g. Resource Management

Maintaining an accurate and up-to-date picture of resource utilization is a critical component of incident management and emergency response. Resources to be identified include personnel, teams, equipment, supplies, and facilities available or potentially available for assignment or allocation.

h. Integrated Communications

Incident communications should be developed through the use of a common Communications plan to ensure interoperability and connectivity between and among operational and support units of the various agencies involved. Preparedness planning should therefore endeavor to address the equipment, systems, and protocols necessary to achieve integrated voice and data communications.

i. Establishment and Transfer of Command

The command function must be clearly established from the beginning of incident operations. The agency with primary jurisdictional authority over the incident designates the individual at the scene responsible for establishing command. When command is transferred, the process must include a briefing that captures all essential information for continuing safe and effective operations.

j. Chain of Command and Unity of Command

At all times during disaster operations, chain of command and unity of command shall be observed. This is to ensure clarity in reporting relationships and eliminate the confusion caused by multiple, conflicting directives

k. Unified Command

In incidents involving multiple jurisdictions, a single jurisdiction with multiagency involvement, or multiple jurisdictions with multiagency involvement, a Unified Command approach should be applied to allow agencies with different legal, geographic, and functional authorities and responsibilities work together effectively without affecting individual agency authority, responsibility, or accountability.

l. Accountability

Effective accountability of resources at all jurisdictional levels and within individual functional areas during incident operations is essential. To this end, Check-In/Check-Out, Incident Action Planning, Unity of Command, Personal Responsibility, Span of Control, and Resource Tracking must be adhered to within the ICS.

m. Dispatch/Deployment

Resources should respond only when requested or when dispatched by an appropriate authority through established resource management systems. Resources not requested must refrain from spontaneous deployment to avoid overburdening the recipient and compounding accountability challenges.

n. Information and Intelligence Management

The incident management organization must establish a process for gathering, analyzing, assessing, sharing, and managing incident-related information and intelligence.

2. INCIDENT COMMAND AND GENERAL STAFF

The Incident Command, which comprises the Command and General Staff, shall be responsible for overall management of the incident. The Command and General Staff are typically located at the Incident Command Post (ICP).

a. Incident Command

The command function may be conducted in one of two general ways:

1) Single Incident Command

Single incident command may be applied when an incident occurs within a single jurisdiction and there is no jurisdictional or functional agency overlap. Overall incident management responsibility rests on the appropriate jurisdictional authority. In some cases where incident management crosses jurisdictional and/or functional agency boundaries, a single IC may be designated if agreed upon. .

2) Unified Command (UC)

UC for incident management may be applied when a disaster or emergency affects several areas or jurisdictions or requires multiagency engagement. Unified Command, as an incident management option, provides the necessary guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively. As a team effort, UC allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction through a common set of incident objectives and strategies and a single IAP. Each participating agency maintains its authority, responsibility, and accountability.

b. Command Staff

In an incident command organization, the Command Staff typically includes a Public Information Officer, a Safety Officer, and a Liaison Officer, who report directly to the IC/UC and may have assistants as necessary. Additional positions may be required, depending on the nature, scope, complexity, and location(s) of the incident(s), or according to specific requirements established by the IC/UC.

1) Public Information Officer

The Public Information Officer is responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements. Whether the command structure is single or unified, only one Public Information Officer should be designated per incident. Assistants may be assigned from other involved agencies, departments, or organizations. The IC/UC must approve the release of all incident-related information. In large-scale incidents or where multiple command posts are established, the Public Information Officer should participate in or lead the Joint Information or Media Center in order to ensure consistency in the provision of information to the public.

2) Safety Officer

The Safety Officer monitors incident operations and advises the IC/UC on all matters relating to operational safety, including the health and safety of emergency responder personnel. The ultimate responsibility for the safe conduct of incident management operations rests with the IC/UC and supervisors at all levels of incident management. The Safety Officer is, in turn, responsible to the IC/UC for the systems and procedures necessary to ensure ongoing assessment of hazardous environments, including the incident Safety Plan, coordination of multiagency safety efforts, and implementation of measures to promote emergency responder safety as well as the general safety of incident operations. The Safety Officer has immediate authority to stop and/or prevent unsafe acts during incident operations. It is important to note that the agencies, organizations, or jurisdictions that contribute to joint safety management efforts do not lose their individual identities or responsibility for their own programs, policies, and personnel. Rather, each contributes to the overall effort to protect all responder personnel involved in incident operations.

