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Republika ng Pilipinas
Kagawaran ng Edukasyon
Tanggapan ng Pangalawang Kalihim

OUA MEMO 00-0821-0136
MEMORANDUM
17 August 2021

For: **Undersecretaries**
Assistant Secretaries
Bureau and Service Directors
Heads of Offices

Subject: **ADDENDUM TO OUA MEMO 00-0821-0048**
RE: ORIENTATION ON PUBLIC SERVICE CONTINUITY PLAN
(PSCP) AND FORMATION OF CORE CONTINUITY TEAM
(CCT)

Relative to the previously issued **OUA Memo-00-0821-0048** titled *Orientation on Public Service Continuity Plan (PSCP) and Formation of Continuity Planning Team* dated 07 August 2021 to be held via virtual teleconference on **18 August 2021 at 9:00 a.m.-11:00 am**, this memorandum provides additional information related to the PSCP.

The crafting of the PSCP is pursuant to the Presidential Directives issued during the 20th Cabinet Meeting held last 05 December 2017 and to the **NDRRMC Memorandum No. 33, s. 2018**, requiring all departments and member agencies of DRRM councils at all levels to formulate their respective PSCP. In compliance, the DepEd Task Force COVID-19 (DTFC) released **DTFC Memo No. 12** dated 17 March 2020 titled *DepEd Public Service Continuity Plan*, calling all offices to develop their respective continuity plans, which were consolidated by the Disaster Risk Reduction and Management Service (DRRMS).

In relation to the above-mentioned policies and initial efforts of the Department, the DRRMS calls for this PSCP orientation for designated representatives of all bureaus, services, and offices to discuss the **enhancement of the existing draft PSCPs through a writeshop set on the 4th week of August 2021**.

All designated planning representatives shall involve their respective Heads of Office for further inputs and guidance.



Office of the Undersecretary for Administration (OUA)

[Administrative Service (AS), Information and Communications Technology Service (ICTS), Disaster Risk Reduction and Management Service (DRRMS), Bureau of Learner Support Services (BLSS), Baguio Teachers Camp (BTC), Central Security & Safety Office (CSSO)]

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All Heads of Offices are requested to provide technical inputs and guidance to their designated planning representatives. The enhanced draft shall be routed to all offices for further review and inputs before endorsement and final approval of the Secretary. Please see the list of relevant annexes below for your reference.

The approved PSCP shall be submitted to the Office of Civil Defense (OCD) on or before 31 October 2021, as stated in the Civil Service Commission (CSC) Memorandum Circular No. 12, s. 2021.

For any queries or concerns on the aforementioned matter, please contact Mr. Aldwin B. Rimbao of the DRRMS through mobile number 0928-388-9101 (Viber) and email drmo@deped.gov.ph.

For information and appropriate action.



ALAIN DEL B. PASCUA
Undersecretary



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List of Annexes

Annex	Document Title
A	NDRRMC Memorandum No. 33, s. 2018
B	DTFC Memorandum No. 12, s. 2020
C	CSC Memorandum Circular No. 12 s. 2021
D	DepEd CO Draft PSCP with technical inputs from OCD and PDRF
E	PSCP Guidebook
F	List of DMG and PPMT representative



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

APR 10 2018

MEMORANDUM
No. 33, s 2018

TO : ALL GOVERNMENT MEMBER AGENCIES OF THE
DISASTER RISK REDUCTION MANAGEMENT (DRRM)
COUNCILS AT ALL LEVELS, ALL GOVERNMENT
DEPARTMENTS, OFFICES, BUREAUS, SERVICES,
UNITS AND INSTRUMENTALITIES

SUBJECT : Public Service Continuity Plan (PSCP) Template for
Government Agencies

When emergencies or disasters occur, the government is the main institution mandated to protect its jurisdiction. Conversely, this mandate also implies that the government must continue to exist and deliver its essential functions regardless of any disruption to normalcy that might occur. With that, the Public Service Continuity Plan (PSCP) was devised to ensure the government to continuously function during an emergency or disaster.

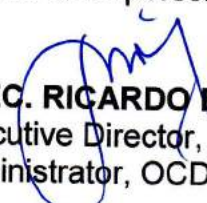
PSCP consists of the internal capacities, recovery requirements and strategies of an agency or institution. It aims to ensure the continuous delivery of quality public services during an emergency, disaster or any other disruption by performing the mission essential function of the organization.

Pursuant to the Office of the President of the Philippines Cabinet Action/ Decision File No. 381-120517-34 and the 4th Meeting of the Cabinet Cluster on Climate Change Adaptation, Mitigation and Disaster Risk Reduction, all government agencies should have their respective PSCP to guarantee the continuity of operations amidst disruptions.

In this regard, all government member agencies of the DRRM councils at all levels and other government departments, offices, bureaus, services, units and instrumentalities are hereby enjoined to develop your own PSCP. Attached is the recommended template for reference.

For information and guidance.

For the Chairperson, NDRRMC:


USEC. RICARDO B. JALAD
Executive Director, NDRRMC and
Administrator, OCD

AGENCY LOGO	Document No: *Align with existing document control procedures	Revision: 0
AGENCY NAME		Effectivity Date Month-Day-Year
PUBLIC SERVICE CONTINUITY PLAN		Page 1 of 6

1.0 Introduction – this indicates a brief explanation regarding the document and its use. This includes the context of the document with emphasis on the continuity of the service.

2.0 Purpose – this briefly explains the need/significance of the public service continuity plan.

Example 1:

This document provides operational actions that will be undertaken by the [agency] in response to various forms of disruptive incidents and to ensure continuity of operations through the restoration of mission essential functions.

3.0 Policy Statements – this describes the agency's overall policy towards service continuity. This should be anchored in the mandate, vision, mission and core values of the agency. This also includes confidentiality statement and relevant policies on risk management and security. Further, consideration on the following must be provided:

- Critical Services
- Organizational Resilience
- Prompt Recovery
- Welfare of our Employees
- Resources
- Stakeholders
- Confidentiality –Disclosure policy, Access / Security Clearance
- Gender-responsiveness

Example 1:

In line with (cite applicable national and local plans), the [agency] acknowledges the need to establish, implement and maintain appropriate procedures for managing the immediate consequences of disruptive incidents with due regard to the welfare of employees and guests, operational options for responding to incidents, prevention of further loss or unavailability of prioritized activities, and recovery and resumption of mission essential functions.

The [agency] commits to the attainment of the following public service continuity objectives:

- *To safeguard human life;*
- *To enable effective decision-making and communication during incidents;*

Prepared by:	Reviewed by:	Approved by:
NAME <i>Designation</i>	NAME <i>Designation</i>	NAME <i>Designation</i>

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AGENCY NAME		Effectivity Date Month-Day-Year
PUBLIC SERVICE CONTINUITY PLAN		Page 2 of 6

- To reduce dependency on a specific critical function-holder;
- To increase organizational credibility by ensuring quick recovery from disruption and immediate resumption of critical services to the public and other stakeholders; and
- To ensure continual improvement of the organization through public service continuity management.

Example 2:

We, the [agency], guided by our mandate, vision, mission and core values, commit to deliver mission essential functions even during disruptive circumstances.

We shall embrace and sustain an effective public service continuity management system to ensure organizational resilience, internally and externally.

We shall achieve prompt recovery of our services keeping in mind the welfare of our employees, protection of our resources and the needs of our stakeholders.

- 4.0 Scope** – this indicates where the public service continuity plan is applicable. It can refer to a single site or specific location of the agency. The scope will also explain any pertinent functions or locations which are not included in the plan.

EXAMPLE 1:

This public service continuity plan shall apply to the [agency name] and any person occupying their physical office at [indicate address], including contracted providers and guests.

- 5.0 Roles and Responsibilities** – this includes the team description, organization and responsibilities. Identification of primary and alternate representatives for the tasks assignments is also included in this section.

- 6.0 Definition of Terms** – this includes a glossary of all terms used in this public service continuity plan.

1. Alert – formal notification that an incident has occurred which might develop into a Business Continuity Management or Crisis Management invocation (BCI Glossary 2011)
2. Business Impact Analysis – the process of analyzing activities and the effect that a business disruption might have upon them (ISO 22300)
3. Call Tree – a structured cascade process that enables a list of persons, roles and/or organizations to be contacted as a part of information exchange or plan invocation procedure (BCI Glossary 2011)
4. Continual Improvement – recurring activity to enhance performance (ISO 22300)

AGENCY LOGO	Document No. *Align with existing document control procedures	Revision: 0
AGENCY NAME		Effectivity Date Month-Day-Year
PUBLIC SERVICE CONTINUITY PLAN		Page 3 of 6

5. Continuity of Operations – the capability to continue essential program functions and to preserve essential facilities, equipment, and records across a broad range of potential emergencies (Emergency Management Standard 2007)
 6. Crisis – an abnormal situation which threatens the operations, staff, customers or reputation of an enterprise (BCI Glossary 2011)
 7. Disruption – an event that interrupts normal business, functions, operations, or processes, whether anticipated (e.g., hurricane, political unrest) or unanticipated (e.g., a blackout, terror attack, technology failure, or earthquake) (BCI Glossary 2011)
 8. Exercise – process to train for, assess, practice, and improve performance in an organization
- NOTE 1: Exercises can be used for: validating policies, plans, procedures, training, equipment, and inter-organizational agreements; clarifying and training personnel in roles and responsibilities; improving inter-organizational coordination and communications; identifying gaps in resources; improving individual performance; and identifying opportunities for improvement, and controlled opportunity to practice improvisation.
- NOTE 2: A test is a unique and particular type of exercise, which incorporates an expectation of a pass or fail element within the goal or objectives of the exercise being planned. (ISO 22300)
9. Hot Site – a continuity facility that already has in place the computer, telecommunications, other information technology, environmental infrastructure, and personnel required to recover critical business functions of information systems (FEMA)
 10. Incident – an event that has the capacity to lead to loss of or a disruption to an organization's operations, services, or functions – which, if not managed, can escalate into an emergency, crisis, or disaster (BCI Glossary 2011)
 11. Incident Management Team – a group of individuals responsible for developing and implementing a comprehensive plan for responding to a disruptive incident (BCI Glossary 2011)
 12. Mission Essential Functions – the limited set or organization-level government functions that must be continued throughout, or resumed rapidly after, a disruption of normal activities (FEMA)
 13. Public Service Continuity – refers to business continuity for the public sector; refers to the capability of the organization to continue delivery of products or services at acceptable predefined levels following disruptive incident (ISO 22300)

AGENCY LOGO	Document No. *Align with existing document control procedures	Revision: 0
AGENCY NAME		Effectivity Date Month-Day-Year
PUBLIC SERVICE CONTINUITY PLAN		Page 4 of 6

14. Public Service Continuity Plan – refers to the business continuity plan for the public sector; refers to the documented procedures that guide organizations to respond, recover, resume, and restore to a pre-defined level of operation following disruption (ISO 22301)

15. Recovery – the implementation of prioritized actions required to return an organization's processes and support functions to operational stability following an interruption or disaster (FEMA)

16. Recovery Time Objectives – the period of time following an incident within which: a) product or service must be resumed; or b) activity must be resumed; or c) resources must be recovered

17. Testing – refers to the procedure for evaluation; a means of determining the presence, quality, or veracity of something (ISO 22300)

7.0 Assumptions – this defines the context upon which the plan is based or constrained. Consider availability of resources such as people, technology/equipment, facilities and supply chain.

Sample Assumptions

1. An Incident Command System within the organization has been established.
2. Alternate facilities are available for use after a disaster.
3. Main office will be either partially or completely damaged or inaccessible for a period of 30-60 days.
4. Critical resources (e.g., water, power) are available.

8.0 Mission Essential Functions and Recovery Time Objectives – this specifies critical functions (or mission essential functions of the agency) and their recovery time objectives. A more detailed discussion will be included in each unit's plan.

***Note: These will be determined through the Business Impact Analysis (BIA).**

9.0 Activation Criteria, Procedures and Authority – this outlines the criteria used to determine when the public service continuity plan will be activated. Specific procedures to be undertaken by the agency to meet the public service continuity objectives are also indicated.

Example 1

- Activation of Service Continuity Plan
- Declaration
- Succession Planning
- Damage Assessment

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PUBLIC SERVICE CONTINUITY PLAN		Page 5 of 6

Example 2

- Incident Command System
 - Activation of IMT
 - Composition of IMT and Alternate
 - Organizational Structure

10.0 Continuity Strategies – this explains and describes strategies to continue the prioritized activities of the agency's mission essential functions.

Sample Continuity Strategies:

- Manual workaround and internal arrangements
- Alternate sites
- Remote work
- Property Protection

***Note: Continuity strategies are dependent on the results of the Risk Assessment and Business Impact Analysis.**

11.0 Resource Requirements – this includes lists of materials, finances, equipment, human resources, augmentation or other form of resources (of the agency) required to implement continuity strategies.

- End-user requirements
- Vital Records
- Voice and data communications
- Key contacts/suppliers
- Storage requirements
- Equipment requirements
- Provision of procurement process (budgeting and acquisition) – internal arrangement
- Disaster Intelligence (disaster-related data) – sex and age disaggregation of data
- Provision of relief assistance to personnel

12.0 Communication Procedure – this outlines procedure for coordinating (internal and external) information flow. This section will also describe how to relay information to the public and other relevant stakeholders.

- Communication process flowchart
- Notification (Platforms/Hierarchy of Communication) e.g. social media – how to communicate with the public
- Call Tree Structure - confirmation of the safety of the employee; how the employee will reach the management and vice versa.
- Media Releases (if necessary)

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AGENCY NAME		Effectivity Date Month-Day-Year
PUBLIC SERVICE CONTINUITY PLAN		Page 6 of 6

13.0 Testing and Maintenance – this provides a general description of the testing or exercising program for the public service continuity plan. The types of exercises, drills and tests, together with the indicated frequency or schedule, are described in this section. Specific requirements for the tests and exercises are also listed.

- Frequency of Testing of Plans
- Exercise Methods
 - Table-top Exercise
 - Quarterly NSED (National Simultaneous Earthquake Drill)
- Relevant Authorities to conduct testing

14.0 References

- Related Laws
- Related Policies and Ordinances (if applicable)
- Related ISO standards (e.g., ISO 22301, ISO 9001)
- Indicate relevant National Plans
- Indicate relevant Local Plans

15.0 Appendices

- Forms
- Travel Directions and Maps
- Relevant Plans and Procedures (if necessary)
- Checklist (quick reference guide)
 - Where to gather
 - How to assess
 - What to decide
 - How to mobilize
 - How to communicate
 - How to recover

EXAMPLES:

- Hazard/s Plan
- Camp Defense Plan
- ICS Structure
- Evacuation Plan
- Other Relevant Attachments for the Public Service Continuity Plan



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DepEd Task Force COVID-19
MEMORANDUM No. 12
17 March 2020

For: **Execom and Mancom**
Heads of Offices and All Others Concerned

Subject: **DEPED PUBLIC SERVICE CONTINUITY PLAN**

All Members of Execom and Mancom, and Heads of Offices are hereby enjoined to prepare, draft and submit their respective **Public Service Continuity Plan (PSCP)**.

This follows the: (1) agreements during the 11 March 2020 Special Management Committee Meeting for the Coronavirus Disease 2019 (COVID-19); (2) DepEd Memorandum No. 043, s. 2020 which sets alternative work arrangements for DepEd in light of COVID-19; and (3) the Memorandum from the Executive Secretary dated 16 March 2020 declaring an enhanced community quarantine and stringent social distancing measures over the entire Luzon.

Submissions, following the attached guides and templates, shall be made to the Disaster Risk Reduction and Management Service (DRRMS) through the email **drmo@deped.gov.ph on or before 20 March 2020**.

Guided by the framework laid out in DepEd Memorandum No. 043, s. 2020, measures must be set in place to **ensure the continuity of DepEd essential services and priority programs, while observing the enhanced community quarantine and stringent social distancing measures** which set a work from home arrangement for the Executive branch, with the exception of health and essential frontline services.

A **PSCP lays out how offices can continuously deliver quality public service during any emergency or disruption by performing their mission essential functions**. As described by the National Disaster Risk Reduction and Management Council, a PSCP consists of the **internal capacities, recovery requirements, and strategies of an agency or institution to ensure the continuous performance of mandates**.



Office of the Undersecretary for Administration (OUA)

[Administrative Service (AS), Information and Communications Technology Service (ICTS), Disaster Risk Reduction and Management Service (DRRMS), Bureau of Learner Support Services (BLSS), Baguio Teachers' Camp (BTC), Central Security & Safety Office (CSSO)]

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The individual PSCPs of each office shall be consolidated by the DRRMS into a **DepEd PSCP** which shall be activated in times of disasters, emergencies, and disruptions, including those brought about by prevention, control, and response measures for COVID-19. The consolidated document will be shared to all for review and online discussions.

Thank you.




ALAIN DEL B. PASCUA

Under secretary
Chairperson, DepEd Task Force COVID-19

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MC No. 12, s. 2021

MEMORANDUM CIRCULAR

FOR: HEADS OF CONSTITUTIONAL BODIES; DEPARTMENTS, BUREAUS, AND AGENCIES OF THE NATIONAL GOVERNMENT; LOCAL GOVERNMENT UNITS; GOVERNMENT-OWNED OR CONTROLLED CORPORATIONS WITH ORIGINAL CHARTERS; AND STATE UNIVERSITIES AND COLLEGES

SUBJECT: Extension of Submission of the Public Service Continuity Plan (PSCP)

Relative to CSC MC No. 2, s. 2021 re Formulation of the Public Service Continuity Plan (PSCP), agencies that have yet to formulate their respective PSCPs may still submit their agency approved plans to the Office of Civil Defense (OCD) - Capacity Building & Training Service (CBTS) addressed to Usec. Ricardo B. Jalad (OCD, Administrator) through pscpc@ocd.gov.ph until **October 31, 2021**.

The PSCP is the all-hazard plan that aims to ensure continuous delivery of services to the public amidst any disruption. It works by highlighting internal capacities, recovery requirements and strategies to minimize damage and loss to essential processes, ensure succession of leadership, and improve continuity capabilities of all government entities.

Pursuant to the National Disaster Risk Reduction and Management Council (NDRRMC) Memorandum No. 33 s. 2018, all government member agencies of the DRRM councils at all levels and other government departments, offices, bureaus, services, units, and instrumentalities are enjoined to develop their own PSCP.

With the COVID19 pandemic, we aim to recover from the same by strengthening our country's resiliency. Thus, public sector organizations should plan and act by utilizing relevant mechanisms to address or reduce the impact of adverse effects to its service delivery and continue to perform their Mission Essential Functions (MEF).

For more information and clarification, the OCD Central and Regional Offices may be reached through the email addresses indicated in this link: <http://www.ocd.gov.ph/index.php/about-ocd/ocd-officials>. Also, the PSCP Guidebook can be downloaded through the DRRM Knowledge Center through this link: <https://drrmkc.ocd.gov.ph/>


ALICIA dela ROSA-BALA
Chairperson

27 July 2021

Bawat Kawani, Lingkod Bayani

DEPARTMENT OF EDUCATION (DEPED) PUBLIC SERVICE CONTINUITY PLAN

I. Introduction

The Philippines is highly vulnerable to natural and human-induced hazards. This includes hydrometeorological hazards such as tropical cyclones which bring flooding and landslides as secondary hazards; and geologic hazards such as earthquakes and volcanic eruptions. At the time of writing, April 2020, the Philippines continues to be affected by the Coronavirus Disease (COVID-19) which remains to be pandemic, and serves as an example of a biological hazard that has complex and wide-reaching impacts. In terms of human-induced hazards, the country has been threatened by armed conflict fueled by political and secessionist movements, violent extremism, culture and tradition-based conflict, and civilian violence continue to loom large.

Based on the Enhanced Basic Education Information System (EBEIS) of the Department of Education from school year 2009-2010 to school year 2017-2018, there were a significant number of schools that have experienced operational disruptions due to disasters- 43,810 schools (natural hazards) and 21,949 schools (human-induced hazards).

In line with the goal to strengthen the overall risk management strategy and maintain operational viability in the basic education sector, DepEd developed this Public Service Continuity Plan (PSCP). It ensures continuity of DepEd's operations and quick recovery of its mission essential functions during disruptive events such as disasters.

Unlike the contingency plan, which is a hazard-specific plan, the public service continuity plan is a more general document used to deal with the consequences of a wider range of non-specific interruptions². In terms of similarities, both plans are made prior to an emergency, disaster or any disrupting event and are being activated during the response phase and cover internal and external processes.

II. Objectives Purpose

By discussing the essential functions, recovery time objectives, and continuity strategies, which are synthesized from the submissions of DepEd Central, Regional, and Schools Division offices, the DepEd Public Service Continuity Plan provides the framework for ensuring that the Department continues to effectively deliver its essential functions in spite of disasters, emergencies, or crises.

² Business Continuity Institute

III. [INSERT POLICY STATEMENT]

IV Scope and Limitations

As a main basis, accomplished PSCP templates from Central, Regional, and Schools Division offices inform this plan. As the said responses were prepared primarily in response to the COVID-19 pandemic, the overall plan may not comprehensively cover all other hazards that may cause disruptions in service continuity.

The submissions of the following offices are considered in this consolidated plan:

- DepEd Central Office – 15/37 offices submitted
- Regional Office- 11/17 offices submitted
- Schools Division Offices - 183/223 offices submitted

(Please see Annex A - Summary of DepEd Central Office, Regional Offices and Schools Division Offices with PSCP Templates Submission)

V. Definition of Terms

Alternate Sites	These are locations, other than the primary facility, used to carry out essential functions by relocating staff following activation of the continuity plan
Contingency Plan	It is an event specific preparation that is executed to protect an organization from certain and specified identified risks and/or threats (Disaster Recovery Journal)
Continuity	The uninterrupted ability to provide services and support, while maintaining organizational viability, before, during and after an event (FEMA, 2013)
Continuity Event	An event that disrupts, or has the potential to disrupt the normal and regular performance of government operations (FEMA, 2013)
Continuous Availability	A system or application that supports operations which continue with little to no noticeable impact to the user. (Disaster Recovery Journal)
Continuous Operations	The ability of an organization to perform its processes without interruption (Disaster Recovery Journal)
Continuity Facilities	This refer to continuity and devolution sites where essential functions are continued or resumed during a continuity

	event
Continuity Plan	It is a more general document used to deal with the consequences of a wider range of non-specific interruptions (Business Continuity Institute). It is a plan that details how an individual organization will ensure it can continue to perform its essential functions during a wide range of emergencies (FEMA, 2013)
Continuity Strategies	These are strategic approaches by an organization to ensure its recovery and continuity in the face of a disaster or other major incidents or business interruptions
Delegation of Authority	This ensures the orderly and predefined transition of leadership responsibilities within an organization during a continuity activation and are closely tied to succession
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 (R.A10121)
Disaster Recovery	This process, policies and procedures related to preparing for recovery or continuation of technology infrastructure, systems and applications which are vital to an organization after a disaster or an outage.
Emergency	Unforeseen or sudden occurrence, especially danger, demanding immediate action (R.A 10121)
Essential Functions	These are the critical activities performed by organizations, especially after a disruption of normal activities
Exercise	It is defined as an instrument to train for, assess, practice and improve performance and capabilities in a controlled environment
Impact Analysis	This is the process of analyzing all operational activities and the effect that an operational impact might have upon them (BCI)
Incident	An event that might be, or could lead to, a business disruption, loss, emergency or crisis (ISO 22300)
Infrastructure Risk	This is the potential for losses due to failures of basic services, organizational structure and facilities

Mission Essential Functions	These are agency-level government functions that must be continued throughout, or resumed rapidly after, a disruption of normal activities
Operational Risk	This summarizes the risks an agency undertakes when it attempts to operate within a given field or industry
Order of Succession	It is a formal, sequential listing of organization positions (instead of specific name of individuals) that identify who is authorized to assume a particular leadership or management role under specific circumstances
Public Service Continuity	This is defined as the capability of a public sector organization to continue the delivery of services at acceptable predefined levels following a disruptive incident
Recovery Time Objective	This is the period of time within which systems, applications or functions must be recovered after an outage
Regulatory Risk	This is the risk that a change in laws and regulations will materially impact a security, business, sector or market
Reputational Risk	It is a threat or danger to the good name or standing of an organization or entity
Skeletal Workforce	It is a minimum number of employees needed to report to office to continue the critical services and perform essential functions of an organization
Work from Home Arrangement	It is a work flexibility arrangement under which the employees, perform the duties and responsibilities of their position, and other authorized activities, from home

VI.

[INSERT ROLES & RESPONSIBILITIES]

VII. Assumptions

DRAFT

VIII. Mission Essential Functions

A. RISK ANALYSIS ASSESSMENT

This **DepEd-wide Public Service Continuity Plan (PSCP)** encompasses all hazards. Identifying the hazards faced by the organization will put them in a good position. This will enable the organization to prevent, prepare for or treat possible risks. For hazard identification, the Department of Education's Central Office offices should identify as many hazards as possible that can affect the organization's operations, facilities, workers and other assets.

In risk analysis, the need to determine consequences of identified hazard and the potential risk to the organization based on the impact areas namely: *People, Facilities, Process, Public, ICT and Supply Chain* is necessary for the needed interventions. This is to reduce the impact of the possible risks to different areas in the department.

This table shows the consolidated and top results of risk analysis conducted by DepEd Central Office, Regional Offices and Schools Division Offices given the identified risks and impact areas.

IMPACT AREAS AND STATEMENT		RISK ANALYSIS			RISK EVALUATION AND CONTROL		
IMPACT AREAS	IMPACT STATEMENT	LIKELIHOOD	IMPACT	RISK SCORE	CURRENT CONTROLS	EFFECTIVENESS	RISK MITIGATING MEASURES

People	DepEd employees cannot report to office due to exposure to risks affecting office normal operations	5	5	25	<ul style="list-style-type: none"> • Implement skeletal workforce • Work from home arrangement 	5	<ul style="list-style-type: none"> • Implement DepEd Response and Service Continuity Plans • Utilize the on-line webinar for workshops and trainings
Facilities	Facilities are unsafe to use due damages incurred from hazards which limit office operations	5	5	25	<ul style="list-style-type: none"> • Conduct disinfection of DepEd offices • Retrofit DepEd offices as necessary • Designate alternate Emergency Operation Center and assisting regions and divisions 	3	<ul style="list-style-type: none"> • Continue the on-line receiving and releasing of document • Continue the videoconferencing for office and staff meetings

Process	The signing authorities are not in the office due to work from home arrangement which delays the processes of urgent documents	5	5	25	Create on-line receiving and releasing of documents for fast communication and coordination	4	<ul style="list-style-type: none"> • Collaborate with education cluster and other partners for resource mobilization • Undertake emergency procurement to fast track the procurement • Establish DepEd's Emergency Operation Center (EOC)
Public	Disruption of education services due to class and work suspension	5	5	25	Create DepEd Commons for DepEd teaching personnel and learners, an on-line platform to ensure access to learning materials	5	<ul style="list-style-type: none"> • Preposition the temporary learning spaces (TLS), learners'

							kits and teachers' kits to ensure learning continuity
ICT	Delay in communication, coordination and processing of relevant documents due to unavailability of ICT facilities and equipment	5	5	25	Utilize video conferencing via teams, google meet and zoom for meetings and conferences	4	
Supply Chain	Limited supplies and suppliers of emergency and hygiene supplies and other office supplies and equipment	5	5	25	<ul style="list-style-type: none"> Facilitate emergency procurement of necessary supplies and equipment Preposition supplies and equipment for 	3	Facilitate early procurement of necessary supplies and equipment

					emergency purposes		
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B. ESTABLISHING MISSION ESSENTIAL FUNCTIONS

The **Essential Functions** are the critical activities performed by organizations, especially after a disruption of normal activities. The goal of continuity of operations is the continuation of essential functions.

In the Department of Education (DepEd), determining the essential functions is important in ensuring that vital education services are being delivered in times of emergencies or disasters which are known as **mission essential functions**. These are department-level government functions that must be continued throughout, or resumed rapidly after, a disruption of normal activities.

The following are the DepEd's mission essential functions as identified by different DepEd Central Office (CO), Regional Offices (ROs) and Schools Division Offices (SDOs) offices:

MISSION ESSENTIAL FUNCTIONS (MEFs)			
KEY AREAS	CENTRAL OFFICE	REGIONS	DIVISIONS

Plans and Policy	Issue policies, standards and protocols to regions and divisions	Contextualize and localize policies, standards and protocols issued by DepEd CO	Contextualize and localize policies, standards and protocols issued by DepEd CO and RO
	Activate DepEd response, contingency and service continuity plans	Activate DepEd response, contingency and service continuity plans	Activate DepEd response, contingency and service continuity plans
MISSION ESSENTIAL FUNCTIONS (MEFs)			
KEY AREAS	CENTRAL OFFICE	REGIONS	DIVISIONS
Plans and Policy		Disseminate directives issued by DepEd CO	Disseminate directives issued by DepEd CO and RO
Organizational Structure	Create DepEd Task Force		

	Activate DepEd Quick Response and Recovery Team (QRRT)	Activate DepEd DRRM Team	Activate DepEd DRRM Team
Budget	Early release of salaries for DepEd personnel (ROs, SDOs and Schools) for the month of March and April	Early release of salaries for DepEd personnel (SDOs and Schools) for the month of March and April	Early release of salaries for DepEd personnel (Schools) for the month of March and April
IEC and Advocacy-related	Disseminate IEC and advocacy materials on child's rights, gender-based issues, and specialized materials for SPED, IPED, PWD, elderly and pregnant/lactating women	Disseminate IEC and advocacy materials on child's rights, gender-based issues, and specialized materials for SPED, IPED, PWD, elderly and pregnant/lactating women	Disseminate IEC and advocacy materials on child's rights, gender-based issues, and specialized materials for SPED, IPED, PWD, elderly and pregnant/lactating women
MISSION ESSENTIAL FUNCTIONS (MEFs)			
KEY AREAS	CENTRAL OFFICE	REGIONS	DIVISIONS

Data Management	Provide situation reports to regions and divisions and NDRRMC	Provide timely and appropriate responses to general queries and concerns	Provide timely and appropriate responses to general queries and concerns
		Disseminate information	Disseminate information
	Manage planning, data and research	Manage planning, data and research	Manage planning, data and research
Information, Communication and Coordination	Coordinate with IATF, NDRRMC, Education Cluster Partners and affected regions and divisions	Coordinate with Regional-line agencies (RLAs) and affected divisions	Coordinate with Local Government Units (LGUs) and affected schools

Education Continuity	Process request for immediate support and assistance to DepEd personnel and learners e.g TLS, clean up funds, learners' kits, teachers' kits and emergency school feeding	Facilitate the downloaded funds for immediate support and assistance to DepEd personnel and learners e.g TLS, clean up funds, learners' kits, teachers' kits and emergency school feeding	Facilitate the provision of immediate support and assistance to DepEd personnel and learners e.g TLS, clean up funds, learners' kits, teachers' kits and emergency school feeding
MISSION ESSENTIAL FUNCTIONS (MEFs)			
KEY AREAS	CENTRAL OFFICE	REGIONS	DIVISIONS
Education Continuity	Ensure the deployment of alternative delivery mode	Monitor alternative delivery mode	Implement alternative delivery mode

	Plan for strategic direction towards alternative education futures to ensure education continuity	Contextualize and localize the available platform for learning continuity	Implement the available platform for learning continuity
	Ensure the delivery of learning resources	Provide support in the delivery of learning resources	Manage learning resources
	Provide Psychological First Aid (PFA) and other MHPSS interventions to ensure the mental and physical well-being of DepEd personnel (RO, SDO and Schools) and learners	Provide Psychological First Aid (PFA) and other MHPSS interventions to ensure the mental and physical well-being of DepEd personnel (RO, SDO and Schools) and learners	Provide Psychological First Aid (PFA) and other MHPSS interventions to ensure the mental and physical well-being of DepEd personnel (RO, SDO and Schools) and learners

MISSION ESSENTIAL FUNCTIONS (MEFs)

KEY AREAS	CENTRAL OFFICE	REGIONS	DIVISIONS
Monitoring	Monitor the impacts of disaster/crisis/emergency on DepEd offices and schools, including DepEd personnel and learners and monitoring of schools used for disaster response (e.g quarantine area, evacuation area)	Monitor the impacts of disaster/crisis/emergency on DepEd offices and schools, including DepEd personnel and learners and monitoring of schools used for disaster response (e.g quarantine area, evacuation area)	Monitor the impacts of disaster/crisis/emergency on DepEd offices and schools, including DepEd personnel and learners and monitoring of schools used for disaster response (e.g quarantine area, evacuation area)
		Manage the planning, coordination, monitoring and evaluation of program and project implementation including information generation	Manage the planning, coordination, monitoring and evaluation of program and project implementation including information generation

Partnership	Activate and convene the education cluster and other partners	Mobilize partnership and linkages through coordination with regional line agencies (RLAs)	Coordinate with stakeholders including LGUs and School Heads to mobilize resources
	Mobilize resources from education partners		
MISSION ESSENTIAL FUNCTIONS (MEFs)			
KEY AREAS	CENTRAL OFFICE	REGIONS	DIVISIONS
Others		Provide technical assistance to divisions	Provide technical assistance to schools
		Manage quality assurance	Manage and implement health programs
		Review contracts on urgent matters	Supervise implementation of operations

C. DETERMINING MISSION ESSENTIAL FUNCTIONS, RECOVERY TIME OBJECTIVES AND CONTINUITY STRATEGIES OF DEPED CENTRAL OFFICE, REGIONAL OFFICES AND SCHOOLS DIVISIONS OFFICES

Identifying the mission essential functions including the recovery time objectives and continuity strategies will enable the organization to recover from disasters rapidly. The **Recovery Time Objective (RTO)** is the period of time within which systems, applications or functions must be recovered after an outage. On the other hand, the **Continuity Strategies** are the interventions or mechanisms either in place or yet to be achieved in order to avoid disruption of education services in times of emergencies and disasters.

This table shows the functions identified by the DepEd Central Office, Regional Offices and Schools Divisions Offices which need to be continued in times of disasters and emergencies. This also presents the required recovery time objectives and continuity strategies set by the various offices which need to be achieved.

Office	MISSION ESSENTIAL FUNCTIONS	RECOVERY TIME OBJECTIVES	CONTINUITY STRATEGIES
Central Office	Plans and Policy-related: <ul style="list-style-type: none"> ● Issue policies, standards and protocols to regions and divisions 	Tier 2 12-24 hours	1. Transfer people/work to a surviving site; 2. Work from home arrangement;

	<p>Organizational Structure-related:</p> <ul style="list-style-type: none"> ● Create DepEd Task Force ● Activate DepEd Quick Response and Recovery Team (QRRT) 	<p>Tier 2 12-24 hours</p>	<p>3. Implement skeletal workforce; 4. Activate DepEd NEOC; 5. Ensure clear lines of succession;</p>
	<p>Budget-related:</p> <ul style="list-style-type: none"> ● Provide immediate support and assistance to regions and divisions ● Early release of salaries for DepEd personnel (ROs, SDOs and Schools) for the month of March and April 	<p>Tier 3 24-48 hours</p>	<p>6. Coordinate with concerned agencies; 7. ICT-enabled offices and schools</p>
	<p>IEC and Advocacy-related:</p> <ul style="list-style-type: none"> ● Develop IEC and advocacy materials which caters child's rights, gender-based, SPED, IPED, PWD, elderly and pregnant/lactating woman 	<p>Tier 4 48-72 hours</p>	

KEY AREAS	MISSION ESSENTIAL FUNCTIONS	RECOVERY TIME OBJECTIVES	CONTINUITY STRATEGIES
Central Office	Data Management: <ul style="list-style-type: none"> ● Provide situation reports to regions and divisions and NDRRMC ● Manage planning and data 	Tier 1 0-12 hours	
	Information, Communication and Coordination-related: <ul style="list-style-type: none"> ● Coordinate with IATF, NDRRMC, Education Cluster Partners and affected regions and divisions 	Tier 1 0-12 hours	
	Education Continuity-related: <ul style="list-style-type: none"> ● Process request for immediate support and assistance to DepEd personnel and learners e.g TLS, clean up funds, learners' kits, teachers' kits and emergency school feeding ● Ensure the deployment of alternative delivery mode 		

	<ul style="list-style-type: none"> • Plan for strategic direction towards alternative education futures to ensure education continuity • Ensure the delivery of learning resources • Provide Psychological First Aid and other MHPSS interventions to ensure the mental and physical well-being of DepEd personnel (RO, SDO and Schools) and learners 	<p>Tier 5</p> <p>72 hours and beyond</p>	
KEY AREAS	MISSION ESSENTIAL FUNCTIONS	RECOVERY TIME OBJECTIVES	CONTINUITY STRATEGIES
Central Office	<p>Monitoring-related:</p> <ul style="list-style-type: none"> • Monitor the impacts of disaster/crisis/emergency on DepEd offices and schools, including DepEd personnel and learners and schools used for disaster response (e.g as quarantine area, evacuation area) 	<p>Tier 1</p> <p>0-12 hours</p>	
	<p>Partnership-related:</p> <ul style="list-style-type: none"> • Convene the education cluster and other partners • Mobilize resources from education partners 	<p>Tier 5</p> <p>72 hours and beyond</p>	

Regional Office	Plans and policy-related: <ul style="list-style-type: none"> Contextualize and localize policies, standards and protocols issued by DepEd CO Disseminate directives issued by DepEd CO 	Tier 2 12-24 hours	1. Transfer people/work to a surviving site; 2. Work from home arrangement; 3. Implement skeletal workforce; 4. Activate DepEd NEOC;
	Organizational structure-related: <ul style="list-style-type: none"> Activate DepEd Disaster Risk Reduction and Management (DRRM) Team 	Tier 2 12-24 hours	5. Ensure clear lines of succession;
OFFICE	MISSION ESSENTIAL FUNCTIONS	RECOVERY TIME OBJECTIVES	CONTINUITY STRATEGIES
Regional Office	Budget-related: <ul style="list-style-type: none"> Early release of salaries for DepEd personnel (SDOs and Schools) for the month of March and April 	Tier 3 24-48 hours	6. Coordinate with concerned agencies; 7. ICT-enabled offices and schools

	<p>IEC and Advocacy-related:</p> <ul style="list-style-type: none"> Disseminate IEC and advocacy materials which caters child's rights, gender-based, SPED, IPED, PWD, elderly and pregnant/lactating woman 	<p>Tier 4 48-72 hours</p>	
	<p>Data Management-related:</p> <ul style="list-style-type: none"> Provide timely and appropriate responses to general queries and concerns Disseminate information Manage planning, data and research 	<p>Tier 1 72 hours and beyond</p>	
	<p>Information, Communication and Coordination-related:</p> <ul style="list-style-type: none"> Coordinate with Regional-line agencies (RLAs) and affected divisions 	<p>Tier 1 0-12 hours</p>	

OFFICE	MISSION ESSENTIAL FUNCTIONS	RECOVERY TIME OBJECTIVES	CONTINUITY STRATEGIES
Regional Office	<p>Education Continuity-related:</p> <ul style="list-style-type: none"> ● Facilitate the downloaded funds for immediate support and assistance to DepEd personnel and learners e.g TLS, clean up funds, learners' kits, teachers' kits and emergency school feeding ● Monitor alternative delivery mode ● Contextualize and localize the K-12 aligned alternative education futures ● Provide support in the delivery of learning resources ● Provide Psychological First Aid (PFA) and other MHPSS interventions to ensure the mental and physical well-being of DepEd personnel (RO, SDO and Schools) and learners 	<p>Tier 5</p> <p>72 hours and beyond</p>	

	<p>Monitoring-related:</p> <ul style="list-style-type: none"> • Manage the planning, coordination, monitoring and evaluation of program and project implementation including information generation • Monitor the impacts of disaster/crisis/emergency on DepEd offices and schools, including personnel and learners 	<p>Tier 1 0-12 hours</p>	
OFFICE	MISSION ESSENTIAL FUNCTIONS	RECOVERY TIME OBJECTIVES	CONTINUITY STRATEGIES
Regional Office	<p>Partnership-related:</p> <ul style="list-style-type: none"> • Mobilize partnership and linkages through coordination with regional line agencies (RLAs) 	<p>Tier 2 12-48 hours</p>	

	<p>Others:</p> <ul style="list-style-type: none"> ● Provide technical assistance to divisions ● Manage quality assurance ● Review contracts on urgent matters 	<p>Tier 5</p> <p>72 hours and beyond</p>	
<p>Schools Division Office</p>	<p>Plans and policy-related:</p> <ul style="list-style-type: none"> ● Contextualize and localize policies, standards and protocols issued by DepEd CO and RO <p>Disseminate directives issued by DepEd CO and RO</p>	<p>Tier 2</p> <p>12-24 hours</p>	<p>1. Transfer people/work to a surviving site;</p> <p>2. Work from home arrangement;</p> <p>3. Implement skeletal workforce;</p>
<p>OFFICE</p>	<p>MISSION ESSENTIAL FUNCTIONS</p>	<p>RECOVERY TIME OBJECTIVES</p>	<p>CONTINUITY STRATEGIES</p>

Schools Division Office	Organizational structure-related <ul style="list-style-type: none"> • Activate DepEd DRRM Team 	Tier 2 12-24 hours	4. Activate DepEd NEOC; 5. Ensure clear lines of succession; 6. Coordinate with concerned agencies; 7. ICT-enabled offices and schools
	Budget-related: <ul style="list-style-type: none"> • Early release of salaries for DepEd personnel (Schools) for the month of March and April 	Tier 3 24-48 hours	
	IEC and Advocacy-related: Disseminate IEC and advocacy materials which caters child's rights, gender-based, SPED, IPED, PWD, elderly and pregnant/lactating woman	Tier 4 48-72 hours	
	Data management-related: <ul style="list-style-type: none"> • Provide timely and appropriate responses to general queries and concerns • Disseminate information <p>Manage planning, data and research</p>	Tier 1 0-12 hours	

OFFICE	MISSION ESSENTIAL FUNCTIONS	RECOVERY TIME OBJECTIVES	CONTINUITY STRATEGIES
Schools Division Office	<p>Information, Communication and Coordination:</p> <ul style="list-style-type: none"> • Coordinate with Local Government Units (LGUs) and affected schools 	<p>Tier 1 0-12 hours</p>	
	<p>Education Continuity-related:</p> <ul style="list-style-type: none"> • Facilitate the downloaded funds for immediate support and assistance to DepEd personnel and learners e.g TLS, clean up funds, learners' kits, teachers' kits and emergency school feeding • Implement alternative delivery mode • Implement the K-12 aligned alternative education futures • Manage learning resources 	<p>Tier 5</p>	

	Provide Psychological First Aid (PFA) and other MHPSS interventions to ensure the mental and physical well-being of DepEd personnel (RO, SDO and Schools) and learners	72 hours and beyond	
OFFICE	MISSION ESSENTIAL FUNCTIONS	RECOVERY TIME OBJECTIVES	CONTINUITY STRATEGIES
Schools Division Office	<p>Monitoring-related:</p> <ul style="list-style-type: none"> • Manage the planning, coordination, monitoring and evaluation of program and project implementation including information generation <p>Monitor the impacts of disaster/crisis/emergency on DepEd offices and schools, including personnel and learners</p>	<p>Tier 1</p> <p>0-12 hours</p>	

	<p>Partnership-related:</p> <ul style="list-style-type: none"> • Coordinate with stakeholders including LGUs and School Heads to mobilize resources 	<p>Tier 5 72 hours and beyond</p>	
	<p>Others:</p> <ul style="list-style-type: none"> • Provide technical assistance to schools • Manage and implement health programs <p>Supervise implementation of operations</p>	<p>Tier 5 72 hours and beyond</p>	

9. Activation, Criteria, Procedures and Authorities

10. Continuity Strategies

11. Resource Requirements

12. Communication Procedures

13. Testing & Maintenance

14. References

15. Appendices

16. Approval and Monitoring

VII. Annexes

- A. Summary of DepEd Central Office, Regional Offices, Schools Division Offices with PSCP Templates Submission
- B. Consolidated DepEd Central Office PSCP Outputs
- C. Consolidated DepEd Regional and Division Offices Outputs

FURTHER COMMENTS:

INCLUDE MISSING SECTIONS OF PSCP:

1. Introduction
2. Purpose
3. Policy Statement
4. Scope

5. Definition of Terms
6. Roles & Responsibilities: CCT
7. Assumptions
8. Mission Essential Functions
9. Activation, Criteria, Procedures and Authorities
10. Continuity Strategies
11. Resource Requirements
12. Communication Procedures
13. Testing & Maintenance
14. References: Risk Assessment and Impact Analysis
15. Appendices: IMPACT ANALYSIS, EXERCISE & TESTING PLAN
16. Approval and Monitoring

SCOPE

CCT

MEF

FORMS

SECTION OF PSCP

REGIONS / SCHOOL DIVISION:

RISK ASSESSMENT

CCT:

DRAFT: COMMENT

Public Service Continuity Planning Guidebook



EDITION NOTICE

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**Office of Civil Defense-National Disaster Risk Reduction
and Management Council**

NDRRMC Building, Camp General Emilio Aguinaldo, Quezon City

Public Service Continuity Planning Guidebook



MESSAGE

Department of National Defense

The prime duty of the government is to serve and protect its people. The mandate also implies that the government must never falter to deliver these essential functions.

This Public Service Continuity Plan (PSCP) developed by the DRRM members will ensure that these mandate and functions are accomplished.