3) Liaison Officer

The Liaison Officer is Incident Command's point of contact for DRRMC/other government agency representatives, NGOs, and the private sector to provide input on their agency's policies, resource availability, and other incident-related matters. Under either a single-IC or a UC structure, representatives from assisting or cooperating agencies and organizations coordinate through the Liaison Officer.

4) Additional Command Staff

Additional Command Staff positions may also be necessary, depending on the nature and location(s) of the incident or specific requirements established by Incident Command.

3. GENERAL STAFF

The General Staff is responsible for the functional aspects of the incident command structure. The General Staff typically consists of the Operations, Planning, Logistics, and Finance/Administration Section Chiefs. The Section Chiefs may have one or more deputies assigned, with the assignment of deputies from other agencies encouraged in the case of multi-jurisdictional incidents.

a. Operations Section

This Section is responsible for all tactical activities focused on reducing the immediate hazard, saving lives and property, establishing situational control, and restoring normal operations. Lifesaving and responder safety will always be the highest priorities and the first objectives in the IAP. The Operations Section Chief is responsible to Incident Command for the direct management of all incident-related tactical activities. The Operations Section Chief will establish tactics for the assigned operational period. An Operations Section Chief should be designated for each operational period, and responsibilities include direct involvement in development of the IAP.

The Operations Section is composed of the following:

1) Branches

Branches may be functional, geographic, or both, depending on the circumstances of the incident. In general, Branches are established when the number of Divisions or Groups exceeds the recommended span of control. Branches are identified by the use of Roman numerals or by functional area.

2) Divisions and Groups

Divisions and/or Groups are established when the number of resources exceeds the manageable span of control of Incident Command and the Operations Section Chief. Divisions are established to

divide an incident into physical or geographical areas of operation. Groups are established to divide the incident into functional areas of operation. For certain types of incidents, for example, Incident Command may assign evacuation or mass-care responsibilities to a functional Group in the Operations Section. Additional levels of supervision may also exist below the Division or Group level.

3) Resources

Resources may be organized and managed in three different ways, depending on the requirements of the incident.

- **Single Resources:** Individual personnel or equipment and any associated operators.
- **Task Forces:** Any combination of resources assembled in support of a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.
- **Strike Teams:** A set number of resources of the same kind and type that have an established minimum number of personnel. All resource elements within a Strike Team must have common communications and a designated leader.

The use of Task Forces and Strike Teams is encouraged, when appropriate, to optimize the use of resources, reduce the span of control over a large number of single resources, and reduce the complexity of incident management coordination and communications.

b. Planning Section

The Planning Section collects, evaluates, and disseminates incident situation information and intelligence to the IC/UC and incident management personnel. This Section prepares status reports, displays situation information, maintains the status of resources assigned to the incident, and prepares and documents the IAP, based on Operations Section input and guidance from the IC/UC.

As shown in the ICS organization below, the Planning Section is comprised of four primary Units, as well as a number of technical specialists to assist in evaluating the situation, developing planning options, and forecasting requirements for additional resources. Within the Planning Section, the following primary Units fulfill functional requirements:

- **Resources Unit:** Responsible for recording the status of resources committed to the incident. This Unit also evaluates resources committed currently to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.
- **Situation Unit:** Responsible for the collection, organization, and analysis of incident status information, and for analysis of the situation as it progresses.
- **Demobilization Unit:** Responsible for ensuring orderly, safe, and efficient demobilization of incident resources.
- **Documentation Unit:** Responsible for collecting, recording, and safeguarding all documents relevant to the incident.
- **Technical Specialist(s):** Personnel with special skills that can be used anywhere within the ICS organization.

4. The Incident Command System Organization

The ICS organization, as an on-scene level command and management structure, should be located at the ICP, which is generally located at or in the immediate vicinity of the incident site. It is not a permanent structure nor will replace existing DRRMCs / other similar organizations in public and private agencies or entities. It is designed to enable effective and efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

A typical ICS organization and DRRMC-EOC and ICS Organization interoperability are depicted in Annexes "A" and "B", respectively, which form an integral part of this Circular.

VI. POLICY STATEMENTS

1. In line with the policy of the state to develop, promote and implement a comprehensive National Disaster Risk Reduction and Management Plan (NDRRMP) that aims to strengthen the capacity of the national government and the local government units (LGUs), together with partner stakeholders, to build the disaster resilience of communities, and to institutionalize arrangements and measures for reducing disaster risks, including projected climate risks, and enhancing disaster preparedness and response capabilities at all levels, an all-hazards Incident Command System is hereby established and institutionalized in the PDRRMS as an on-scene disaster response and management mechanism at all levels of DRRMCs, including public and private sector agencies.
2. As part of this ICS institutionalization process, all concerned shall endeavor to carry out capacity building programs for their ICS organization through the conduct of ICS training, organization of an All-Hazard Incident Management Teams (IMTs), development of stand-by arrangements and protocols for IMT notification, activation, deployment and deactivation and other related activities. The National ICS Cadre defined under this Memorandum Circular shall take the lead in undertaking the ICS capacity building and development program under the leadership of the Office of Civil Defense.
3. All incidents are expected to be managed locally through their Local DRRMCs by using their own emergency response teams/personnel, such as Search and Rescue, Rapid Damage and Needs Assessment and Incident Management Teams, as well as material resources based on the following criteria:
 - 3.1 The Barangay Development Committee (BDC), if a barangay is affected;
 - 3.2 The city/municipal DRRMC, if two (2) or more barangays are affected;
 - 3.3 The provincial DRRMC, if two (2) or more cities/municipalities are affected;
 - 3.4 The regional DRRMC, if two (2) or more provinces are affected;
 - 3.5 The NDRRMC, if two (2) or more regions are affected
4. The NDRRMC and intermediary Local DRRMCs shall always act as support to LGUs which have the primary responsibility as first disaster responders to any incident occurring within their jurisdictions. For this purpose, the National Council and intermediary local DRRMCs shall continue to provide support functions to the affected LGUs to ensure that tactical objectives at the field level are achieved, and immediate emergency response operation is coordinated to assist in the transition from on-scene emergency operations to early recovery and rehabilitation operations to be undertaken by the regular member agencies / humanitarian assistance clusters of DRRMCs in affected areas.
5. An NDRRMC Incident Management Team (NIMT) is constituted to be composed of members of the National ICS Cadre as defined under this Circular. As such, the NIMT is expected to serve as one of the emergency response teams of the National Council to carry out on-scene incident management functions based on the above criteria or whenever the situation warrants.

VII. IMPLEMENTING MECHANISMS

The DRRMCs at all levels shall serve as the mechanisms to ensure the effective implementation of this Memorandum Circular. Partner agencies in the ICS Capability Building Program, namely, DILG-BFP and PNP, DOH, DSWD, MMDA, FNTI, PRC, SBMA Fire Department, City Government of Olongapo, Davao Rescue 911 and Amity Public Safety Academy are enjoined to work closely with OCD, as the Lead Agency, to attain the desired results thereof.

VIII. SEPARABILITY CLAUSE

Should any of the provisions herein be declared invalid or unconstitutional by the appropriate authority or courts of law, the same shall not affect the other provisions' validity, unless otherwise so specified.

IX. REPEALING CLAUSE

Provisions from previous NDRRMC issuances and other related orders that are inconsistent or contrary to this Memorandum Circular are hereby amended and modified accordingly.

X. EFFECTIVITY

This Memorandum Circular shall take effect immediately.

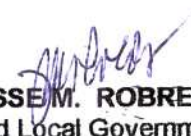



Republic of the Philippines
DEPARTMENT OF THE INTERIOR
AND LOCAL GOVERNMENT
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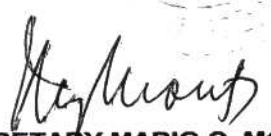
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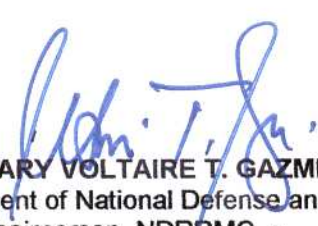
APPROVED BY THE NDRRMC EXECUTIVE COMMITTEE:


SECRETARY JESSE M. ROBREDO
Dept. of Interior and Local Government and
Vice-Chairperson, Disaster Preparedness


SECRETARY CORAZON J. SOLIMAN
Dept. of Social Welfare and Development and
Vice-Chairperson, Disaster Response


SECRETARY MARIO G. MONTEJO
Dept. of Science and Technology and
Vice-Chairperson, Disaster Prevention
and Mitigation


DIR-GEN CAYETANO W. PADERANGA, JR
National Economic Development Authority
Vice-Chairperson, Disaster Rehabilitation
and Recovery


SECRETARY VOLTAIRE T. GAZMIN
Department of National Defense and
Chairperson, NDRRMC



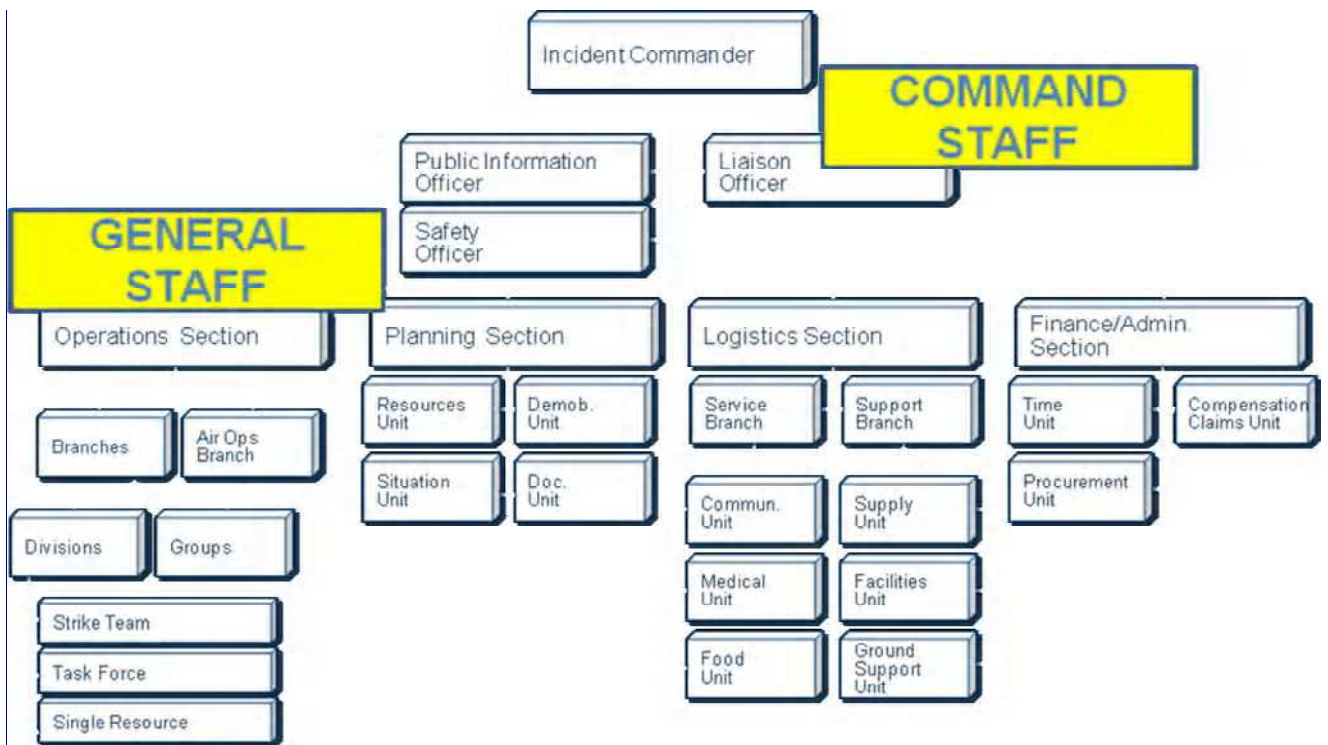
SECRETARY OF
NATIONAL DEFENSE



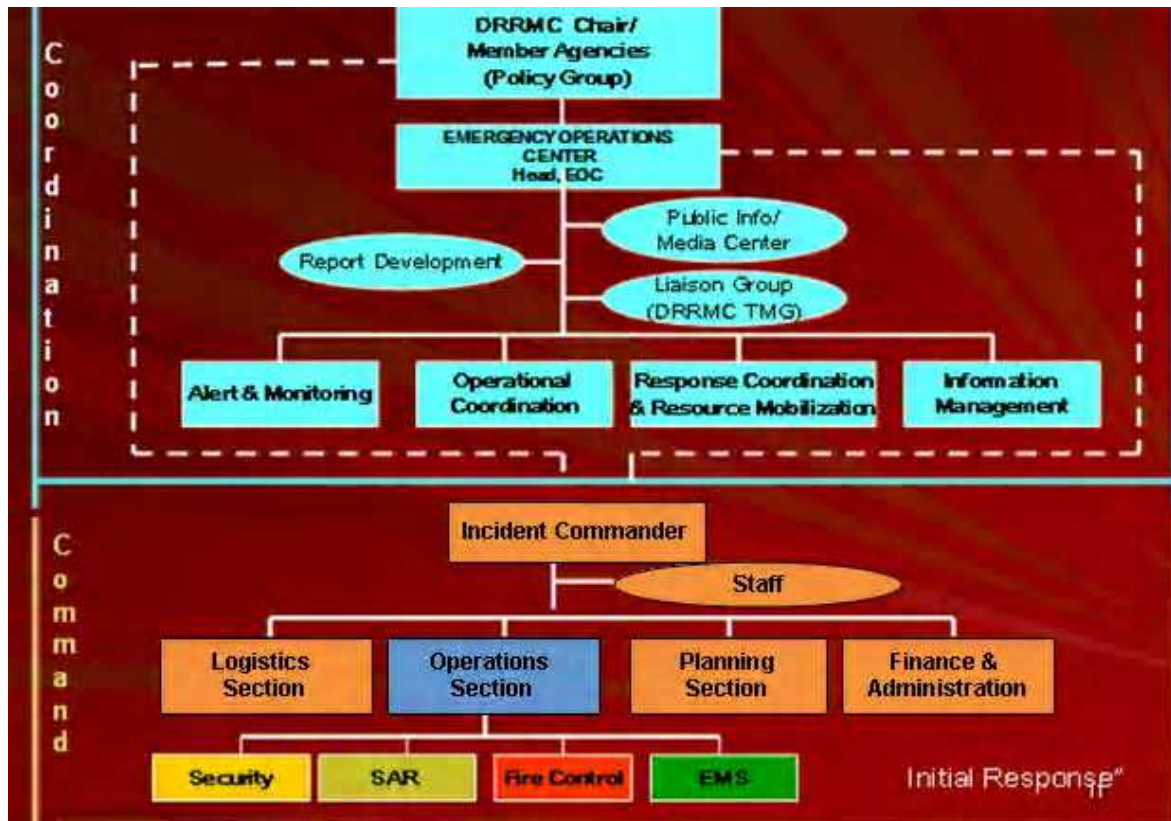
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ANNEX "A"

A TYPICAL INCIDENT COMMAND SYSTEM (ICS) ORGANIZATION



Annex "B"



DRRMC Emergency Operations Center (EOC) – ICS Organization Interoperability

The above chart describes the relationship between and among the DRRMC Chairperson as Responsible Official (RO), DRRMC Emergency Operations Center and the ICS organization at the scene level.

The DRRMC through its Chairperson and likewise the Responsible Official, provides the Incident Commander his policy directions and strategic objectives, the mission and authority to achieve the overall priorities of the on-scene disaster response operations, namely, life safety, incident stabilization and property/environmental conservation and protection.

The DRRMC OpCen, which is generally located away from the disaster site, supports the Incident Commander by making executive / policy decisions, coordinating interagency relations, mobilizing and tracking resources, collecting, analyzing and disseminating information and continuously providing alert advisories/bulletins and monitoring of the obtaining situation. The EOC does not command the on-scene level of the incident.

On the other hand, the Incident Commander manages the incident at the scene with the support of the relevant Command and General Staff depending on the complexity of the situation. The IC also keeps the Responsible Official / DRRMC Chairperson and the EOC of all important matters pertaining to the incident.