The PSCP Guidebook strengthens the advocacy of the government to develop Public Service Continuity (PSC) champions who will ensure continuous delivery of services to the public. The continuity strategies, provision of operational examples, and citation of case studies and good practices that were carefully researched and developed would immensely help all government entities to understand the great benefits and to put into practice public service continuity concepts in their own organizations.

This Guidebook is a work-in-progress. Thus, we continue to welcome inputs, innovations, assistance, partnership and augmentation to help make it more responsive and effective. To all public sectors, DRRM advocates, and PSC champion, this guidebook is our symbol of commitment in ensuring continuity and efficiency in the delivery of public services in the country. Together we must make this Guidebook not only a reference material but a rallying call to strengthen our country against disasters and calamities.



DELFIN N. LORENZANA

Secretary, Department of National Defense
Chairperson, NDRRMC



MESSAGE

Department of Science and Technology

In our current setting, many of us are experiencing events that challenge our organization's mettle and resilience. We are faced with numerous potential risk factors that can cause significant setbacks to our daily operations, and being able to anticipate these risks is key to mitigating them. Therefore, having a plan in place is imperative in coping and recovering when we get saddled with disruptions that impede service delivery to our valued stakeholders.

No one wants to get caught unaware. Hence, the Office of Civil Defense (OCD), together with the Philippine Disaster Resilience Foundation (PDRF) and other National Disaster Risk Reduction Management Council (NDRRMC) member agencies, has come up with a powerful DRRM tool that reinforces preparedness and mitigation within the organization: the Public Service Continuity Plan (PSCP). The PSCP aids government agencies to think of the necessary strategies and resources that ensure the uninterrupted ability of their organization to provide services and support to the public. As Vice-Chair of the NDRRMC, the Department of Science and Technology (DOST) strongly supported the development of this PSCP Guidebook, by involving DOST scientists and experts who willingly devoted time and resources to create a comprehensive document that assists government agencies in crafting their own PSCPs.

Ensuring service continuity requires many sharing perspectives from various departments and offices. It is commendable that this Guidebook is able to provide clear and methodical instruction for government agencies to understand the principles and standards of public service continuity management, thereby strengthening their institution's DRRM strategies and enabling efficient service continuity.

The DOST firmly supports this initiative of the OCD, and congratulates the women and men who have worked tirelessly to make this PSCP Guidebook a reality.



FORTUNATO T. DE LA PEÑA

Secretary, Department of Science and Technology
Vice Chairperson, Disaster Prevention & Mitigation



MESSAGE

Department of the Interior and Local Government

Warmest congratulations to the Office of Civil Defense, the National Disaster Risk Reduction and Management Council, and the Philippine Disaster Resilience Foundation on the successful publication of the Public Service Continuity Plan.

This landmark guidebook provides a handy reference on continuity management, outlining essential mission functions and recovery strategies that will help ensure the continuous delivery of quality public services during an emergency or a disaster.

This comprehensive guide centers on recovery and crisis management strategies that will ensure continuity of operations, and efficient and effective basic service delivery before, during and after emergency situations. This Plan will aid public sector organizations and institutions, and the local governments in the preparation of their own public service continuity plans.

Being the Vice-Chair for Disaster Preparedness, the Department of the Interior and Local Government has always been a staunch advocate of both good governance and disaster resiliency with an end in view to establish safe and disaster-resilient communities nationwide.

As such, we commit to continue scaling up our local disaster risk reduction and management measures as we press towards maintaining and improving the quality of public service even in the midst of unforeseen circumstances.

Again, congratulations. *Mabuhay kayo!*



EDUARDO M. AÑO

Secretary, Department of the Interior and
Local Government
Vice Chairperson, Disaster Preparedness



MESSAGE

Department of Social Welfare and Development

The Department of Social Welfare and Development (DSWD), as the vice chair of the Disaster Response Pillar of the National Disaster Risk Reduction and Management Council (NDRRMC), provides leadership in disaster preparedness for response and actual response operations through the continuous provision of vital administrative, technical, and resource support services to concerned local government units.

The crafting of this Public Service Continuity Planning (PSCP) Guidebook, establishes the stability of operations for Disaster Risk Reduction and Management (DRRM) activities. It also provides principles and standards of public service continuity management that are essential to achieve a well-coordinated, efficient, and harmonious delivery of quality public service during an emergency or a disaster.

Through this guidebook, DSWD and other agencies involved in DRRM will be able to ensure the synchronization of response efforts and the uninterrupted delivery of protective services to safeguard our citizens from the adverse effects of disasters and calamities.

As such, I extend my congratulations to the Office of Civil Defense (OCD), member-agencies of the NDRRMC, the Philippine Disaster Resilience Foundation (PDRF), and all of the great minds who worked hard to finalize the PSCP.

Rest assured that DSWD will relentlessly continue to collaborate and contribute to the government's efforts to protect the lives of the Filipino people. By working together, I believe that we can overcome all the dangers brought by future disasters and calamities.

Ipagpatuloy natin ang pamamahagi ng maagap at mapagkalingang serbisyo sa ating mamamayan.



ROLANDO JOSELITO D. BAUTISTA

Secretary, Department of Social Welfare and Development
Vice Chairperson, Disaster Response



MESSAGE

National Economic and Development Authority

The National Economic and Development Authority (NEDA) commends the Office of Civil Defense and all the members of the NDRRMC, together with the Philippine Disaster Resilience Foundation, for developing the Public Service Continuity Planning (PSCP) Guidebook. This document will help government institutions establish systems and procedures for ensuring continuous operations and delivery of vital public services in times of disasters and emergencies.

Our experience with the Covid-19 pandemic has highlighted the need for the government to further build its capacity in providing uninterrupted front line services, identifying and prioritizing interventions to quickly respond to urgent needs, managing crisis situations, and mitigating their impact.

Our timely adjustment of development plans, policies, and procedures also plays a key role in helping government deliver services efficiently, keeping the economy afloat while helping the neediest, and meeting the country's development targets. For its part, NEDA has revised the Philippine Development Plan 2017-2022 midterm update to focus on attaining a healthy and resilient Philippines.

NEDA is also in the process of updating our own public service continuity plan and we encourage all our partner agencies, including local government units, to do the same. We likewise enjoin the private sector to prepare their business continuity plans to help withstand the impact of current and future crises.

We laud the efforts that went into developing this Guidebook and look forward to its wide dissemination and systematic use to ensure a more resilient Philippines.



KARL KENDRICK T. CHUA
Acting Secretary, National Economic and Development Authority
Vice Chairperson, Disaster Rehabilitation & Recovery



MESSAGE

Philippine Disaster Resilience Foundation

PDRF was born out of the need for a more organized private sector engagement in disaster recovery and rehabilitation following Typhoon Ketsana (Tropical Storm Ondoy). Ten years later, our organization has grown and our vision has widened. We have seen how communities and businesses can be stronger not only through recovery and rehabilitation, but also through preparedness and mitigation. In our view, disaster resilience can only be brought to reality by working hand-in-hand with every sector, including and especially the public sector.

As the backbone of effective governance and a functioning society, the public sector plays a vital role in ensuring the safety and security of the country and its people before, during, and after disasters. In many ways, the private sector also relies on the government and its various agencies and institutions to help cultivate a healthy economy and enrich lives. That is why continuity of public service is highly essential when the country is faced with crises.

To help ensure that this sector is prepared for disasters, PDRF builds the capacity of government agencies across all regions in the Philippines through public service continuity planning training and technical assistance in establishing public service continuity programs. Together with the Office of Civil Defense, PDRF developed the Public Service Continuity Planning guidebook to provide a blueprint for public servants and to take efforts in building the disaster resilience of the public sector a step further.

Our greatest hope is that this joint effort will lead toward the empowerment not just of the present generation of public servants, but also of all the generations to come.


RENE "BUTCH" S. MEILY

President
Philippine Disaster Resilience Foundation
Private Sector Lead Partner for the PSC Program



MESSAGE

Philippine Disaster Resilience Foundation

While it takes a village to raise a child, it took a whole community of advocates to give birth to the idea of doing business continuity for the government. Never in the business continuity profession have I seen such conviction in upholding the commitment to serve than by emphasizing “public service” in service continuity. This gives a whole different meaning to continuity management in the sense that you do not just look at it as another management systems standard to be certified against to, but rather a sense of responsibility to ensure that even during our most dreaded worst-case scenarios, we do whatever it takes to ensure that we provide critical services needed by those we promised to serve.

Thus, this also entails a different level of commitment. That by binding our actions to our recovery time objectives, we make sure that our respective organizations will do whatever it takes to survive. And survive we must, especially during this pandemic which proves to be the most disruptive continuity event that we have experienced thus far. To the public service continuity champions we have met along this journey, we sincerely thank you for believing that this program will be of great use to your organization, to the government and to the country as a whole. May this guidebook be another valuable addition to your “DRRM toolbox” and may this provide you with the practical wisdom we all need to live up to the challenge of being the “designated survivors” of this country.

Thank you for the opportunity to work with you and best of luck to our continuity champions!



FLORIAN RHIZA R. NERY
Business Continuity Program Manager
Philippine Disaster Resilience Foundation
Private Sector Lead Partner for the PSC Program



ACKNOWLEDGEMENT

The publication of the Public Service Continuity Planning (PSCP) Guidebook is another milestone achieved towards our country's journey to resilience.

The crafting of this PSCP Guidebook strengthens the advocacy of government to hone Public Service Continuity champions who will ensure continuous delivery of services to the public amidst any disruptive event. It also reaffirmed the scaling up of initiatives on other DRRM mechanisms and tools, clarifying the purposes and application of each in the incident timeline.

The National Disaster Risk Reduction and Management Council (NDRRMC) is grateful to many people and organizations for their valuable contributions in pushing for public service continuity planning as a policy priority. Their dedication has led to the development of this PSCP Guidebook.

The NDRRMC would like to extend its gratitude in particular to the Philippine Disaster Resilience Foundation (PDRF) for their unwavering support to the Council's programs and plans, and for sharing their knowledge and expertise on business continuity planning which helped paved the way for the creation of the Public Service Continuity Program with the Office of Civil Defense. From the very beginning, PDRF has been a crucial partner of the OCD-CBTS in the development and implementation of capacity-building activities on Public Service Continuity Planning in the country and PDRF will continue to be an active partner of the Council in further promoting this program. Our sincere gratitude to the PDRF team members who have provided support to the development of this guidebook

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Ms. Florian Rhiza R. Nery
Ms. Abigail C. Guiang

Dir. Veronica T. Gabaldon
Mr. Anthony Ross Zuñiga
Ms. Germaine Faye M. Ramirez

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Philippine Institute of Volcanology and Seismology
Philippine Atmospheric, Geophysical and Astronomical Services Administration
National Security Council
Climate Change Commission
Department of the Interior and Local Government

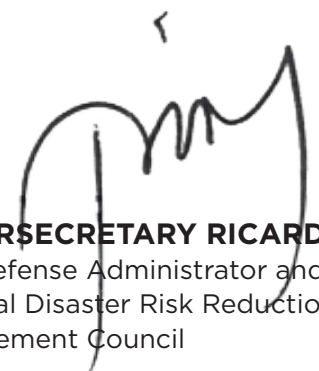
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Likewise, sincere gratitude is given to the OCD-Capacity Building & Training Service (CBTS) for being the service to spearhead the public service continuity program and paving the way in finalizing the guidebook. Special mention to:

Dir. Susana G. Juangco	Mr. Joe-Mar S. Perez
Ms. Maria Teresa J. Galang	Ms. Hannah Grace A. Escamilla

It is our wish that this significant document, born from the various write-shops, brainstorming sessions and meetings between the agencies mentioned, will serve as a testament to the genius that is our cooperation. May our partnership grow strong and hold true as we continue our mission to build national resilience.


UNDERSECRETARY RICARDO B. JALAD
Civil Defense Administrator and Executive Director,
National Disaster Risk Reduction and
Management Council





ACRONYMS

AADMER	ASEAN Agreement on Disaster Management and Emergency	IT DR	Information Technology Disaster Recovery
AAIIB	Aircraft Accident Investigation and Inquiry Board	IT	Information Technology
ADPC	Asian Disaster Preparedness Center Affairs	LCEs	Local Chief Executives
AJDRP	ASEAN Joint Disaster Response Plan	LRTA	Line Rail Transit Authority
APAD	Asia Pacific Alliance for Disaster Management Philippines	MEFs	Mission Essential Functions
APSEMO	Albay Public Safety and Emergency Management Office	MIAA	Manila International Airport Authorities
ARDEX	ASEAN Regional Disaster Emergency Response Simulation Exercises	MIAA	Manila International Airport Authority
ASEAN	Association of South East Asian Nations	NAIA	Ninoy Aquino International Airport
BCDA	Bases Conversion Development Authority	NAIA	Ninoy Aquino International Airport
BCM ToT	Business Continuity Management Training of Trainers	NDRRMC	National Disaster Risk Reduction and Management Council
BCM	Business Continuity Management	NEDA	National Economic Development Authority
BCP	Business Continuity Plan	NEF	National Essential Functions
BFP	Bureau of Fire Protection	NGAC	National Government Administrative Center
BPO	Business Process Outsourcing	NGAs	National Government Agencies
CAAP	Civil Aviation Authority of the Philippines	NOTAM	Notice of Airmen
CCT	Continuity Core Team	NSED	Nationwide Simultaneous Earthquake Drill
COG	Continuity of government	OCD	Office of Civil Defence
COO/COOP	Continuity of operations	PCCI	Philippine Chamber of Commerce and Industry
DCG	Disaster Control Group	PCNA	Post-Conflict Needs Assessment
DELSA	Disaster Logistics System for ASEAN	PDRF	Philippine Disaster Resilience Foundation
DILG	Department of Interior and Local Government	PMEFs	Primary Mission Essential Functions
DILG-LGA	Department of Interior and Local Government-Local Government Academy	PMO-ERG	Project Management Office for the Earthquake Resiliency of the Greater Metro Manila Area
DMRS	Disaster Monitoring and Response System (DMRS)	PSCP	Public Service Continuity Planning
DOH	Department of Health	RCG	Resilience Core Group
DOST	Department of Science and Technology	RTO	Response
DRR	Disaster Risk Reduction	SDG	Recovery Time Objective
DRRM	Disaster Risk Reduction and Management	SFDRR	Sustainable Development Goals
DSWD	Department of Social Welfare and Development	SGLG	Sendai Framework for Disaster Risk Reduction
DTI	Department of Trade and Industry	SOP	Seal of Good Local Governance
ECOP	Employers Confederation of the Philippines	TTX	Standard Operating Procedures
EOC	Emergency Operation Centers	UNDRR	Tabletop Exercise
ESA	Essential Supporting Activity	UN-OCHA	UN Office for DRR
FE	Function Exercise		United Nations Office for the Coordination of Humanitarian
FSE	Full-scale Exercise		
FSIC	Flight Safety Investigation Committee		
GMMA	Greater Metro Manila Area		
HFA	Hyogo Framework of Actions		
ICAO	International Civil Aviation Organization		
ICAO	International Civil Aviation Organization		

TABLE OF CONTENTS



Messages
Acknowledgement
Acronyms
Table of Contents

CHAPTER ONE: Overview on PSCP

- 01 Introduction
- 02 Legal Bases or Institutional Requirements
- 03 Evolution or Development of Continuity Planning
- 04 What is PSCP?
- 05 Distinguishing the Public Service Continuity Plan
- 06 Why do we need PSCP?

CHAPTER TWO: Formulation of the PSCP

- 01 Introduction
- 02 Purpose
- 03 Continuity Policy Statement
- 04 Scope
- 05 Roles and Responsibilities
- 06 Definition of Terms
- 07 Assumptions
- 08 Mission Essential Functions and Recovery Time Objectives
- 09 Activation Criteria, Procedures and Authority
- 10 Continuity Strategies
- 11 Resource Requirements
- 12 Communication Procedure
- 13 Testing and Maintenance of the PSCP
- 14 References
- 15 Appendices
- 16 Approval and Monitoring

CHAPTER THREE: Forms and Templates

- 01 Continuity Statements
- 02 Risk Assessment for Continuity of Operations
- 03 Mission Essential Function
- 04 Impact Analysis
- 05 Continuity Strategies
- 06 Exercise and Testing

CHAPTER FOUR: Frequently Asked Questions (FAQs)

- 01 PSCP vs CP
- 02 Plan Implementation
- 03 Scope
- 04 Continuity Core Team
- 05 Continuity Strategies
- 06 Template
- 07 Plan Development
- 08 Redundancy of Plans
- 09 Succession Planning
- 10 Program Implementation
- 11 Legal
- 12 Continuity Facilities
- 13 Funds
- 14 Monitoring and Evaluation

Review, Amendment and Feedback on the Guidebook
References



PHOTO: Teaching demonstration of a PSCP participant during the second batch of the Training of Trainers.

CHAPTER 1: Purpose of the Guidebook

The Public Service Continuity Planning (PSCP) Guidebook serves as a standard reference document that will guide members of the Continuity Core Team and other key representatives of public sector organizations in preparing their own public service continuity plans. This plan will help ensure their uninterrupted ability to provide services and support, while maintaining organizational viability before, during, and after an event (FEMA, 2013).

The guide focuses on a “step-by-step” development of essential sections of a complete Public Service Continuity Plan (PSCP), based on the template recommended through NDRRMC Memorandum Circular No. 33, s. 2018. The contents of the PSCP Guidebook are consistent with the existing policies and guidelines of the NDRRMC as a council, with due respect to the organizational requirements of the council’s individual member agencies and other relevant institutions.

This guidebook is the expounded form of the PSCP Template standardized through the NDRRMC Memorandum No. 33, s. 2018. As such, the PSCP Guidebook hopes to contribute to a better understanding of the principles and standards of public service continuity management by being able to identify mission essential functions and establish continuity or recovery strategies, thus ensuring the continuous delivery of quality public services during an emergency or a disaster.

It is also recommended that users of the guidebook be oriented on how to apply the public service continuity planning process so that they can maximize the benefits for their organization’s risk management planning.

I. Introduction

The Philippines is regarded as one of the world's most hazard-prone countries, with a high incidence of poverty. In the 2018 World Risk Index Report by the United Nations University - Institute for Environment and Human Security, the Philippines ranked 3rd country, behind Vanuatu (1st) and Tonga (2nd) that is at risk among the 172 countries surveyed.¹

The country is situated along the “Pacific Ring of Fire” and in the Typhoon Belt, making it prone to natural hazards such as tropical cyclones, earthquakes, volcanic eruptions and tsunamis. It also has high susceptibility to seasonal storm surges, flash floods, and landslides. The Philippines experiences an average of 20 tropical cyclones every year, five of which are destructive. Human-induced hazards, including terrorism, civil disturbances, and bombing incidents, also threaten the lives and security of communities and government functions. The impacts of climate change, now dubbed a climate crisis, are being felt in the unpredictable changes in rainfall, increasing temperature, and the threat of sea level rise for much of the country's coastal locations.

In the last 30 years, the Philippines has experienced major disaster events as well as several localized disasters that have incurred significant economic, physical, and institutional losses, derailing development in some of the poorest provinces in the country. These events include both natural and human-induced hazards: Luzon earthquake in 1990, Mt. Pinatubo eruption in 1991, Bohol earthquake in 2013, Typhoon Yolanda/Haiyan in 2013, Zamboanga siege in 2013, and Marawi siege in 2017. All these events have tested the readiness and response capacity of the government. In addition, the increasing threats of data breaches and cyberattacks in the country are a risk for government and business. These disasters are costing billions in economic losses, with years of reinvesting into reconstruction and recovery: they disrupt not only business operations and value chains, but also hinder public service delivery to those that need them the most.

Recognizing the need for coordinated actions on disaster risk reduction and the whole-of-society investments on resilience, Republic Act No. 10121 or the Philippine Disaster Risk Reduction and Management Act of 2010 was enacted on 27 May 2010. The passage of the law was a multi-stakeholder effort, in line with the Philippines' commitment to the Hyogo Framework of Actions (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters, signaling a shift from disaster response and response preparedness to one that focuses on reducing vulnerabilities and managing disaster risks. Prior to RA 10121, national and local government actions tended to concentrate more on disaster response.

The Office of Civil Defense (OCD), through the NDRRMC, leads the direction, planning, and implementation of programs and plans for DRRM. The Secretary of the Department of Defense sits as co-chair of the NDRRMC with the following agencies as co-leads: Department of Social Welfare and Development (DSWD) for disaster response, Department of Interior and Local Government (DILG) for disaster preparedness, and National Economic Development Authority (NEDA) for disaster recovery and rehabilitation. Republic Act 10121 (RA 10121) paved the way for the institutionalization of Disaster Risk Reduction and Management (DRRM),² which is multi-sectoral, collaborative and multi-hazard in approach. The same law was accompanied by two policy documents to enable its implementation, namely the National DRRM Framework (NDRRMF) and the National DRRM Plan (NDRRMP). RA 10121 highlights the need for all sectors of society, including affected communities, to have a voice in risk governance at all levels. It also sought to strengthen national and local capacities for prevention, mitigation, preparedness, response, and recovery.

¹ <https://reliefweb.int/sites/reliefweb.int/files/resources/WorldRiskReport-2018.pdf>

² Disaster risk management is the “systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster” (UNISDR, 2009). UNISDR is now called UN Office for DRR(UNDRR).

After Hyogo Framework for Action (HFA), the Sendai Framework of Action for Disaster Risk Reduction (SFDRR) 2015-2030 was adopted at the Third World Conference on DRR in Sendai, Japan, in March 2015. The expected outcome of the Sendai Framework is: “The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.” It applies to the risks of small-scale and large-scale, frequent and infrequent, sudden and slow-onset disasters, caused by natural or manmade hazards as well as related environmental, technological and biological hazards and risks, using a multi-hazard management of risks and development (UNDRR).³

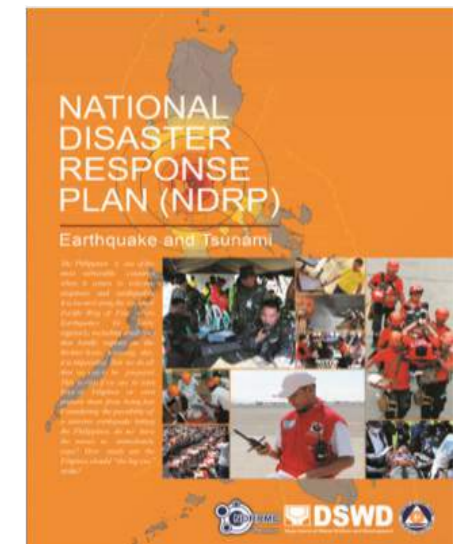
Sendai Framework: Seven Global Targets (2015-2030)

- a) Reduce global disaster mortality by 2030, aiming to lower average per 100,000 global mortality rates in the decade 2020-2030 compared to the period 2005-2015.
- (b) Substantially reduce the number of affected people globally by 2030, aiming to lower average global figure per 100,000 in the decade 2020 -2030.
- (c) Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030.
- (d) Reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030.
- (e) Increase the number of countries with national and local disaster risk reduction strategies by 2020.
- (f) Enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of this Framework by 2030.

The Sendai Framework is complemented by other post-2015 global agenda: The Sustainable Development Goals (SDGs) and the Paris Agreement for climate change.

Together with the NDRRMP, the NDRRMC has also prepared key government plans for DRRM, including the National Disaster Response Plans for Earthquake and Tsunami, Terrorism-related Incidents and Hydro-Meteorological Hazards, and the Harmonized Contingency Plan for the 7.2 magnitude earthquake.

As the national government takes on a greater role amidst complex crises and more localized disasters, it must continue to exist and deliver essential functions during periods of disruption. It must be able to create effective plans and build the capacity of its agencies and stakeholders.



³ https://www.preventionweb.net/files/44983_sendaimframeworkchart.pdf

Aside from global and national frameworks, several innovations and good practices on disaster recovery and continuity planning are being introduced.

- One example is the development of the National Government Administrative Center (NGAC), a 200-hectare development that is part of the New Clark Green City. The NGAC is patterned after Malaysia's government capital Putrajaya, and will be the "integrated disaster recovery centre"⁴ of the country. The 9,450-hectare New Clark City, owned and managed by the Bases Conversion Development Authority (BCDA) in Tarlac Province is envisioned to be a competitive, smart, green, and most importantly, disaster-resilient city, with one-third of the total land area devoted to green spaces and forest reserves. The area is bounded by the Sierra Madre and Zambales mountain ranges which serve as natural protection from typhoons, and it has been assessed to be less prone to flooding and earthquake.⁵

- According to BCDA, Phase 1 of the NGAC will "involve the development of back-up offices of various agencies to ensure continuous business operations and services for the people in case of disaster or national calamities. There will be a one-stop-shop for all the business located in Region 3..Once completed in 2019, the project's Phase1B will commence the construction of additional government office buildings, government housing units, and support service facilities on a 20-hectare land. Aside from this, small-scale retail and services facilities including banks, health centers, and hotels will be put up in adjacent zones."⁶ The Supreme Court of the Philippines and the Bangko Sentral ng Pilipinas security plant will be both relocated to the new building complex. Furthermore, they will be connected to major access roads and transport lines, making ease of transport and evacuation easier in case of an emergency.

- Among humanitarian agencies, the United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA) has developed a pre-crisis information mapping and community consultation system for large typhoons. This stresses on the importance of operational accountability in preparedness and how community participation can be established and sustained during critical response to early recovery. For public service continuity, the methods used in the pre-crisis mapping is complementary because it identifies what available communication and engagement platforms can be used by at-risk communities and responders. The result can aid timely response and provision of appropriate aid.⁷ As will be discussed in formulation of the Public Service Continuity Plan, communications and technology and human resources, including communities, government and non-government sectors, are the key elements of a continuity strategy.



- (f) To train the existing workforce and voluntary workers in disaster response and strengthen technical and logistical capacities to ensure better response in emergencies.
- (g) To ensure the continuity of operations and planning, including social and economic recovery, and the provision of basic services in the post-disaster phase.
- (h) To promote regular disaster preparedness, response and recovery exercises, including evacuation drills, training and the establishment of area-based support systems, with a view to ensuring rapid and effective response to disasters and related displacement.

PHOTO: Participants discussing the Roles and Responsibilities of the Continuity Core Team for PSC Planning.

II. LEGAL & POLICY BASES OF PUBLIC SERVICE CONTINUITY PLANNING

At the international level, the conduct of Service Continuity Planning is our commitment to the Sendai Framework for Disaster Risk Reduction (SFDRR) 2015-2030. Specifically, in Paragraph 33, Priority 4 of the Framework, it states that:

"...It is important to ensure the continuity of operations and planning, including social and economic recovery, and the provision of basic services in the post-disaster phase..."

4 <https://www.straitstimes.com/asia/se-asia/manila-builds-s315-bil-administrative-centre-as-back-up-city>

5 https://en.wikipedia.org/wiki/New_Clark_City

6 <https://bcda.gov.ph/p1316-b-national-government-administrative-center-breaks-ground-new-clark-city-facilities-be-0>

7 https://reliefweb.int/sites/reliefweb.int/files/resources/precrisis_report_large-scale_typhoon_june2019.pdf

Regional level. The Association of Southeast Asian Nations (ASEAN) Disaster Recovery Reference Guide also acknowledges the importance of Business Continuity Management (BCM) in the public sector, especially for catastrophic events referred to as “continuity of operations” (COO/ COOP) or “continuity of government” (COG). It further highlights the objectives of developing COO:

- a) Ensure the safety of employees;
- b) Ensure the continuous performance of agency’s essential functions during an emergency;
- c) Protect essential equipment, records, and other assets;
- d) Reduce disruptions to operations;
- e) Minimize damage and losses;
- f) Achieve an orderly recovery from emergency operations; and
- g) Identify relocation sites and ensure operational and managerial requirements are met before an emergency occurs.

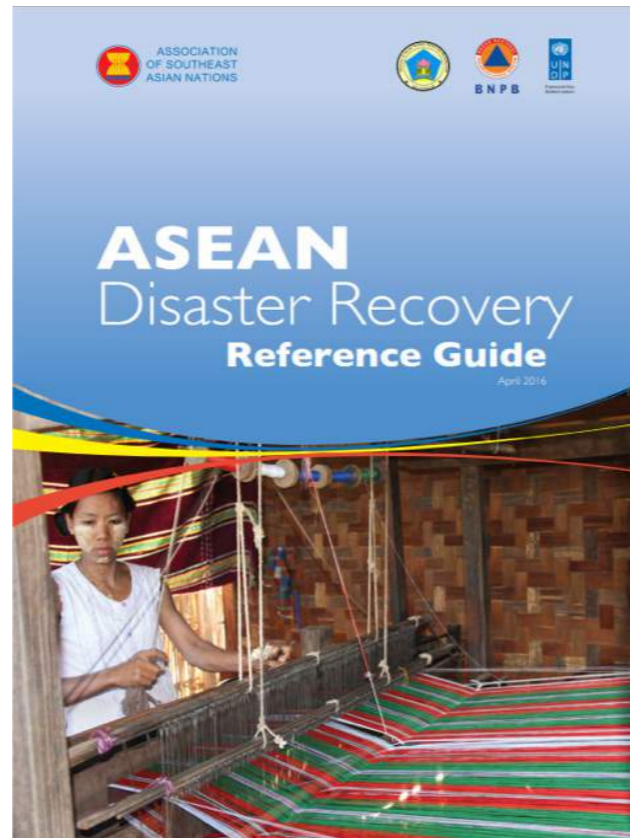


PHOTO: Coverpage of the ASEAN Disaster Recovery Reference Guide of April 2016

ASEAN Agreement on Disaster Management and Emergency Response (AADMER)

The AADMER is the agreement between Southeast Asian Member States on a common framework for disaster risk management. The objective of the agreement is to “provide mechanisms to achieve substantial reduction in the lives and in the social, economic and environmental assets of the Parties, and to jointly respond to disaster emergencies through national concerted effort and intensified regional and international cooperation...”⁹⁸ Under Articles 8 and 9 on the Agreement, Parties shall develop strategies and contingency/response plans to reduce losses from disaster, including enhancing national capacities and preparing Standard Operating Procedures (SOP) for regional standby agreements (disaster management expertise and technologies; military and civilian assets; emergency stockpiles; and emergency response and search and rescue directory).

The objectives in developing a COO plan are:⁹⁷

- **Ensure** the safety of employees;
- **Ensure** the continuous performance of agency’s essential functions during an emergency;
- **Protect** essential equipment, records, and other assets;
- **Reduce** disruptions to operations;
- **Minimize** damage and losses;
- **Achieve** an orderly recovery from emergency operations; and
- **Identify** relocation sites and ensure operational and managerial requirements are met before an emergency occurs.

All agencies managing government finances should have a BCM or COO strategy in place because (amongst other reasons) the interruption of these operations could seriously undermine the financing of a national recovery effort. Guidance and formats for BCM and COO plans are available from various sources.⁹⁸

PHOTO: Screenshot of the ASEAN Disaster Recovery Reference Guide emphasizing the objectives in developing the Continuity of Operations (COO) plan.

AADMER’s 2016-2020 Work Programme aims to strengthen disaster preparedness and response capacities through the adoption of an ASEAN framework for humanitarian response. Under its Priority Programme 5: Response as One, the ASEAN endeavors to deliver through the One ASEAN One Response Strategy – the success of which depends on the “speed, volume, and coordination that ASEAN Member States provide to the affected communities.” Achievements in this work programme include the strengthening of the institutional structures such as the AHA Centre and the ASEAN Committee for Disaster Management; the enabling of systems and pooling of resources such as the Standard Operating Procedures for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP), the regional Disaster Monitoring and Response System (DMRS), the Disaster Logistics System for ASEAN (DELSA), Web Emergency Operations Centre (Web EOC); and the AADMER Fund; and the points of coordination with other ASEAN institutions and partners, the ASEAN Regional Disaster Emergency Response Simulation Exercises (ARDEX); and the ASEAN Joint Disaster Response Plan (AJDRP), to name a few. Progress has been noted in the quality of these response mechanisms in the likes of Typhoon Bopha in 2012 and Typhoon Haiyan in 2013. The deployment of the Emergency Response and Assessment team took place within 24 hours upon acceptance of offer of assistance by the affected member states, and reports were submitted to the AHA centre (ibid). Through its Work Programme, the ASEAN continually evaluates its value and impact to the humanitarian space:⁹

“The challenge therefore for ASEAN disaster management bodies is to identify priorities where it will result in the most significant impact in the humanitarian arena. ASEAN’s strength could be in the area of emergency logistics, rehabilitation of critical infrastructures, provision of temporary shelter facilities, and preparedness for early recovery.”

The Philippines as an ASEAN Member State could further contribute to these priorities through its push for public service continuity planning.

Philippine Government Efforts. At the national level, several inter-agency meetings had been conducted to discuss the creation of continuity plans for government agencies. The Office of the President released the Cabinet Action/ Decision File No. 381-120517-34 entitled: “Formulation of Service Continuity Plans per Department or Agency” in December 2017.



PHOTO: Group photo of the DILG Central Office representatives with the PSCP Subject Matter Experts (seated) during the Training-Workshop on PSCP for DILG.

8 Article 2. Object. AADMER. <https://ahacentre.org/wp-content/uploads/2017/05/AADMER.pdf>

9 See Priority Programme 5 discussions. <https://www.asean.org/wp-content/uploads/2016/02/AADMER-Work-Programme-2016-2020-v1.6.pdf>

The directive was issued in connection with the government's effort to enhance the disaster resilience of the Greater Metro Manila Area (GMA). The President agreed with the recommendation that all departments and agencies should formulate their respective public service continuity plans and have the **budget to establish back-up data centers.**

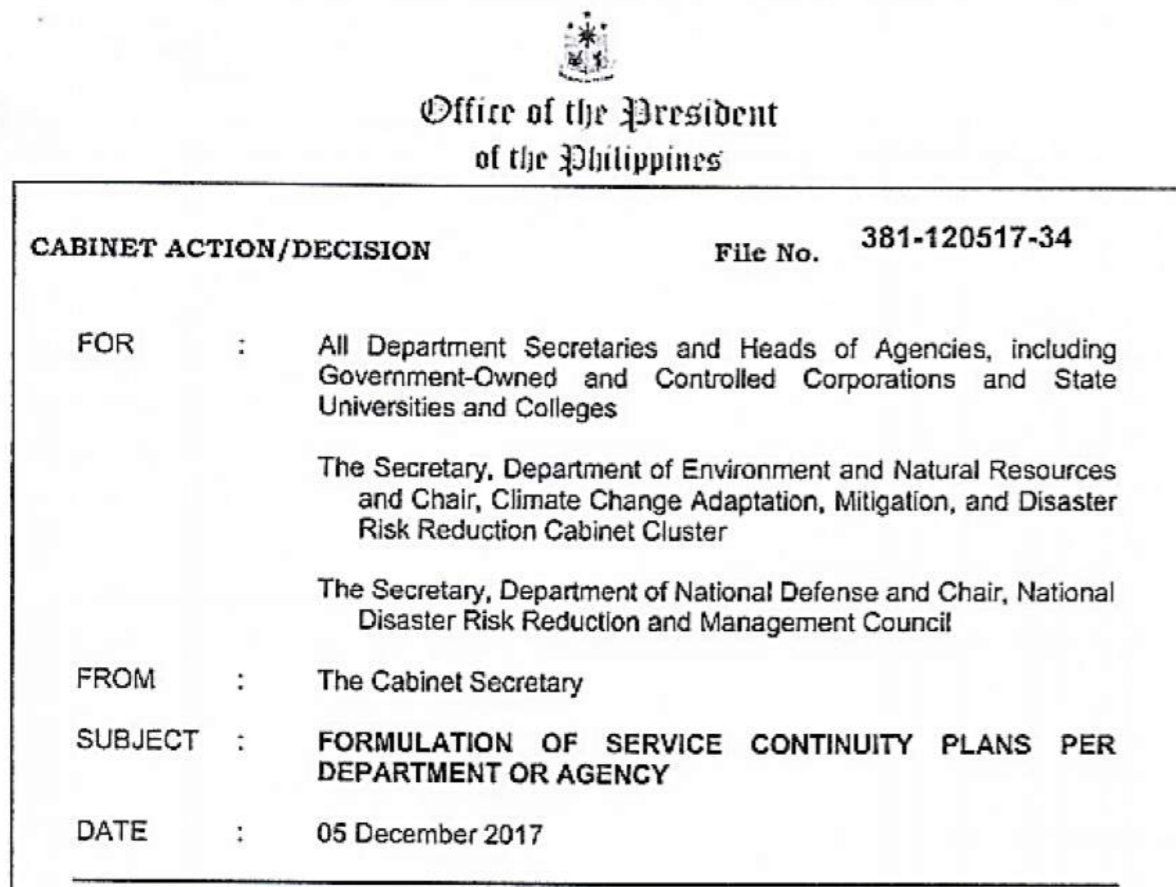


PHOTO: Portion of the Office of the President directive for all government entities on the formulation of Public Service Continuity Plan on December 2017.

As RA 10121 requires a whole-of-government approach in DRRM, government agencies are enjoined to mainstream DRRM measures and budget in their various initiatives and programs towards the provision of public goods as per their respective mandates.

This mandate also implies that the government must continue to exist and deliver its essential functions regardless of any disaster that might occur. Hence, a DRRM mechanism known as the Public Service Continuity Plan (PSCP) was developed by the NDRRMC in partnership with the Philippine Disaster Resilience Foundation (PDRF), a major network of private sector actors working on disaster risk reduction and management initiatives.

Recognizing further the need to develop a comprehensive and inclusive Public Service Continuity Plans, NDRRMC Memorandum No. 33 s. 2018 was also issued in April 2018, enjoining all government agencies of the DRRM Councils at all levels to formulate their respective Public Service Continuity Plans.

The NDRRMC Memorandum was supported by Executive Order No. 52 dated 08 May 2018 regarding the creation of the Program Management Office for the Earthquake Resiliency of the Greater Metro Manila Area (PMO-ERG). The EO highlighted the function of the PMO-ERG to formulate and operationalize the GMA Resiliency Plan, which includes the overall government service continuity plan.



PHOTO: PSCP participants portrays the importance of having the plan be approved by Head of Agency.

The NDRRMC Memorandum was supported by Executive Order No. 52 dated 08 May 2018 regarding the creation of the Program Management Office for the Earthquake Resiliency of the Greater Metro Manila Area (PMO-ERG). The EO highlighted the function of the PMO-ERG to formulate and operationalize the GMA Resiliency Plan, which includes the overall government service continuity plan.

At the 38th Cabinet Meeting held last 10 June 2019, the Cabinet approved the directive for all agencies to craft and submit their public service continuity plans and to establish public service continuity sites in pre-identified areas in Luzon, Visayas and Mindanao.



APR 10 2018

**MEMORANDUM
No. 33, s 2018**

TO : ALL GOVERNMENT MEMBER AGENCIES OF THE DISASTER RISK REDUCTION MANAGEMENT (DRRM) COUNCILS AT ALL LEVELS, ALL GOVERNMENT DEPARTMENTS, OFFICES, BUREAUS, SERVICES, UNITS AND INSTRUMENTALITIES

SUBJECT : Public Service Continuity Plan (PSCP) Template for Government Agencies

PHOTO: Portion of the pioneer NDRRMC Memorandum for the development of the PSCP using the proposed template of the council.

To further cascade the development of the plan at all government levels, continuous conduct of the training course on PSCP, orientations and workshops were provided and implemented from the National Government Agencies (NGA) primarily the DRRM Council members, their regional counterparts down to some local government units since last quarter of 2018 up to present.

However, the Coronavirus Disease 2019 (COVID-19) situation was observed to be rapidly producing challenges in Public Service Continuity initiatives because of the implementation of physical distancing (e.g. no classroom-based capacity building) measures, challenges to reporting physically to the office due to limitation of transportation and population displacements relative to work-home location variation (e.g. targeted participants for plan development workshops). This continuing event called for the release of the NDRRMC Memorandum No. 57 s. 2020 in June reminding all DRRM stakeholder to remain steadfast in addressing and preparing for the other hazards and possible worst-case disaster scenarios that may occur amidst the ongoing public health emergency due to COVID-19. The memorandum contains guidelines on how the stakeholders should update and what components to incorporate in their PSCPs and the Contingency Plans.



PHOTO: The NDRRMC Memorandum No. 57, dated 15 June 2020, on the updating of the PSCPs and CPs due to the ongoing Public Health Emergencies.

The advocacy propagation for PSCP development was further established when the Inter-Agency Task Force - National Task Force (IATF-NTF) created Task Group (TG) Recovery to ensure people-centered, clean, technology-enabled and responsive governance in addressing COVID-19 and restarting social and economic activities. This TG Recovery comprised of three sub-Task Groups (sTG) which includes the sTG on Governance where the Office of Civil Defense (OCD) together with the Civil Service Commission (CSC) co-leads the sub-Task Group (sTU) on Public Service Continuity as the 2nd Focus Area (FA2) to ensure continuity and efficiency in the Delivery of Public Services.



PHOTO: The three (3) main focus areas of the Results Matrix and Implementation Plan presented by the subtask Group on Governance as part of the Recharge PH Program.



PHOTO: Regional participants presenting to the PSCP SME their proposed output in a section of the PSC plan.

III. DEVELOPMENT OF PUBLIC SERVICE CONTINUITY PLANNING IN THE PHILIPPINES

Efforts to initiate the development of continuity plans for government agencies originated from a common understanding on the need for the government to enhance current disaster preparedness measures to ensure that vital services provided to the public can be immediately restored following a disruptive event. Although some national government agencies (NGAs) may have initiated BCP planning, such as the Department of Health (DOH) and Department of Science and Technology (DOST), public service continuity remains to be a relatively new field. The practice is seeing an increasing support for adoption based on recent policy developments.

An initiative that was aimed to introduce the concept of business continuity outside the corporate sector is the iPrepare Business project. This was implemented by the Asian Disaster Preparedness Center (ADPC), in partnership with the Department of Trade and Industry in 2016. Project components include:

An initiative that was aimed to introduce the concept of business continuity outside the corporate sector is the iPrepare Business project. This was implemented by the Asian Disaster Preparedness Center (ADPC), in partnership with the Department of Trade and Industry in 2016. Project components include:

- Capacity building initiatives, such as the conduct of the Business Continuity Management Training of Trainers (BCM ToT) in March 2016. This training was attended by the Department of Interior and Local Government - Local Government Academy (DILG-LGA), Department of Trade and Industry (DTI) at central and regional Offices, and the Office of Civil Defense-Capacity Building and Training Services (OCD-CBTS) and selected MSMEs from different regions.
- To formalize the partnership of private and public agencies for MSME resiliency, an MOU on Strengthening Disaster Resilience of MSME was signed on July 26, 2016 with the following entities: Department of Trade and Industry (DTI), OCD, Philippine Chamber of Commerce and Industry (PCCI), Philippine Disaster Resilience Foundation (PDRF), Asia Pacific Alliance for Disaster Management Philippines (APAD), PhilExport, Employers Confederation of the Philippines (ECOP), Asian Disaster Preparedness Center (ADPC) and Deutsche Gesellschaft fuer Internationale Zusammenarbeit (GIZ). The agreement led to the establishment of the National Resilience Core Group on MSME Disaster Resilience (RCG) which was launched during the first National Business Forum on Strengthening MSME Disaster Resilience. RCG is composed of representatives from the members of the MOU and has conducted Regional Business Forum and BCM / BCP Training relative to the objective of the partnership.
- The outputs from the different Regional Business Forum became the reference in the creation of the MSME Disaster Resilience Road Map and Action Plan (2017).

On 2017, RCG extended its partnership with DILG and DOST, as they work closely with the LGUs and on risk assessment. The thought of undertaking BCP for government agencies came about from the partnership—specifically with the Office of Civil Defense and the Philippine Disaster Resilience Foundation collaborating on the initial activities to introduce a business continuity program or a service continuity program for the NDRRMC, other government agencies and local government units.

On 18 May 2017, several inter-agency meetings headed by the Cabinet Secretary of the Office of the President were convened to prepare for the 'Big One': Government Operations Continuity Plan to discuss the inclusion of Business Continuity in the 10 Key Result Areas in the resiliency framework. However, it was raised that there was no existing template for such plan yet.

With this, the timeline was split into two initiatives:

ON THE SIDE OF THE CABINET SECRETARY:

- A one-page template form was released, and all departments were directed to accomplish it by December of 2017. However, the form to be complied with resembles a response plan: all departments had complied and submitted it to the Cabinet Secretary.
- Include updated Cabinet Secretary memo on the formulation of government service continuity plan and the identification of government alternate sites.

ON THE SIDE OF THE NDRRMC:

- On 30-31 May 2017, the NDRRMC through OCD-CBTS and in partnership with PDRF conducted a writeshop for the Standardization of the BCP Template for the Government Agencies. With PDRF developing an initial template on business continuity for government, an Ad Hoc TWG from selected NDRRMC Member Agencies (mainly from the Response Clusters and Agencies with lifeline mandate) was formed to customize, enhance and finalize the original template. During this workshop, the TWG agreed to rename the BCP as Service Continuity Plan since the government does not really do traditional 'business'; it provides public goods and services.



PHOTO: NDRRMC Ad Hoc TWG and PDRF during the Writeshop for the Standardization of the BCP Template on May 2017.

- On July 5, 2017, the presentation of the draft SCP Template for NGAs was conducted. This was where the SCP was finalized and named as the Public Service Continuity Plan (PSCP).
- After the template was finalized, continuous capacity building initiatives, such as training and workshops, orientation sessions and three batches of Training of Trainers (ToT) courses had been conducted by the OCD-CBTS with PDRF from 2018 until 2020. These capacity-building activities included the presentation and use of the newly developed PSCP template. As of March 2020, a total of 675 participants have completed the Basic Course on Public Service Continuity Planning and 44 participants have graduated from the ToT Course.
- The draft was finalized and disseminated through the NDRRMC Memorandum Circular No. 33 s. 2018.



PHOTO: FO2 Jazzer Tungol of BFP assisting a co-uniformed personnel on how to tailor-fit the PSCP based on the mandate of the participant's agency.

IV. EVOLUTION OF CONTINUITY PLANNING

Public service continuity planning is anchored in the development and practice of the Business Continuity Management. The term “Public Service Continuity (PSC)” was coined during the formulation of the template by the ad hoc NDRRMC TWG. The concept of continuity has evolved from various disaster management and business continuity disciplines, some of them are discussed below.

A. EMERGENCY MANAGEMENT

The first ever known organization to address disruption in the operations is the Emergency Management. Emergency Management is the managerial function that seeks to promote safer, less vulnerable communities with the capacity to cope with hazards and disasters. This is done in Emergency Operation Centers (EOC) mainly dealing with natural hazards such as typhoons and earthquakes. Meanwhile, continuity planning in general adopts an all-hazards approach taken from Emergency Management guides.

One of the valuable contributions of the field of Emergency Management and BCM in continuity planning is the Incident Command System (ICS). New government regulations require organizations to implement ICS as an integral part of their corporate governance.

B. DISASTER RECOVERY

In Information Technology (IT), the concept of continuity has been applied to data management. Disaster recovery focuses more on how data loss could be prevented and retrieved and how back-up could be established.

Back then, the system of recovering essential data was highly tedious because of the large system structures; therefore, PSC focused on the recovery of data. However, the process has since evolved, where the IT system has developed a continuity plan for data, process, and people in the event of changes in person handling the data - ensuring that both process and data are intact and functioning. Current practices include data being stored in cloud storage. Digital data is stored in logical pools, while physical storage spans multiple servers (and multiple locations) and the physical facility is typically owned and managed by a hosting company.

C. INDUSTRY-BASED RULES AND REGULATIONS

The third phase is the development and updating of societal rules and regulations. There are industries that heavily regulate the use or adoption of a Continuity Plan. These are the financial institutions, followed by the Business Process Outsourcing (BPO) industry. Financial institutions like banks were one of the first industries that heavily advocated for Continuity Planning because they handle critical, confidential, and sensitive information. Their records-keeping must be kept functional and accessible even after the occurrence of untoward incidents. All confidential information must be kept secured. Bangko Sentral ng Pilipinas (BSP) as the main financial regulatory institution has regulations for banks in developing their BCPs.

D. CONTINUITY and BUILDING BACK BETTER IN DISASTERS

The concept of “Build Back Better” in DRRM is a specific way to demonstrate the importance of a continuity plan. The goal is to restore capacities of institutions and households to resume services and activities and to change norms and practices that recreate old or new risks. Worldwide, there are specific disasters in countries like Japan and the United States where continuity planning could help avert further negative impacts and guide different actors on essential services during adverse events.

• GREAT HANSHIN-AWAJI EARTHQUAKE also known as the KOBE EARTHQUAKE on 17 January 1995

The Great Hanshin earthquake, also called the Kobe earthquake, occurred on the morning of 17 January 1995 in the southern part of Hyōgo Prefecture, Japan. Combined with Osaka, the geographical coverage of the quake is called Hanshin. It measured 6.9 on the moment magnitude scale and had a maximum intensity of 7 on the JMA Seismic Intensity Scale. The tremors lasted for approximately 20 seconds, with vertical thrust and horizontal shaking happening simultaneously. More than 6,434 people lost their lives, about 4,600 of them were from Kobe. This earthquake is the first in Japan to hit an urban area and one of its worst earthquakes in the 20th century after the Great Kantō earthquake in 1923, which claimed more than 105,000 lives.¹⁰ The earthquake severely damaged utility lines, such as electricity and gas and water supply. Damages extended to houses and urban infrastructure such as expressways, railroads, and harbors. The estimated damage was between US\$100-150 billion (7-10 trillion yen). More than 600,000 houses were damaged including 104,000 destroyed houses and 144,274 homes that were partially destroyed. City functions were completely paralyzed, and liquefaction occurred over reclaimed land. There were 175 fires that broke out, completely burning 6,965 structures. Amidst the devastation of the earthquake, Japan was able to restore provisional water supply in six days and reconnected water and gas in three months.¹¹ The city presented a vision for restoration which aimed to restore economic vitality, urban infrastructure, citizen affairs, and establish safe city through disaster preventive standards.

¹⁰ Ministry of Land, Infrastructure, Transport and Tourism, Japan Government.
¹¹ https://www.recoveryplatform.org/countries_and_disasters/disaster/11/great_hanshinawaji_earthquake_1995

The extensive damage and severity of the impacts of the Kobe Earthquake prompted a rethinking of disaster management into one that prioritizes a whole-of-society approach, eventually leading to the Hyogo Framework of Action (HFA) 2005-2015. Adopted by 168 governments at the World Conference on DRR in Kobe, the HFA is the first global blueprint for Disaster Risk Reduction around 5 priority actions:¹²

- 1. Make disaster risk reduction (DRR) a priority:** Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.
- 2. Know the risks and take action:** Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation
- 3. Build understanding and awareness:** Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.
- 4: Reduce risk by addressing the underlying risk factors.**
- 5: Be prepared and ready to act:** Strengthen disaster preparedness for effective response at all levels.

One of the lessons of the earthquake is the importance of urban planning and management, by initiating measures that decentralizes urban functions, designing urban infrastructure with public spaces, balancing transportation systems with alternate routes, and establishing and securing lifelines using a fail-safe approach.¹³

For business continuity, this signaled the urgency to enhance continuity planning in supply chains, especially in the interconnectedness to the global supply chain. Continuity planning becomes part of institutional and business preparedness with a preventive and mitigation lens.

• MILLENNIUM BUG (Y2K)

The Year 2000 problem, also known as the Y2K problem, the Millennium bug, the Y2K bug, is a class of computer bugs related to the formatting and storage of calendar data for dates beginning in the year 2000. Problems arising from this dating arose because many programs represented four-digit years with only the final two digits — making the year 2000 indistinguishable from 1900. The assumption of a 20th century date in such programs could cause various errors, such as the incorrect display of dates and the inaccurate ordering of automated dated records or real-time events (Source: BBC News). The glitch in the dating system could spell huge problems for industries including banks which calculate interest rates daily, and technological centers like power plants, which could put people at risk. Transportation and services, such as airline flight schedules, also depend on accurate time and date. The problem was anticipated, and governments took measures to address the problem by designing and monitoring Y2K compliant systems.¹⁴

While the Y2K was 1999's biggest technology scare, the phenomenon underscored the importance of anticipating a potential technological disaster and the concerted actions of robust backing-up. This is Disaster Recovery.

¹² For the HFA brief, see https://www.preventionweb.net/files/1217_HFAbrochureEnglish.pdf
¹³ ADRC (2006) presentation: https://www.recoveryplatform.org/assets/publication/adrc/adrc_presentation_LessonsLearnedFromtheKobeEarthquake.pdf
¹⁴ <https://www.nationalgeographic.org/encyclopedia/Y2K-bug/>

• SEPTEMBER 11, 2001 TWIN TOWER ATTACKS

The 9/11 is an example of a BLACK SWAN event. Black Swan is a term popularized by Nassim Nicholas Taleb in his book, "The Black Swan: The Impact of the Highly Improbable." It was defined as an event or occurrence that deviates beyond what is normally expected of a situation and that would be extremely difficult to predict. Black swan events are typically random and unexpected (investopedia.com).

The Black Swan theory or Black Swan event is a metaphor that describes an event that comes as a surprise, has a major effect, and is often inappropriately rationalized after the fact, with the benefit of hindsight.

The 9/11 attacks at the World Trade Center had severely affected financial services and transport and telecommunications, with huge technological impact on many financial services firms. Total technology replacement for destroyed servers was estimated at \$370 million, and at least 30,000 securities and more than 20,000 positions were lost.¹⁵

The event created opportunities for disaster planning and recovery, and getting businesses and organizations to invest in them, which was normally met with resistance before 2001. Organizations normally put together a two-tiered approach: the first is the disaster recovery plan for short term and immediate events and the second is the business continuity plan, often from threats of natural hazards. The events also exposed the vulnerabilities and the interdependence of the financial and technological systems. It was also clear that business continuity planning had not been able to account for extensive disaster or loss of critical staff. Contingency planning then generally focused in problems with a single building or system which could be destroyed or incapacitated. Smaller firms who sent data for back-up at intervals to a facility or provider had to spend time recovering or reconstructing their records.¹⁶

It underscores the need to find more adaptive business continuity models that anticipate different disruptions and scenarios, and these continuity strategies need to be tested or assured through planning and regular use (ibid).

E. STANDARDS

At the international level, there are different standards supporting the continuity requirements. These standards can be referenced in developing the PSCP:

1. NFPA Standard on Disaster/Emergency Management and Business Continuity Programs (NFPA 1600)

NFPA 1600 (Standard on Disaster/Emergency Management and Business Continuity/Continuity of Operations Programs) is a standard published by the National Fire Protection Association. It is widely used by public, not-for-profit, nongovernmental, and private entities on a local, regional, national, international, and global basis. NFPA 1600 has been adopted by the U.S. Department of Homeland Security as a voluntary consensus standard for emergency preparedness.

¹⁵ <https://www.techrepublic.com/article/sept-11-teaches-real-lessons-in-disaster-recovery-and-business-continuity-planning/>
¹⁶ See analysis of 9/11 continuity planning at <https://www.sec.gov/divisions/marketreg/lessonslearned.htm>

2. British Standards 25999

BS 25999 was BSI's standard in the field of Business Continuity Management (BCM).

The Civil Contingencies Act of 2004 was introduced to provide a comprehensive civil protection plan for the UK. Business Continuity Management was a vital component for planning and managing response to varied unknown risks to operational systems of the public sector, especially frontline agencies under Category 1 responders.

Figure 1 from British Standards 25999-1 shows that BCM is a continuous process in an organization's life.

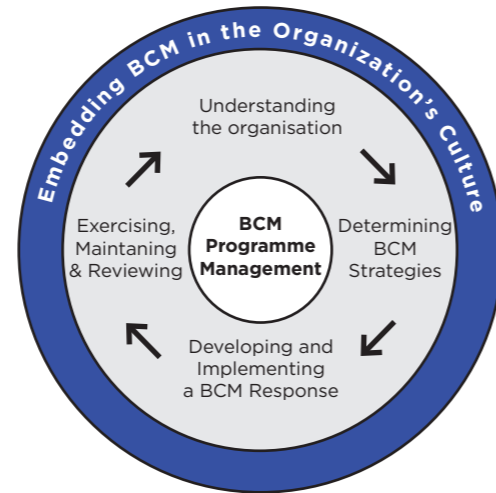


FIGURE 1: Conceptual Framework of the BCM Programme Management by the BS 25999

3. ASIS SPC.1-2009 (American National Standard for Organizational Resilience)

Organizational Resilience: Security, Preparedness, and Continuity Management Systems-Requirements with Guidance for Use.

4. ISO 22301: Societal Security – Business Continuity Management Systems. It is premised on a 'Plan-Do-Check-Act' model to continually improve and maintain the effectiveness of an organization's Business Continuity Management System. It also meant to interface with other ISO standards.

ISO 22323: Societal Security – Organizational resilience management system

ISO 22397: Societal Security – Guidelines to set up a public private partnership

ISO 22398: Societal Security – Guidelines for exercises and testing

ISO 22320 – Emergency Management – Requirements for incident response

F. CASE STUDIES ON PUBLIC SERVICE CONTINUITY

PSCP goes beyond planning for response, but it is also about enabling systems and operational capacity to anticipate and respond to the growing complexity of crises and disasters. Two recent crises highlighted the vulnerabilities of the Philippine public sector to disruptions and the broader challenge for public service continuity planning: The Siege of Marawi City in 2017, and the Xiamen Flight MF8667 runway excursion in 2018.

• **Complex Emergencies and Impact on Public Service Continuity: The Siege of Marawi, 2017**

On 23 May 2017, firefights broke out between government forces and armed non-state actors from six militant groups, including the Maute group and the Abu Sayyaf, after the government tried to arrest its leader Isnilon Hapilon. The siege, also known as the Battle of Marawi, quickly spread as the groups took over government buildings. President Rodrigo Duterte placed Mindanao under martial law and suspended the writ of habeas corpus later that day.¹⁸

17 Anytown Council Business Continuity Management: A Managers Toolkit.

18 17 November 2017. Philippines: The Battle of Marawi leaves a trail of death and destruction. Link: <https://www.amnesty.org/en/latest/news/2017/11/philippines-battle-of-marawi-leaves-trail-of-death-and-destruction/>

As fighting escalated, more than 360,000 people, including the city's residents, were massively displaced, about 73,000 are accommodated in 75 evacuation centers in Lanao del Sur, Lanao del Norte and Misamis Oriental, in home-based arrangements and transitional shelters waiting to rebuild their lives.¹⁹ Other internally displaced persons (IDPs) chose to stay with friends and relatives due to the congestion in the centers. The siege lasted five months, and in October 2017, the government declared the end of the siege and the recapture of the city of Marawi from the (ISIL).

What it left behind is a trail of devastation, as government buildings, houses, and urban infrastructures, including roads and bridges, were either severely damaged or rendered unusable from gunshots and strikes. Many private health providers and public hospitals and health units, including the Marawi City Health Office and the Integrated Provincial Health Office, suffered heavily from damages to infrastructure and looting and loss of medical equipment. Critical lifeline facilities such as power distribution facilities and water supply were also affected, further bringing the vulnerabilities of the system before the war. The economic impact of the conflict was hard for the productive and agricultural sectors, as trading comprises more than 70% of the local economy of mainly small and medium enterprises. Crops and post-harvest equipment and machineries were also destroyed as fighting moved to open farmlands. Cultural areas such as mosques, including the Grand Mosque, and madrassas were also hit.

In June 2017, the government issued Administrative Order No. 3 establishing Task Force Bangon Marawi to oversee the large-scale comprehensive rehabilitation and recovery plan, around these key areas:

- a. Restoration, rehabilitation, and reconstruction of damaged infrastructure to revitalize the local economy and restore social services;
- b. Rebuilding of resettlements in accordance with the spatial framework and urban design that showcases the Maranao culture;
- c. Restoration and improvement of livelihood, business, and other sources of income;
- d. Strengthening local governance as means to achieve peace and progress; and
- e. Increasing resilience and capacities of communities in coping with future hazards.

The Post-Conflict Needs Assessment (PCNA) estimates that a total of US\$969 million (PHP 51.7 billion) is required to finance the full recovery and rehabilitation of Marawi and affected areas.²⁰ The rehabilitation of the city is ongoing and continues to be very challenging.

Insight for Public Service Continuity Planning. The case of Marawi has presented challenges and opportunities to look at a whole-of-society approach in anticipating future risks such as terrorism and security threats. It offers lessons on how public service continuity, when fully embedded in service delivery systems and rehabilitation plans, can help alleviate uncertainties and sufferings to affected populations brought about by complex emergencies. It also needs to align and support private sector efforts at business continuity planning, which as the aftermath of the siege demonstrated, affected mostly small and medium enterprises.

• **The importance of crisis management and timely recovery: Xiamen Airlines Flight MF8667 crash landing in 2018**

19 Philippine Humanitarian Country Team. 2019 Marawi Humanitarian Response, Early Recovery and Resources Overview.

20 See ADB Summary of Damage and Needs for the Emergency Assistance for Recovery and Reconstruction of Marawi. <https://www.adb.org/projects/documents/phi-52313-001-rrp>

On 16 August 2018, Xiamen Airlines flight CXA8667 had a runway excursion at the Ninoy Aquino International Airport (NAIA) at 23 55H. The plane landed 70 meters short of the required minimum distance required by the International Civil Aviation Organization (ICAO) safety guidelines for the continued use of the airstrip. The Manila International Airport Authorities (MIAA) had no recourse but to close the runway until the plane and its debris had been moved. The accident and the airstrip closure led to the cancelation of 280 flights and around 61 flights had to be rerouted to Clark and other airports. Tensions grew among 40,000 or so stranded passengers, as airline personnel couldn't provide more information about flight resumption. They also directed their outrage at MIAA on the following points:²¹

- The lack of safety protocols or equipment to deal with emergency situations such as this; and
- Passengers felt their needs were not attended to. They were given information that the runway was to be operational at noon the next day, which did not happen.

Two separate probes were conducted by the Aircraft Accident Investigation and Inquiry Board (AAIIB) and the flight safety investigation committee (FSIC) of the Civil Aviation Authority of the Philippines (CAAP). The Senate Committee on Public Services chaired by Senator Grace Poe investigated the incident. The senator underscored the need to combine robust contingency and continuity planning, to quote:²²

“We heard the testimony of affected passengers...We need to review our contingency plans for such situations,’ she said, adding that the crisis management team in the airport should also hold mandatory meetings to establish cooperation between Manila International Airport Authority (MIAA) and airline companies.”

MIAA was able to undertake all chronological steps prescribed by ICAO in crash landing situations. However, the removal of the aircraft was more complicated than initially expected – taking 26 hours and requiring a telescoping crane – which MIAA leased from a provider, to lift. The operations also occurred on a muddy terrain, during strong rains and lightning alerts. Six Notice of Airmen (NOTAM) were issued due to unforeseen circumstances, notably the need to hire a telescoping crane to lift the aircraft (ICAO does not mandate them to own one), as they were unable to roll it off using its own landing gear as was initially planned. The airport runway resumed its operations after 36 hours. While there were snags in the recovery, it was said that the recovery personnel acted with urgency despite the prevailing conditions and that MIAA's equipment were graded 9 out of 10 in terms of completeness. No one was injured in the accident.²³

The Xiamen accident highlights the need for robust continuity planning given the immense impact of any disruption to passenger welfare and airport operations, with delayed or cancelled flights and longer retrieval translating into bigger losses for all parties concerned. The reputational risk for MIAA is also very high if it fails to speedily address or timely communicate crisis actions.

There is an emphasis in PSCP that no one profession can do it alone: it is a collaborative effort of the different sectors representing the frontline services of the country.

• Mass transportation disruptions: Light Rail Transit Line 2 (LRT-2) fire in 2019

The mass transportation system in the Philippines routinely faces disruptions which affect hundreds of thousands of passengers. Public sentiments on the state of the mass transport system are negative owing to the lack of reliability and frequent breakdowns, among others.

21 Andrew J Masigan. The truth about the Xiamen Crash, in Numbers Don't Lie column. <https://www.bworldonline.com/the-truth-about-the-xiamen-air-crash/>
 22 <https://www.pna.gov.ph/articles/1047512>
 23 Masigan, Businessworld, 23 Sept 2018.



PHOTO: Train Rail System of the Metro Manila as of July 2015

The most recent major disruption involves the suspension of the Manila Light Rail Transit - Line 2 operations, also known as LRT-2, after two rectifier substations in Katipunan Ave tripped and caught fire.²⁴ LRT-2 serves 11 stations on a 16.75-kilometer line, passing through the cities of Manila, San Juan, Quezon City, Marikina City and Pasig City (depot). It has a ridership of about 200,000 passengers a day.²⁵

The two main affected stations, Katipunan and Santolan, have been closed for 9 months to repair the damages estimated at PHP 430 million. The Line Rail Transit Authority (LRTA) has resumed partial operability of the other stations from Recto to Cubao.²⁶ The Bureau of Fire Protection (BFP), which investigated the incident, ruled out arson as the main cause of the fire; however, they were criticized for the delay in the fire investigation report and for not immediately allowing the LRT-2 management and experts from visually assessing the damage.²⁷

During the emergency meeting called by the House Committee on Transportation chaired by Hon. Rep. Edgar Sarmiento, the LRTA management said they did not have a contingency or disaster recovery plan,²⁸ although they have a risk management plan.

Aside from LRT-2, Metro Rail Transit (MRT-3), which traverses EDSA and has a ridership of at least 600,000 passengers, also suffers from major power interruptions and a lack of working trains during the rush hours; this has severely impacted commuters.

The successive transportation glitches in 2019 sparked a nationwide discussion on what has been called the “transportation crisis.” The lack of integration and interoperability as well as the differing management arrangements among these rail systems were also cited as sources of inefficiencies. In the case of the LRT-2, the government must ensure the continuous operational capabilities of the transport lines and that alternative transportation options proportional to its carrying capacity are available to move stranded passengers when an emergency occurs. Government concessionaires and their management need to have a working public service continuity plan, not just within LRT-2 but ideally across the interconnected lines and management agencies.

24 <https://www.rappler.com/nation/242139-bfp-slammed-causing-delay-lrt2-fire-investigation>
 25 https://en.wikipedia.org/wiki/Manila_Light_Rail_Transit_System_Line_2. Other figures are between 200-230,000 ridership.

26 <https://www.bworldonline.com/repair-of-fire-damaged-lrt-2-stations-to-take-nine-months/>
 27 <https://www.rappler.com/nation/242139-bfp-slammed-causing-delay-lrt2-fire-investigation>
 28 <https://businessmirror.com.ph/2019/10/10/lrta-rules-out-arson-in-lrt-2-fire-admits-no-disaster-recovery-plan/>

V. WHAT IS PSCP?

BASIC CONCEPTS AND PRINCIPLES OF PUBLIC SERVICE CONTINUITY MANAGEMENT

What is Continuity?

- Continuity is defined as the uninterrupted ability to provide services and support, while maintaining organizational viability, before, during, and after an event (FEMA, 2013).
- The National Fire Protection Association (NFPA) 1600 Standard on Disaster/Emergency Management and Business Continuity/ Continuity of Operations describes “continuity” as “a term that includes business continuity, continuity of operations (COOP), operational continuity, succession planning, and continuity of government, which support the resilience of the entity.”

Associated terms include:

- Business Continuity
- Continuity of Operations (COOP)
- Operational Continuity
- Succession Planning
- Continuity of Government (COG)

Other terms to consider when we talk about continuity:

1. Continuous Availability – a system or application that supports operations which continue with little to no noticeable impact to the user. (Disaster Recovery Journal)
2. Continuous Operations – the ability of an organization to perform its processes without interruption. (Disaster Recovery Journal)
3. Emergency – unforeseen or sudden occurrence, especially danger, demanding immediate action (RA 10121). In Continuity Management, emergency is a situation that concerns life safety that would require an immediate response but scope of impact is contained within the concerned facility.
4. Disaster – 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 (RA 10121).
5. Continuity Event – an event that disrupts, or has the potential to disrupt the normal and regular performance of government operations. (FEMA, 2013)
6. Incident – an event that might be, or could lead to, a business disruption, loss, emergency, or crisis. (ISO 22300) In this document, we will refer to continuity event and incident as similar terms.

What is Public Service Continuity?

- Public service continuity is defined as the capability of a public sector organization to continue the delivery of services at acceptable predefined levels following a disruptive incident (NDRRMC TWG adaptation of “business continuity” from ISO 22300).
- Public service continuity can be seen as doing business continuity in the public sector context. Public service continuity is also described as Continuity of Operations (COOP) or the effort within individual organizations to ensure they can continue to perform their essential functions during a wide range of emergencies, including localized acts of nature, accidents, and technological or attack-related emergencies (FEMA, 2013).

Public service continuity is, therefore, business continuity from a government perspective. It should be emphasized, however, that when we talk about continuity of operations (COOP), efforts are directed more toward the operations of the government entity and less on the recovery of the surrounding community, although both can be related (Tucker, 2015).

The planning processes used in business continuity and public service continuity are similar but with different terminologies.

What is a Public Service Continuity Plan?

A continuity plan is a plan that details how an individual organization will ensure it can continue to perform its essential functions during a wide range of emergencies (FEMA, 2013).

PSCP Development

The concept of PSCP resulted from the joint-collaboration of OCD, NDRRMC TWG (ad hoc), and the Philippine Disaster Resilience Foundation (PDRF).

PDCA

To be able to develop the PSC Plan, we need to understand how public service continuity or business continuity management system also follows the Plan, Do, Check, Act (PDCA) Cycle. The PDCA Cycle is a model of continual improvement for management systems. (Source: Quality Glossary Definition)



Source: NDRRMC TWG adaptation of the Business Continuity Management System from ISO 22300

Plan (Establish)	Establish continuity policy, objectives, targets, controls, processes and procedures relevant to improving continuity in order to deliver results that align with the organizations' overall policies and objectives.
Do (Implement and operate)	Implement and operate the continuity policy, controls, processes and procedures.
Check (Monitor and review)	Monitor and review performance against continuity policy and objectives, report the results to management for review, and determine and authorize actions for remediation and improvement.
Act (Implement and operate)	Maintain and improve the public sector/business continuity management system by taking corrective action, based on the results of management review and reappraising the scope of the public sector/business continuity management system and continuity policy and objectives.

Sample Continuity Strategy



Photo by John Aeron Lagura. Posted on Facebook on October 29, 2019. Posted with permission of the owner

As an aftermath of an earthquake, healthcare professionals from the Southern Philippines Medical Center (SPMC) in Davao continued their medical operations in the open space of their hospital grounds using drapes to preserve the dignity and privacy of the patient.

VI. DISTINGUISHING THE PUBLIC SERVICE CONTINUITY PLAN

Linkage of PSCP with Other DRRM Mechanisms

It is further important to highlight how PSCP relates with other DRRM mechanisms:

Risk Assessment: Disaster risk is determined by examining the presence of a hazard intersecting with a vulnerable and exposed population. In the context of PSCP, risk can either be increased or mitigated depending on the capacity of the organization. This type of capability can be developed by establishing a continuity strategy in the PSCP based on the needs (hazards) that need to be addressed in the Risk Assessment.

Impact Analysis (IA): IA is the process of analyzing all operational activities, losses, and the effect that an operational impact has in an organization. It is used to identify mission essential functions and predict the consequences of those functions when disrupted, which are all key components of PSCP.

Incident Command System (ICS): ICS is a standard, on-scene, all-hazard incident management concept used to manage disaster consequences. In organizations, ICS is specifically used to manage tactical response activities by the Disaster Control Groups (DCGs) or other entities. Incident management using ICS principles and structure serve as among the crucial interventions activation of the PSCP.

Rapid Damage Assessment and Needs Analysis (RDANA): RDANA aims to determine the overall disaster damage and immediate response requirements. Upon incidence of disruption in an organization, RDANA can be used to know the overall situation and determine the need for PSCP activation as well as the actual response priorities to be implemented by the organization's DCG.

Post-Disaster Needs Assessment (PDNA): PDNA is a multi-sectoral and multi-disciplinary structured approach for assessing disaster impacts and prioritizing recovery and reconstruction needs. Information resulting from the activation of PSCP in an organization especially in major disasters can contribute as reference for the larger government-led sectoral assessment using PDNA.

There are several other plans that exist aside from CP. Here is a matrix showing the difference of CP versus other plans:

ASPECTS	DRRM PLAN	PUBLIC SERVICE CONTINUITY PLAN	CONTINGENCY PLAN	IMPLEMENTATION PLAN
Planning Timeline	Regular planning cycle	Regular planning cycle through PDCA	Before an emergency (or a planned event)	Activated as a result of PDRA or RDANA
Scope	All hazards	All hazards / risks	Hazard-specific	Actual emergency event
Focus	General terms of needs and resources	Essential Functions	Scenario-based	Rapidly unfolding actual demands
Duration & Style	Long term, globally attuned	Long term, continuous, agency-based	For a specific timeframe, local, specific	As required by the urgency
Planning Level	All DRRMC levels	Top Down, and Bottom Up Approach	Managerial level	Actual/on-site or field level

SOURCE: Contingency Planning (CP) Guidebook (July 2019). National Disaster Risk Reduction and Management Council and National Security Council. Philippines

VII. WHY DO WE NEED PSCP?

Given the geographic location of the Philippines, government entities are exposed to both natural and human-induced hazards that can affect its operations. Because of these, there is an increased reliance on complex processes and systems, logistics management, and an expanding network of technology making operations more susceptible to different risks.

Developing a Public Service Continuity Plan is key to the survival of any organization. Here are a number of reasons government agencies need a PSCP:

1) Ensure continued performance of essential functions through timely and orderly recovery.

Essential functions refer to the most critical and important roles or functions of an agency relative to their mandate. Time and order recovery are necessary to ensure relevance to the need of that function and quality of service.

2) Resume delivery of vital services to the public.

Since we are government agencies, the general public is our everyday customers. We cannot afford to have a gap in our services for them.

3) Minimize damage and loss to critical processes by protecting essential facilities and resources.

Aside from essential functions, the facilities and resources that support the performance of your essential functions are also secured from the threats.

4) Reduce or mitigate disruptions to operations.

Every government agency can still perform your mandated roles even amidst disruptions.

5) Ensure succession if agency leadership is disrupted.

The order of succession will allow continuity of leadership roles by having backup leadership positions. PSC planning focuses on continuity of function. Hence, succession refers to the alternate representative/ personnel to carry on the duties or functions of the primary.

6) Improvement of continuity capabilities through a test, training, and exercise program.

PSCP can help justify the need for tests, training, and exercises. Like any other plans, PSCP is an alive document of strategies to ensure continuity of operations. It is necessary to update its content depending on the current processes and mandate of the agency it serves.

CHAPTER 2: Formulation of the Public Service Continuity Plan (PSCP)

“The organization’s resilience is directly related to its continuity capability.” - FEMA 2013

You are now ready to undertake the formulation of your agency or department’s PSCP. To guide you through the succeeding sections, the major parts of the Continuity Plan are outlined below.

1.0 Introduction
2.0 Purpose
3.0 Continuity Policy Statement
4.0 Scope
5.0 Roles and Responsibilities
6.0 Definition of Terms
7.0 Assumptions
8.0 Mission Essential Functions and Recovery Time Objectives
9.0 Activation Criteria, Procedures, Authority
10. Continuity Strategies
11.0 Resource Requirements
12.0 Communication Procedure
13.0 Testing and Maintenance of the PSCP
14.0 References
15.0 Appendices
16.0 Approval and Monitoring

Each section provides a step-by-step guide and examples on how to formulate statements which you could use as reference in your own planning. Corresponding templates are also provided for relevant sub-sections

1.0 Introduction

DESCRIPTION: This section provides a brief narrative to explain the PSC Plan and its use vis-à-vis the mandate of the organization / office / agency. This explains the context of the document with emphasis on the continuity of the service. This section provides the rationale behind the public service continuity plan and its significance in the agency's overall risk management strategy. Below are examples of formulations in the PSCP introduction:

Example1:

This document provides operational actions that will be undertaken by the [agency] in response to various forms of disruptive incidents and to ensure continuity of operations through the restoration of mission essential functions.

Example2:

"Continuity of public services is essential to help communities recover from adverse events. In order to ensure that this organization can continue to perform its essential functions during a wide range of emergencies this PSCP has been formulated. This will enable us to provide services and support amidst interruptions."

2.0 Purpose

This section briefly explains the needs and significance of the public service continuity plan in the organization / office / agency.

Example1:

"This document provides operational actions that will be undertaken by the [agency] in response to various forms of disruptive incidents and to ensure continuity of operations through the restoration of mission essential functions."

Example2:

"This public service continuity plan (PSCP) is intended to be implemented when there is an event that disrupts normal operations. This plan defines the mission essential functions and processes and procedures to ensure they can be continued and/or recovered when normal operations are not viable."

3.0 Continuity Policy Statements

This section states the agency's overall policy towards service continuity. It also includes the confidentiality statement and relevant policies on risk management and security. This section should be anchored in the mandate, vision, mission and core values of the organization.

To expound on the narrative, use various information such as but not limited to:

- Critical services - activities and processes that must be restored in the event of a disruption to ensure the ability to protect the organization's assets, meet organizational needs, and satisfy regulations. (BCM Institute)

- Organizational resilience - the ability of an organization to anticipate, prepare for, respond and adapt to incremental change and sudden disruptions in order to survive and prosper. (British Standard - BS 65000)

- Prompt recovery - the immediate restoration of services following any disruption or incident. (BCM Institute)

- Welfare of employees - the services, facilities and benefits that are provided or done by an employer in addition to wages or salaries. (ILO)

- Resources - All assets, people, skills, information, technology (including plant and equipment), premises, and supplies and information (whether electronic or not) that an organization must have available to use, when needed, in order to operate and meet its objective. (ISO 22301:2012)

- Stakeholders - Individual or group having an interest in the performance or success of an organization e.g., customers, partners, employees, shareholders, owners, the local community, first responders, government, and regulators. (BCI)

- Confidentiality - mainly refers on confidentiality of data within an organization that can be categorized based on their information regarding who can access them. It may include disclosure policy, access / security clearances on information. (BCM Institute)

Example 1:

In line with (cite applicable national and local plans), the [agency] acknowledges the need to establish, implement and maintain appropriate procedures for managing the immediate consequences of disruptive incidents with due regard to the welfare of employees and guests, operational options for responding to incidents, prevention of further loss or unavailability of prioritized activities, and recovery and resumption of mission essential functions.

The [agency] commits to the attainment of the following public service continuity objectives:

- To safeguard human life;
- To enable effective decision-making and communication during incidents;
- To reduce dependency on a specific critical function-holder;
- To increase organizational credibility by ensuring quick recovery from disruption and immediate resumption of critical services to the public and other stakeholders; and
- To ensure continual improvement of the organization through public service continuity management.

Example2:

We, the [agency], guided by our mandate, vision, mission and core values, commit to deliver mission essential functions even during disruptive circumstances.

We shall embrace and sustain an effective public service continuity management system to ensure organizational resilience, internally and externally.

We shall achieve prompt recovery of our services keeping in mind the welfare of our employees, protection of our resources and the needs of our stakeholders.

Example3:

In consonance with the NDRRMC Resolution No. 33, Executive Order No. 52, s. 2018, Cabinet Action Memorandum No. 381-120517-34 and the decision points of the 4th Meeting of the Cabinet Cluster on CCAM and DRR, the agency recognizes the need to maintain a viable and effective continuity capability that would enable the continuation of public service in all hazards-environment and across a spectrum of emergencies.

The agency commits to the attainment of the following public service continuity objectives:

- To safeguard human life;
- To respond to a disruptive event;
- To maintain delivery of mission essential functions during a disruptive event; and
- To return to 'business as usual' (resumption and recovery of mission essential services in a shortest possible time after a disruption of normal activities).

Sample Continuity Strategies

During the 2020 DRRM Town Hall: Disaster Risk Governance in the New Normal, the City of Baguio showcased their good practices during the COVID-19 situation. Their prompt but strategic response operations greatly assisted the city to immediately return to their normal level of operations especially the essential sectors.

These indecisiveness and responsive efforts reflect the commitment of the management of the city to ensure that they are able to deliver quality services to the citizens of Baguio.

Here is the copy of their dialogue during the said town hall:

Baguio City's success in controlling the spread of COVID-19 and its impacts both to the society and the economy is attributed to the ongoing collaborative efforts of the local government unit, national/regional line agencies, private sector, civil society organizations and the public. In dealing with the issues raised in the course of the pandemic, everyone contributed and participated in coming up with alternatives that have eased the day-to-day challenges of being under community quarantine.

Creativity and resourcefulness played a vital role in integrating new practices into the common lifestyle of the people. The transparency of our local government earned the trust and respect of the people which in turn led to solidarity, which encouraged the private sector, as well as many individuals, to extend a hand not only to our frontliners but also to those who are in need, in the form of monetary aid, supplies, equipment, food packs, and isolation and quarantine facilities.

Even now, as the city slowly transitions into the new normal, many are still innovating, creating ways to see the opportunities in the challenges of the COVID-19 pandemic.

1. Contact Tracing

The City has pioneered efforts in contact tracing wherein its success was contributed by the seamless collaboration between law enforcement, investigators, and health authorities, extensive testing, transparency, cognitive interviewing skills, and technology.

Baguio City's contact tracing system is one of the most highly recognized practices, having gotten national media attention over the course of the quarantine period and considered to be one of the best in the country.

The Baguio contact tracing team is composed of health authorities, police investigators, and trained individuals with cognitive interviewing skills which are key to efficient collection of information. Moreover, the contact tracers use a questioning technique called Enhanced Cognitive Interviewing (ECI), which is originally employed to retrieve information about a crime from victims and witnesses. This strategy includes recalling sensory details in the environmental and personal context of the scene, switching from different perspectives leading to the event.

Just as Baguio City being the model in the fight against the COVID pandemic, City Mayor Benjamin B. Magalong is likewise the champion in contact tracing as well as being tapped as a resource person in both national and international organizations and offices, to share learning experiences in

response to the COVID-19 pandemic.

2. Good Governance at all levels

In combating the COVID-19 disease, Baguio City has produced outstanding results in meeting the needs of the City while making the best use of available resources. Strong partnerships between and among the NGAs and/or neighboring LGUs are demonstrated through their participation and quick response to emerging needs brought about by the pandemic.

For improved economic benefits and easy adaptation to economic transitions in the city and neighboring LGUs, the BLISTT (Baguio, La Trinidad, Itogon, Sablan, Tuba, Tublay), promoting inter-local cooperation, regularly meets and have shared different resources for different needs, and have resulted to harmonized guidelines and/or policies.

Transparency is existent particularly in the identity of COVID cases without violating the data privacy act. The data privacy act has not prevented the city from doing its job to cope and mitigate measures in dealing with the pandemic specifically in using personal data and other relevant information of a COVID patient. Baguio citizens give their consent and allow the city's access to COVID information to facilitate contact tracing which is necessary for this time of emergency.

The City received a total amount of PhP 21,183,032.40 for COVID relief efforts and humanitarian response. As of June 22, 2020, cash amounting to PhP 2, 199,845.00, and cheques worth PhP 2, 959,000.00 were used to purchase goods for relief packs and other expenses related to COVID-19. Gift certificates worth Php 1,000,000.00 were used to purchase relief packs for the Senior Citizens and PWD. The cheques in the amount of Php 2,065,000.00 and is under the name of the City of Baguio were forwarded to the city accounting and treasury offices. From the donations, Php 60,000.00 was forwarded to the City Administration (CADMO) for the use of the Sto. Nino Hospital. Other contributions include PPEs, goods, and medicines amounting to PhP 15,024,187.40. These realized donations were realized because of the donors' high trust to the local government.

It is also through good governance that the people of Baguio maintained the cooperation and discipline relative to following the minimum health standards.

3. Establishment of Quarantine/Isolation Facilities

The City has provided quarantine/isolation facilities for suspected COVID-19 positive patients, while some private hotels offered resting facilities for health workers during the ECQ and GCQ considering the limited transportation service.

To adhere to the 14-day quarantine period, concerned government agencies and the private sector allowed their resources to be used as temporary isolation facilities.

Among the operational quarantine facilities in the city is a 28-room at Lindi Hotel (March-June 30), the former Sto. Nino Hospital was renovated as a reserved isolation facility and exclusive dialysis center for COVID-19 patients (now currently being used with the surge of covid cases brought by mass testing), a 5-storey building along Marcos Highway, Tuba, the Baguio Teachers Camp for returning Overseas Filipino Workers (OFWs) and the Baguio City High School that will serve as a quarantine area for returning stranded students, workers and construction workers from the lowlands wanting to work in construction sites in the city.

4. Returning Baguio Residents (RBR) Process and Triage Process

All returning Baguio residents (repatriated OFWs, LSIs from outside Baguio), APROs and those individuals with indispensable travels in the City are mandated to secure medical certificates and travel authority passes from their place of origin and are required to accomplish online the health declaration forms prior to entry in the city border. Upon entry, they are directed to the designated triage facilities for check-up and screening.

This process ensures that the presence of the virus will be detected and contained early to prevent importation of cases.

5. Real-time COVID-10 Tracker

Baguio City's EndCov-19 System shows the graphical breakdown of presumptive and confirmed COVID-19 cases as well as the monitoring of COVID-19 related activities such as testing and results done in the city, all updated real-time. It also shows the status and details of COVID-19 positive patients, without violating their right to privacy.

6. Baguio Survival Garden

The city, through the Agriculture office initiated the establishment of "survival gardens," which not only ensured FAITH (Food Always in The Table) but also encouraged participants to make use of recycled materials. The practice received social media attention, reached 16,000 shares and was viewed by 3 million people in one week, later on influencing other LGUs to do the same.

7. Market Schedule and Directional Markers

Since the market is one of the most congested places, the Baguio City Market Authority (BCMA) Task Force have come up with mitigating measures to address the problem of convergence and overcrowding in the form of scheduling. The installation of visual directional guides helps to constantly remind market-goers which flow they should follow in whatever section they find themselves inside the City Market which minimizes convergence and physical contact.

The local government also provided market and mall (including grocery stores) schedules to each district and even the adjacent municipalities of the province of Benguet who buy essentials in the city.

8. Stress Debriefing Activity for all the Barangay Officials of the City of Baguio

The Stress Debriefing activity is conducted by the City Government of Baguio through the City Human Resource Management Office and the Health Services Office in partnership with psychiatric nurses, psychologists, professors, psychometricians and guidance counselors from various esteemed organizations.

9. Wellness Program & Sunday Lockdown

On Sundays, Burnham Park is open for Senior citizens (Grandparents' Day) and Children with Special Needs for them to keep up with their physical and mental health. Sundays are also declared to be Biking and Scooter day as a way to promote health and wellness.

10. Community Kitchen

The Community Kitchen was an initiative of the City Government of Baguio Association of City Executives wherein various City Government Offices took turns in preparing the meals and snacks of the City's frontliners to show support and appreciation for our modern heroes.

The local government was able to reduce its expenses, saving a total of Php 1.2 million for 32 days (March 30-April 30).

11. Baguio Revitalization Actions for a Vibrant Economy – Economic Stimulus Package (BRAVE-ESP), Subsidy for PUJ drivers, and Rental Holiday

BRAVE-ESP is a financing assistance to the micro and small enterprises to mitigate the impact of the COVID 19 pandemic and to cope up with the new normal measures. Similarly, PUJ drivers were also given monetary aid to alleviate the financial struggles they experienced because of the quarantine period.

The LGU also waived the rents of tenants of city-owned properties and provided grace periods for the payment of taxes. Commercial and industrial establishments that were prevented from operation during the quarantine period were also mandated by the government to waive their rents covering the duration of the ECQ and GCQ at least. Boarding houses are encouraged to give a grace period to their tenants/renters in settling their rents.

4.0 Scope

DESCRIPTION: Indicate where the public service continuity plan is applicable. Specify also in this section any pertinent functions or locations and the activities which are not included in the plan.

Here are some points that you must consider:

1. Determine the core functions of the organization. The PSCP is a process-based plan which primarily focuses on the organization's ability to deliver on its mandate amidst disruption.
2. The Public Service Continuity Plan should ideally cover the entire organization since continuity planning accounts for the prioritization of the organization's mission essential functions.

The PSCP can be structured as:

- Department-level or Organization-level PSCP
- Division-level or office-level PSCPs

3. PSCP Checklist per unit

4. The scope and applicability of the PSCP should be based on the location of the organization. The risk assessment and impact analysis will need to consider requirements based on the specific location of the organization. A PSCP for an office located in flood-risk area will have specific continuity and recovery requirements compared to another office in a different location. Consider developing PSCP on a per office-location basis.

Example1:

"This public service continuity plan shall apply to the [agency name] and any person occupying their physical office at [indicate address], including contracted providers and guests."

Example2:

"This public service continuity plan shall apply to the whole offices of the organization and any person occupying their physical office at [address], including clients and service providers."

5.0 Roles and Responsibilities

DESCRIPTION: This includes the team description, organization/offices, and responsibilities for identifying primary and alternate representatives for the tasks assignments of the Continuity Core Team.

An important part of the plan is the identification of the working group that will coordinate activities on the development, promotion, implementation, and monitoring and evaluation of the PSCP.

You may elaborate on the roles and responsibilities of the Continuity Core Team and the Disaster Control Group in this section:

1. State the purpose of the Continuity Core Team.

Example:

“The Continuity Core Team shall be in charge of the refinement, finalization, testing, evaluation, packaging, updating and improvement of the PSCP under the supervision of the [Key Person assigned as a the Continuity Coordinator] (e.g. Local DRRM Officer (or DRRM focal person of the agency/office) and/or LPDO).”

“The Continuity Core Team shall plan, measure and make arrangements to ensure the continuous delivery of critical services and products, which permits the organization to recover its facility, data and assets.”

2. Enumerate the overall duties and responsibilities of the Continuity Core Team.

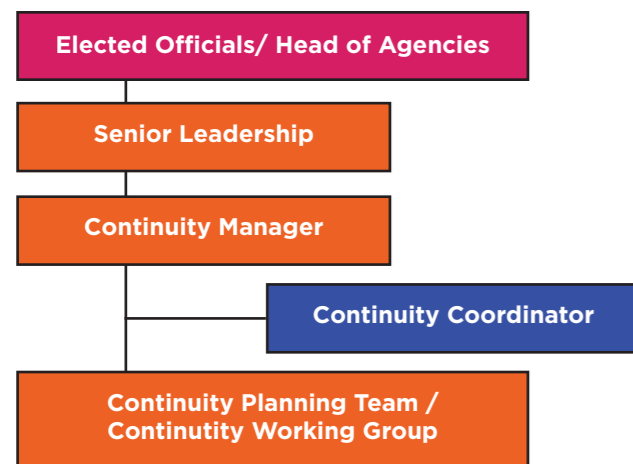
Example:

- Facilitate the refinement and finalization of the PSCP to include testing, evaluation, packaging, updating and improvement;
- Develop work plan for the completion and updating of the PSCP;
- Organize consultation meetings with the planners and relevant technical experts regarding the development of the PSCP; and
- Facilitate the presentation and endorsement of the PSCP to the authorities for comments and approval.



Notes:

- This section should not include a full description and listing of the functional units of the entire organization. If deemed necessary, you may include a Table of Organization as part of the Annex.
- This section can also include the description of structure and roles and responsibilities of the Disaster Control Group (DCG).
- The members of the Continuity Core Team are recommended to undergo the Basic Course on Public Service Continuity Planning.
- While the Continuity Core Team is responsible for coordinating activities on the development, promotion, implementation, and monitoring and evaluation of the Public Service Continuity Plan, the declaration of the activation of the PSCP is the responsibility of the Head of Agency upon the recommendation of the Disaster Control Group. The Continuity Core Team will be included in the incident and crisis management team meetings as PSCP coordinators. Unit continuity coordinators may be assigned per office.



Note: The Continuity Core Team is not limited to the recommended structure. The team may be composed of fewer or more functions, depending on its organizational structure.

Figure 2 on the structure of a Continuity Core Team
Source: FEMA Guidelines, 2013.

3. Specify the names of the working group members, office/agency and their contact details. Afterwards, indicate their respective roles and responsibilities.

4. Enumerate the expected deliverables of the Working Group. This shall serve as the accountability check to monitor the accomplishment of tasks by the Working Group.

The deliverables are usually composed of the following:

- **Work plan:** This should cover the detailed activities, timelines, and persons in-charge for completing, testing, evaluating, packaging, updating and improving the PSCP.
- **Finalized and completed PSCP:** The PSCP should include an official issuance by the Chairperson of DRRMC, Crisis Manager of CMC, or head of office/agency that formally approves the use of the plan. Also, although finalized and already approved, the plan should remain updated.
- **Proceedings of the meetings, workshops and simulation exercises:** This pertains to the chronological documentation of the proceedings and discussions during meetings, workshops and simulation exercises, to include the questions/comments/issues and concerns raised by the concerned attendees/participants.



Important Note: Once the working group has been organized, it is recommended for the authorities to issue an official document (e.g. Office Order, Memorandum Circular) that formally constitutes the group to ensure their commitment. (Refer to Forms and Template Section)

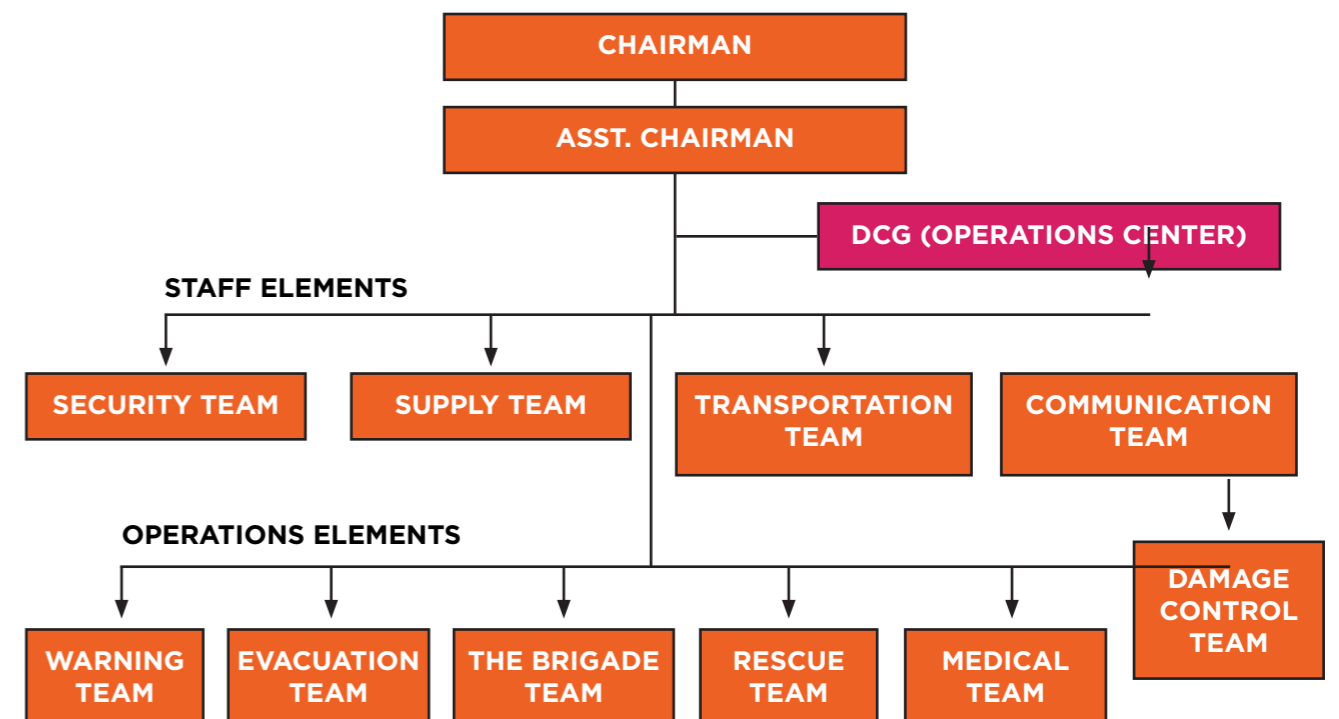


Figure 3 is a typical structure of a Disaster Control Group (DCG)

Source: Google.com

6.0 Definition of Terms

DESCRIPTION: Write down and define all the key important terms used in the public service continuity plan. Ensure that the definition used is operational or how it was used on the PSCP. Indicate the source of the definition used as applicable.

7.0 Assumptions

DESCRIPTION: Define the context or current assumptions upon which the plan is based or constrained. Assumptions will help ground the PSCP into specific context or operating environment that can influence the organization and its planning function. Assumptions describing the operating environment can include the following:

- Reference to higher-level contingency plans (i.e., National Harmonized Contingency Plan for the Magnitude 7.2 Earthquake) or related memorandum circulars (i.e., NDRRMC Memorandum Circular No. 57, s. 2020 on Updating of Public Service Continuity Plans and Contingency Plans Due to the Ongoing Public Health Emergency)
- Response measures and resource allocation based on priority hazard scenarios according to local contingency plans

For the PSCP, consider availability of resources such as people, technology/equipment, facilities and supply chain. Define the basis and constraints of the department/agency or local government unit. Constraints affecting availability of employees or critical function-holders, facility (i.e., lack of relocation site), technology and suppliers should be included as planning assumptions.

Example:

The Continuity Plan is based on the following assumptions:

1. An Incident Management System and a Disaster Control Group are established within the organization.
2. Office x is the designated relocation site in case primary office is rendered inaccessible due to the impact of the disaster event.
3. Critical resources and lifeline services (e.g. water, telecommunications) are not available within 12-24 hours.

Given that planning assumptions can change overtime, a review of the assumptions in the PSCP should be indicated to maintain relevance and applicability.

8.0 Mission Essential Functions and Recovery Time Objectives

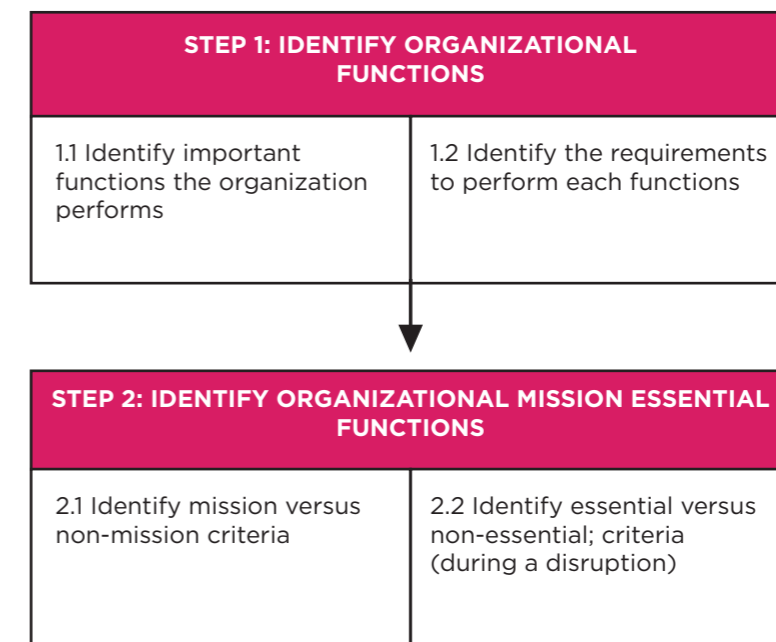
DESCRIPTION: This specifies critical functions (or mission essential functions of the agency) and their recovery time objectives. A more detailed discussion will be included in each unit's plan.

Essential Functions are critical activities performed by organizations, especially after a disruption of normal activities. These maintain the safety and well-being of the general populace. People, first and foremost, are the most important element to be secured and be cared for. Also, it is very important to sustain the industrial and economic base in an emergency. The recovery of economic activities enables a community to recover faster after a disaster event.

Categories of Essential Functions:

- **National Essential Functions (NEF)** are the functions that the President of the country & the nation's leadership will focus on to lead & sustain the nation during a catastrophic emergency. (e.g. Ensure the continued functioning of the government)
- **Primary Mission Essential Functions (PMEFs)** are the agency mission essential functions that must be performed to support the performances of NEFs before, during, and after an emergency. These are agency-level government functions that must be continued throughout, or resumed rapidly after, a disruption of normal activities.

Figure 4 shows the steps on how to identify and differentiate the organizational functions and mission essential functions.



Steps:

1. Identify all the functions that support and accomplish the mission.
2. Exclude functions that are not MEFs.
3. List products, services delivered, or accomplished actions.

8.1 Determine Mission (external functionality) vs Supporting Activity (internal requirement)

Mission functions refer to functions that result in the delivery of front-line services or critical services required by the public or other organizations. Supporting Activities refer to the internal activities required for the organization to support the delivery of mission functions. Core processes are normally considered as mission functions while support processes refer to functions that support the performance of core processes.

Reminder:

- The listing of mission essential functions can be guided by the organization’s service charter or process model.
- While the Continuity Core Team might be able to immediately identify which functions are essential and need to be recovered immediately, it is still recommended to undergo the formal process of listing all organizational functions and subjecting them to prioritization (ranking) based on consultations from the different continuity coordinators and focal persons from each office, unit or department.
- Consider a process-based listing of mission essential functions.

Each office or unit can come up with a listing of functions. With the guidance of the Continuity Core Team and the respective Continuity coordinators per office or unit, the listing of functions are further reviewed through the use of a Functions Categorization Matrix. This matrix will help in establishing the mission essential functions (MEFs) of the organization. The PSCP will focus on the prioritized recovery of these MEFs.

Figure 5 shows the four quadrants of mission and non-mission functions.

	ESSENTIAL	NON-ESSENTIAL (during an emergency)
MISSION	<p>QUADRANT 1 Mission Essential Function</p> <p>Example: 24/7 Monitoring of Operations</p>	<p>QUADRANT 2 Deferrable Mission</p> <p>Example: Conduct of IEC, training activities, drills and exercises</p>
NON-MISSION	<p>QUADRANT 3 Essential Supporting activity (ESA)</p> <p>Example: Provision of general and logistical support</p>	<p>QUADRANT 4 Deferrable Supporting Activity</p> <p>Example: Morale and Welfare Activities (e.g family day, team building activity)</p>

For further instructions please refer to Form 3 (Page 83)

Functions can be categorized into the following:

a) Mission-Essential (Quadrant 1): These are the priority functions which the office or organization needs to conduct as: 1) part of their core mandate; and 2) as classified vital or “essential” even during a disaster event. MEFs for agencies or organizations that play critical roles in disaster response will include emergency response services (e.g., EOC functions).

Questions to ask in order to determine an agency or organization’s MEFs:

- “Are these functions part of my organization’s core mandate (mission)?”
- “Are these functions considered vital in the delivery of front-line services or critical services needed by the public even during disaster events?”
- “If disrupted, will these cause grave inconvenience to the public? Will the disruption of these functions result in major complaints from the public?”

The immediate and organized recovery of the MEFs is the main focus of the PSCP. The prioritization of which MEF needs to be recovered immediately (based on the Recovery Time Objectives) will be the basis of the continuity and recovery strategies to be set in the PSCP.

b) Mission-Non Essential (Quadrant 2): Mission-non essential functions are also core functions of the agency or organization. However, these can be deferred temporarily during a disaster event or when disrupted.

Questions to ask in determining Mission-Non Essential Functions:

- “While considered as core functions of my organization, can these be deferred temporarily in order for us to focus on more critical functions?”
- “Do these functions refer to services immediately needed by the public? Do they serve life-saving purposes?”

c) Non-mission Essential (Quadrant 3): These are called Essential Supporting Activities. These are functions that are considered support services and are crucial to supporting the performance of mission essential functions. Examples of ESAs include IT support, procurement and disbursement of funds for emergency management services. ESAs are needed to recover and perform MEFs; thus, they will need to follow the recovery prioritization of MEFs as well. If an MEF has a recovery tiering of Tier 1 (i.e., immediate recovery within 12-24 hours), then the corresponding ESAs to support the recovery and performance of that MEF need to be prioritized as well.

d) Non-Mission Non-Essential (Quadrant 4): These are supporting functions that can be deferred temporarily during a disaster event

Highlight activities under Quadrants 1 and 3 as these are Mission Essential Functions (MEFs) and Essential Supporting Activities (ESAs). Recovery Time Objectives will be determined for MEFs. These will be determined through the Service Impact Analysis.

8.2 Risk Analysis

- Natural Hazards, such as earthquake, flooding, landslides, storms, liquefaction.
- Human-induced hazards, such as industrial and technological events from poor planning and negligence, failures in the electrical grid, transportation, communications and water supply. Climate change has an element of natural and climate-induced hazards which could affect water supply and energy consumptions
- Threats arising from deliberate actions by individuals or groups such as civil disturbances and terrorist threats, and complex emergencies such as conflicts and displacement.

Like the national and local government’s exercise of disaster risk assessment for contingency planning, public sector organizations also need to undertake a risk assessment to help identify vulnerabilities of critical functions within the organization. A formal risk assessment mechanism for continuity of operations within the organization will also help formalize agreements from the management on supporting priority strategies for risk mitigation and control.

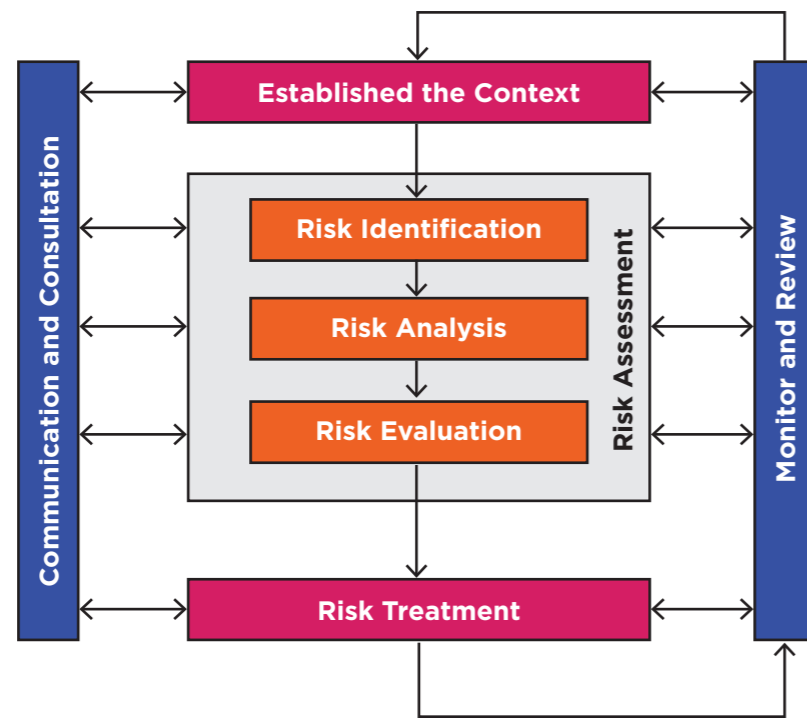


Figure 6: The Risk Management Process (ISO 31000)

Steps to Risk Analysis for PSCP:

1. Hazard and Risk Identification

The risk assessment process starts with the identification of hazards and the corresponding risk that these hazards pose to the organization. Proper identification of hazards will help in the appropriate classification and prioritization of risk.

1.a Start with Hazard Identification: Identify hazards based on different categories (e.g., natural, human-induced, technological, biological)

1.b Identify Risk: Risk identification is the process of finding, recognizing and describing risks that could “affect the achievement of objectives” (ISO 31000). Based on the identified hazards, specify the risk to critical functions and to the organization by determining the vulnerability of the organization based on the following impact areas:

- o Facility: “Will our primary workplace be rendered unavailable?”
- o People: “Will this hazard pose as a threat to life-safety? Will this disrupt our workforce?”
- o Public perception: “Will this affect public trust and confidence?”
- o Process: “Will critical operational activities be disrupted?”
- o Technology: “Will this impact critical ICT systems or applications that support vital operations?”
- o Supply chain: “Will this affect the delivery of services by third-party service providers?”

2. Risk Analysis

A risk analysis is used to determine the nature of risk and its characteristics (ISO 31000, 2018). By determining the likelihood and magnitude of events and consequences, the organization and the Continuity Core Team will be able to acknowledge the different types and levels of risk.

2.a Evaluate Likelihood (L) and Impact (I): Similar to the risk analysis done for Contingency Plans, evaluating the likelihood and severity or impact (L x I) will result to a ranking of risk levels. Note: remember that you are rating (1 – 5) the likelihood and impact of the risk based on the identified risk categories (e.g., operational, reputational, infrastructure). There are several ways of conducting risk analyses and the organization can decide on the degree of complexity and detail, and the nature of the analysis techniques (e.g., quantitative, qualitative).

3. Risk Evaluation and Control

Risk evaluation is used to support decision making after risks have been identified and prioritized through the risk analysis. The risk evaluation process involves comparing the results of the risk analysis with agreed risk criteria in order to determine whether existing controls exist and where additional actions is required (ISO 31000).

3.a Identify Existing Controls and Assess Effectiveness: Based on identified priority risk (according to the results from the risk analysis), determine whether the organization has established current controls to reduce impact. Assess whether the organization has implemented effective control measures or other procedures that could mitigate the occurrence of loss or damage resulting from this event. Evaluate the effectiveness of these controls in order to determine whether additional risk controls are required.

3.b Determine Risk Treatment Options: Risk treatment involves the selection and implementation of options to address risk (ISO 31000). While the organization can choose to do a more detailed risk treatment plan, the following are general risk treatment options that can be considered:

- Avoiding the risk
- Decreasing likelihood
- Decreasing impact
- Sharing the risk
- Accepting or retaining the risk

Factor	Score	Description	Indicators
Very High	5	More than 90% occurrence	Regular occurrence Circumstances frequently encountered (daily/weekly/monthly)
High	4	More than 75% occurrence	Likely to happen within 12 months
Significant	3	40-74% occurrence	Like to happen within 1-2 years Circumstances encountered a few times a year
Low	2	10-40% occurrence	Likely to happen within 3 years or more
Very Low	1	Less than 10%	Happens rarely

Note that parameters description and indicators should be determined by the organization. The templates are references but organizations should be able to determine specific thresholds for likelihood and severity.

8.3 Impact Analysis

Description: Impact Analysis is the process of analyzing all operational activities and the effect that an operational impact might have upon them.

The Analysis identifies the operational loss of the organization’s essential functions over periods significant to the individual organization regardless of what caused the loss. It examines the impact on service objectives, financial position, and cash flow, regulatory and reputational issues.

The objective this is to enable the continuity core team to determine the Recovery Time Objective (RTO) of mission essential functions. RTO is the period of time within which systems, applications or functions must be recovered after an outage (Disaster Recovery Journal).

In documenting the Impact Analysis, consider the following:

1. List the mission essential functions (MEF) and its RTO.
2. RTO may be enumerated in terms of business time (e.g., one business day) or elapsed time (e.g., 24 elapsed hours).
3. Write a narrative of the impact focused on operational, legal, regulatory and reputational.
4. Identify MEF outputs - results such as products, services and information.
5. Identify input requirements - required products, services and information to perform the MEF.
6. Identify resource requirements:
 - a. Staff
 - b. Communication and IT
 - c. Facilities
 - d. Resource and budget
 - e. Partners and interdependencies (internal and external) and their products, services, information, supplies, equipment

Below is the Impact Analysis Matrix:

MEF	MET Output	MEF Output	Impacts	RTO	Resource Requirement
Provision of Alert/warning reports			*Operational	24 hrs	*People
Provision emergency management services			*Operational	24 hrs	*Communications/ Technology
Operation services			*Reputational	24 hrs	*Facilities/ Equipment

For further instruction please refer to the Form 4 (page 47)

Example:
An Impact Analysis of each MEF was conducted in order to address the following: flashfloods, fire, communication disruption, information interception.

The MEFs that will be extremely affected in terms of infrastructure and operation by an earthquake. Likewise, hazards such as floods, communication disruption has the following effect on the organization/department - reputational, infrastructural and operational.

Mission Essential Functions can be classified based on the following Recovery Tiers:

- Tier 1 MEF: should be recovered within 24 hours
- Tier 2 MEF: should be recovered within 72 hours
- Tier 3 MEF: should be recovered within 1 week
- Tier 4 MEF: should be recovered within 2 weeks
- Tier 5 MEF: should be recovered within 1 month

Here's an example of priority classifications for RTO.

The California Emergency Management Agency (2009) suggests priority classifications based on recovery time objectives (RTOs). An organization may choose different priority classifications based on their responsibilities and essential functions.

- A: Emergency response functions (0-2 hours)
- B: High impact on public health or safety (up to 24 hours)
- C: High impact on public safety and health, or on department critical operations (up to 72 hours)
- D: Moderate impact on public safety, health or department critical operations (1-3 weeks)
- E: Low Impact (3 weeks or longer)

ADDITIONAL REFERENCE:

For organizations/agencies/offices that are certified to ISO 9001 Quality Management System (QMS), their agency Business Process Map may be used as a reference in this exercise.

Description: The Business/Service Process Analysis is a study of a department/ agency or local government unit's current processes and their interdependency. The more important or mission essential core processes and support systems and procedures are identified. The objectives are to help the continuity core team better understand the context of the department/agency or local government unit and how each process is linked to each other and to examine the organization's structures and current processes.

An output of this is a diagram of the Business/Service Process Map showing and classifying its processes into Management Processes, Core Processes and Support Processes.

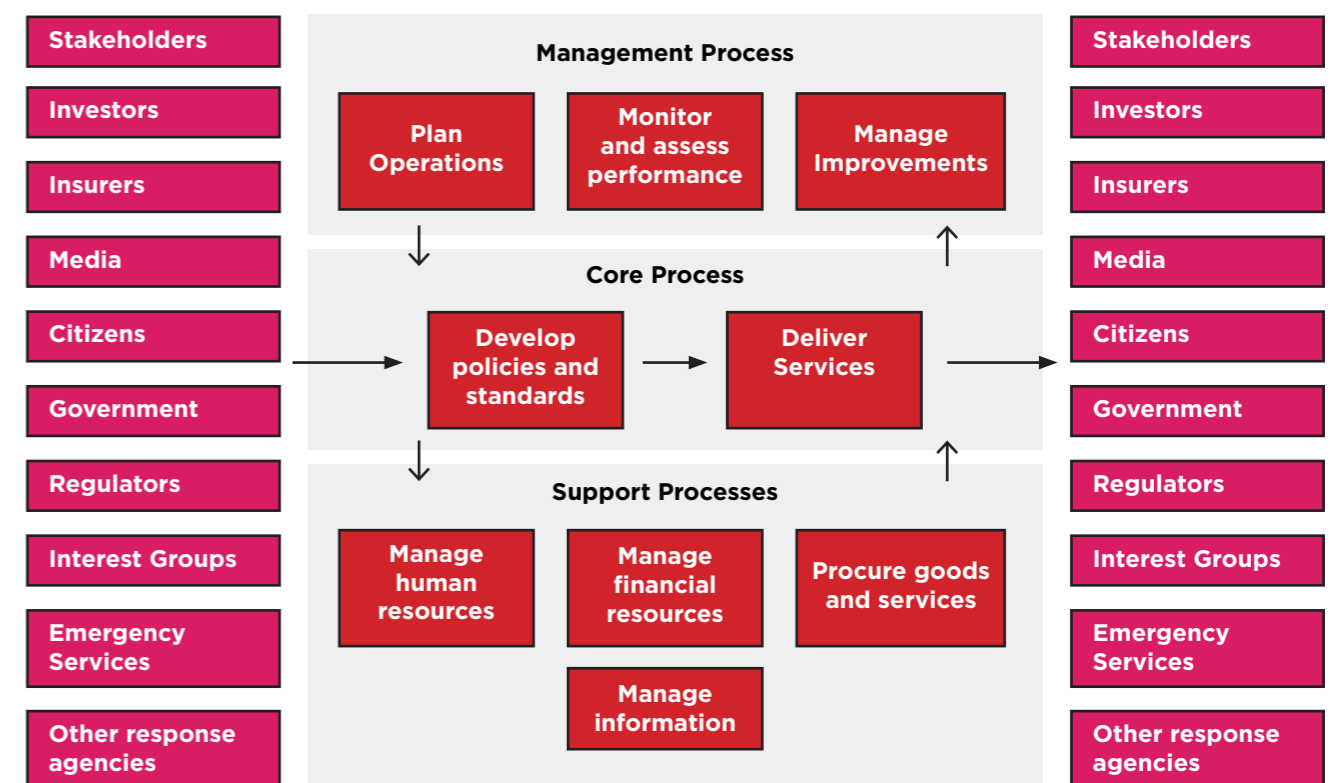


Figure 7: Sample Business Process/Service Map

Based on the diagram above, here are the samples of process that maybe listed under the following:

- a) Management – involved in planning, monitoring, managing improvements (e.g., Corporate planning, internal audit, legal);
- b) Core Processes – involved in the delivery of frontline and major services (e.g., Key operations on transport/communication/water, issuance of permit, alert/warning reports)
- c) Support – provides support to the delivery of core services (e.g., Human resources, information technology, financial management, general services)
- d) Indicate in the two boxes outside the process map the ‘public/ customer/ citizen’s/ stakeholder requirements.

Sample Continuity Strategies

To address the emergency challenges of the continuing event, COVID-19, the NDRRMC released Memorandum No. 74, s. 2020 to prescribe the guidelines on the implementation of DRRM training courses that adapts to the “new normal” circumstances of capability building.
 Source: NDRRMC Memorandum No. 74, s. 2020 dated September 01, 2020

9.0 Activation Criteria, Procedures and Authority

DESCRIPTION: This section contains the triggers to activate the Public Service Continuity Plan (PSCP) that will guide the head of the agency/office, and Local Chief Executives (LCEs) in their decisions. It also lays down the specific procedures that an agency or LGU will undertake before and during the activation. The Public Service Continuity Plan (PSCP) shall be activated when normal government practices, systems and processes are unable to adequately manage a service-related disruption. In addition, it shall clearly identify who has the responsibility to activate the plan.

9.1. AUTHORITY TO ACTIVATE THE PSCP

The Head of Agency/Office or LCE are responsible for the declaration of a continuity event which signals the activation of the PSCP. This decision is supported by recommendations from the organization’s Disaster Control Group (DCG) and Continuity Core Team (CCT).

9.2. CRITERIA FOR ACTIVATION

All government institutions should establish and document conditions under which service continuity plans are to be activated. Criteria should be derived from the institution’s policies, standards, and guidance for activating plans.

1. Disruption of Mission Essential Functions (MEFs), such as emergency services provided by agencies/offices involved in the delivery of basic and health services, preparedness and response to disaster and other critical functions based on identified recovery time objective within an organization which will result to significant downtime.
2. Loss of Head of Agency and/or critical function holder.
3. Result of Damage Assessment Team of the agency/office or LGU.



Note for activation:

• Describe the events following a decision to activate the Continuity Plan. This includes employee alert and notification procedures and the Continuity Plan implementation process. Any tools used in the alert and notification process, such as notification or call trees or automated software, should be noted in this section.

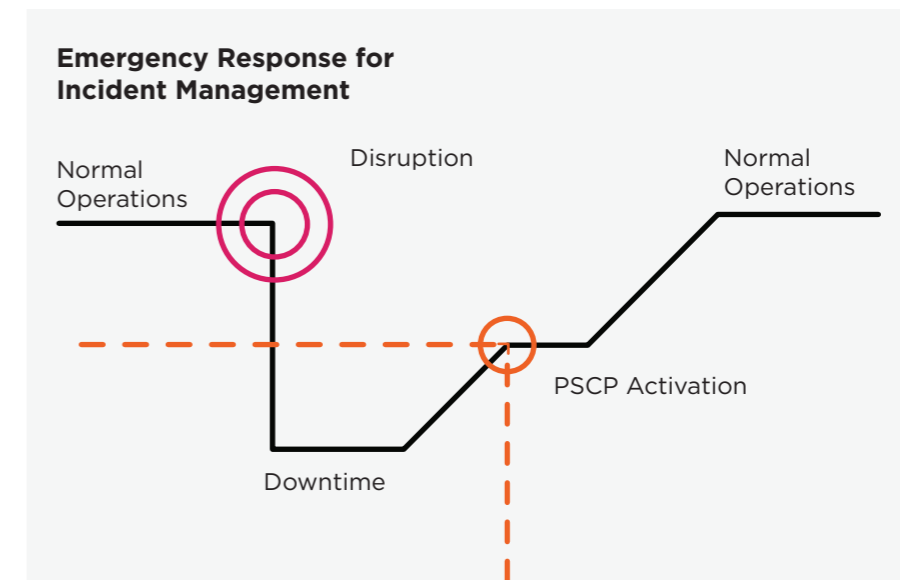
Table 1: Sample of a Notification Procedure

Individual/Organization to be Notified:	To be Notified By:

Source: California Emergency Management Agency. Preparing the State. 2009

- Consider the maximum tolerable period of disruption particularly for peace and order perspective.
- For escalation protocol, refer to appropriate crisis management manual / protocol.

Figure 8. Continuity Plan Activation Flowchart



Source: Authors’ construct based on Trainees’ Manual for PSCP

A. ESTABLISHMENT OF PROCEDURES ON THE ACTIVATION OF PSCP

Every institution shall establish, implement and maintain Public Service Continuity Procedures to manage a disruptive incident and continue its activities based on the recovery objectives identified in the impact analysis. The institution shall document procedures to ensure continuity of MEF and management of the disruptive incident.

The procedures shall:

1. Explicitly list down immediate steps that are to be undertaken when there is a disruption.
2. Contain an apt communication protocol within the agency/office.
3. Be effective in minimizing consequences through implementation of appropriate mitigation strategies.
4. Be based on identified impact threshold that justify the activation of the PSCP.

DID YOU KNOW?

Activation triggers for the Harmonized National Contingency Plan for a 7.2 Magnitude Earthquake in Metro Manila are:

- Intensity IV and above
- Magnitude 7.2 to be confirmed by PHIVOLCS report
- Request from LGUs
- Absence of contacts from EOCs

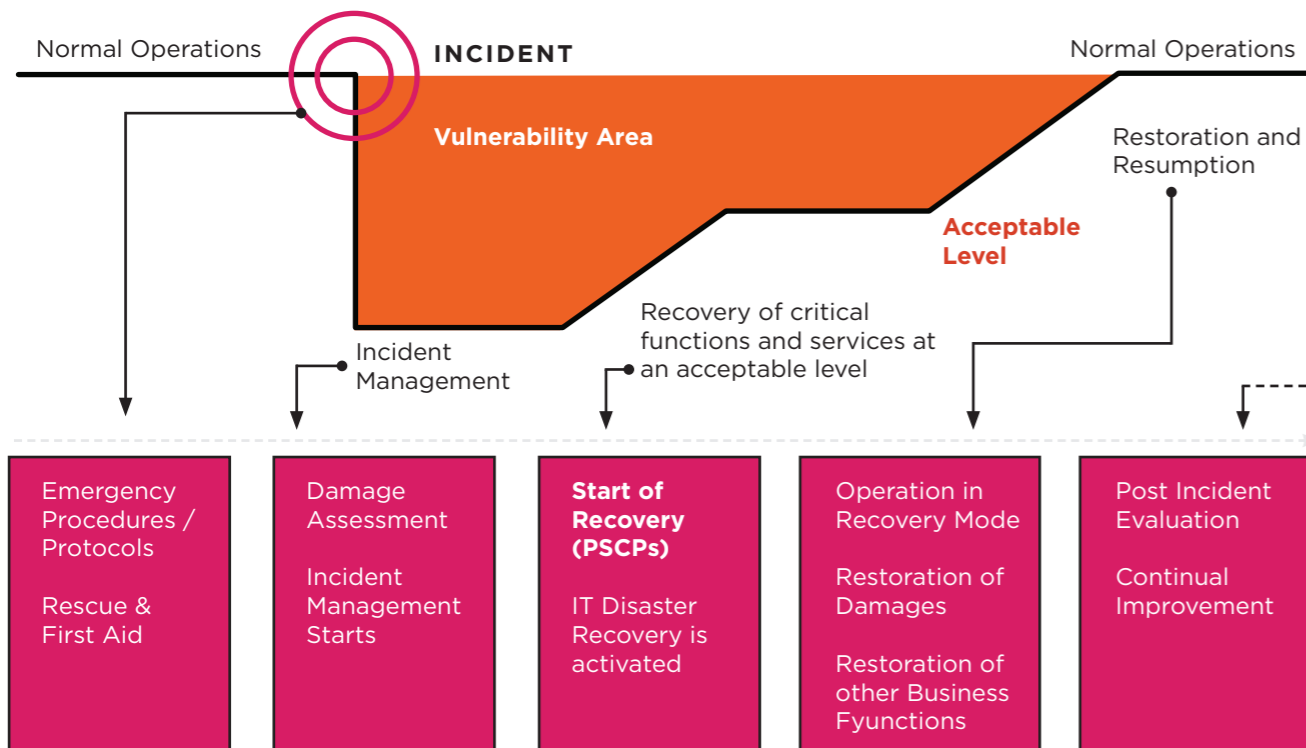


Diagram 2 shows the incident or disaster event timeline. The X-axis shows the level of impact in terms of disruption to processes (i.e., from normal level of operations to downtime) while the Y-axis reflects the time or period of disruption.

The progression along the incident or disaster timeline illustrates how an event requires specific incident management measures. The timeline also shows how continuity activation differs from the immediate life-saving measures required for emergency events. Upon the impact of any event (e.g., fire occurrence in the building, earthquake event affecting the facility), assessment occurs to determine the gravity of the situation. As life safety is a priority, emergency procedures or protocols are normally activated first as part of the organization's effort to respond to life-saving needs. Once emergency response measures have been implemented and once the emergency response team (ERT) or the Disaster Control Group (DCG) have accounted for the safety status of employees and guests within the office or facility, incident management starts where impact on facility and vital processes are assessed through damage assessment. Upon determination of extent of impact and once the DCG has determined that vital processes have been affected or when the facility has been deemed inaccessible (therefore affecting the delivery of services), then a declaration of a continuity event is done by the Head of Agency. Upon declaration of the continuity event, the organization activates the Public Service Continuity Plan (PSCP). If critical IT application and systems have been affected, then the organization will need to activate its IT-disaster recovery (IT-DR) plan. The start of the activation of the PSCP or IT-DR also reflects the period which mission essential functions (MEFs) are restored based on the agreed recovery time objective (RTO). Further progression along the incident or disaster timeline illustrates the organization's measures to move toward recovery of identified mission essential functions according to the level of prioritization (e.g., Tier 1 MEF, Tier

2 MEF, Tier 3 MEF) until complete restoration of operations have been achieved. Once operations have been stabilized, the Head of Agency, upon the recommendation of the DCG, can already declare the reconstitution of operations or the deactivation of the PSCP and resumption of normal operations. A post-incident evaluation is done to ensure that measures are assessed for continual improvement.

10.0 Continuity Strategies

“While no plan can guarantee success, inadequate plans are proven contributors to failure.”

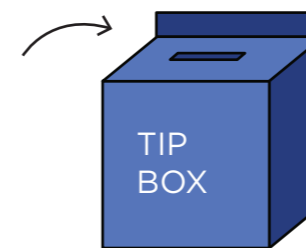
- US Department of Homeland Security Nationwide Plan Review Phase 2 Report June 16, 2006

DESCRIPTION: This section explains and describes strategies to continue the prioritized activities of the agency's Mission Essential Functions. Continuity Strategies are strategic approaches by an institution to ensure its recovery and continuity in the face of a disaster or other major incidents or service interruptions.

A. DETERMINATION OF CONTINUITY STRATEGIES

The institution shall establish documented strategies for responding to disruptive incident and how it will continue or recover its activities within the established Recovery Time Objective (RTO).

The Public Service Continuity Plan shall collectively contain:



- a. Defined recovery of critical activity and shall consider the non-critical activities
- b. Determined appropriate incident response
- c. Identified recovery period including resources
- d. Identified channel of communication with other partners involved in recovery
- e. Defined roles and responsibilities for people and teams having authority during and following an incident

The Continuity strategies for each of the following elements:

Elements	Continuity Strategies
Facilities and Buildings	<ul style="list-style-type: none"> • Identify a continuity facility capable of supporting essential operations, positions, and personnel. • Maintain listings of alternate sites or temporary workspace that can be occupied while the original building is being rebuild. • Have stand-by agreements, including MOUs for pre-identified facilities. • Install and maintain alternate power supply in the primary and alternate sites. • Moving and recovering strategies for MEF at the alternate location, including the pre-positioning of supplies (where possible), mirroring computer systems and databases at the alternate facility, or putting service level agreements in place with key vendors. • Define these systems and equipment and address the method of transferring/replicating them at an alternate site

Elements	Continuity Strategies
People	<ul style="list-style-type: none"> • Consider employee assistance benefits • Build dedicated alternate site.
Vital Records and Databases	<ul style="list-style-type: none"> • Ensure that back-up copies are duplicated and stored outside in primary and alternate locations. • Consider commercial records storage companies • Review and prioritize and transfer records and sensitive data (either hard copy or electronic media) in 2nd and 3rd locations.
Procurement	<ul style="list-style-type: none"> • Maintain open and ongoing communication with suppliers • Identify sole suppliers and take account to find alternatives far ahead of problems. How many agencies will need support from external vendors at the alternate site?
Communications and Technology	<ul style="list-style-type: none"> • Address the operability and interoperability of communication systems, including equipment with voice and/or text capability. Examples are mobile telephones, satellite phones, pagers, non-secure telephones, two-way radios, internet, and facsimile. secure telephones, two-way radios, internet, and facsimile.



Important to Note:

1. The major factors to consider for the identification of continuity strategies:
 - Recovery Time Objective (RTO) of the critical activity
 - Cost of implementing a strategy or strategies
 - Impact of inaction
2. The continuity strategies are dependent on the results of the Risk Assessment and impact analysis. They can be grouped into the following:

MEF	Recovery Strategies
MEF 1	Vital Records
	People
	Facilities/ Equipment
	Communications and Technology
MEF 2	Vital Records
	People
	Facilities/ Equipment
	Communications and Technology

For further description of the form, refer to Form 4 for Recovery Strategies.

Sample Continuity Strategies

Strategy Option for Vital Records and Resources

Mayor Hilarion A. Ramiro Sr. Regional Training and Teaching Hospital (MHARSRTTH) in Misamis Occidental and the Dr. Paulino J. Garcia Memorial Research and Medical Center (DPJGMRMC) in Nueva Ecija won the Best Hospital for the National Government Hospital Category during the 18th and 21st Gawad KALASAG respectively, for sustaining a Disaster Risk Reduction and Management in Health (DRRM-H) by complying with the four criteria of institutionalization. These criteria included 1) updated and approved Health Emergency Preparedness, Response, Recovery Plan (HEPRRP) with tabbed BCP and CP; 2) organized and trained responders for internal and external eventualities supported by Hospital Issuances, 3) availability of commodities and logistics; and a 4) functional Operation Center.

Specifically for continuity strategies, MHARSRTTH maintains a strong partnership by having a Memorandum of Agreement with its LGUs for allotment of fund and other stakeholders to supply pharmaceutical, fuel and basic supplies to ensure continuous services in times of disasters, which is an application of a Public Service Continuity (PSC) Strategy for resource augmentation that ensures continuous availability of essential resources and equipment for the continuity of operations of the their hospital.

On the other hand, DPJGMRMC has appropriate stockpiling of hospital supplies, materials and equipment with existing emergency procurement processes for internal and external (DOH) logistics demand and the availability of Pre-determined Resource Augmentation. The hospital is also equipped with its state of the art safety and security features like a Closed Circuit Television all over the hospital premises for the protection of the entire properties and a fortified lifeline facilities and back-up system for critical areas.

Source:

- National Gawad KALASAG 2017 Final Summary Report for Hospital (Government-National) Category
- The Civil Defense Gazette Volume V Issue 2
- Philippine Information Agency News Article by Carlo Lorenzo J. Datu published on May 20, 2019

Sample Continuity Strategy (People Protection)

Case Study No. 1

Earthquake victims received care in the parking lot of a government hospital in Cebu on October 15, 2013 during the 7.1 earthquake that struck the central Philippines early in the morning.

The parking lot served as the identified assembly area and temporary field hospital to continue to provide health services to their patients as they await guidance from their Hospital Incident Commander to return to their respective wards.

Source: <http://edition.cnn.com/2013/10/14/world/asia/philippines-earthquake/index.html>

Case Study No. 2

Hinatuan District Hospital from Caraga Region, Hall of Fame Awardee for Local Government Unit (LGU) Hospital during the 20th Gawad KALASAG National Awards, demonstrated notable contributions in ensuring the continuity of operations through the existence of Hospital Family Disaster Program that provides training on disaster preparedness and evacuation camps (Halfway House) for the family of hospital personnel during disasters; development of customized "Go Kits" (Hygiene plus First Aid Kits) for doctors, nurses and ambulance drivers, being strong advocates of waste management as manifested through use of compost pits; and existence of water treatment system for recycling water as toilet flushes; established system of personnel recall through alarm during emergency; and available back-up system for critical services.

Source:

NDRRMC Field Validation Report Card Gawad KALASAG 2017 Hospital (LGU) Category
<https://www.ocd.gov.ph/news/492-ndrrmc-confers-the-20th-gawad-kalasag-national-awards.html>

Case Study No. 3

The Office of Civil Defense (OCD) through their Administrative and Financial Management Service as the lead service for OCD PSCP, implemented the agency’s continuity strategies for COVID-19. These included establishment of isolation room for personnel with COVID 19 related symptoms during daily symptoms assessment; installation of foot disinfection mats in all entrances of office buildings and social distancing barriers for offices and workplaces; provision of quarantine kits to all Work From Home (WFH) personnel which includes digital thermometer to be used during daily health monitoring reporting sent via Social Media Platforms per Service/Units with HR representatives and release of guidelines and policies regarding WFH Arrangements during the COVID-19 situation.



Source: OCD Memo No. 357 s. 2020 | OCD Central Office

Case Study No. 4

As a finalist of the 21st National Gawad KALASAG for Municipal DRRM Council (1st to 3rd Class) Category, the Municipality of New Bataan of Davao de Oro demonstrated commendable efforts in DRRM for institutionalizing a community-based strategy for all their programs. They also showcased practice of delegation of authority through the decentralization of their programs from the municipality down to the purok (zone) levels that aimed to create a sense of ownership over DRRM initiatives among locals and in turn harvested efficiency and effectiveness in service implementation.

Source: Citation Report. 21st National Gawad KALASAG for Municipal DRRM Council (1st to 3rd Class) Category

Sample Continuity Strategies (Facilities - Alternative work arrangements)


The CSC adopted the Revised Interim Guidelines for Alternative Work Arrangements and Support Mechanism for Workers in the Government during the period of State of National Government due to COVID-19 Pandemic. This MC opened opportunities for exploring continuity strategies that allow government personnel to work in an approved site outside the office (telework).

11.0 Resource Requirements

DESCRIPTION: This section includes list of materials, finances, equipment, human resources, augmentation or other form of resources required to implement continuity strategies.

Service continuity requirements should be considered in the design of continuity strategies. Every institution must consider the requirement/s necessary to implement the plan. Examples of these requirements are as follows:

1. End – user requirements
2. Vital records (tip box)
3. Key voice and data communications
4. Key contacts/suppliers
5. Storage requirements
6. Equipment requirements
7. Provision of procurement process
8. Disaster data
9. Provision of relief assistance to personnel

 **Note:** Items included in the resource requirements are not necessarily available in the respective agencies/offices or LGUs.

11.1 FORMS FOR RECOVERY STRATEGIES

DESCRIPTION: Continuity Strategies are strategic approaches by an institution to ensure its recovery and continuity in the face of a disaster or other major incidents or service interruptions. This section explains and describe strategies to continue the prioritized activities of the agency’s mission essential functions. The use of continuity strategies and recovery strategies are used interchangeably.

GUIDELINES IN IDENTIFYING RECOVERY STRATEGIES:

1. Identify recovery strategies per MEF identified.
2. The recovery strategies need to consider vital records, people, facilities/equipment, communication and technology requirements to resume the MEF based on the identified RTO.
3. In coming up with the agency’s recovery strategies, there is a need to consider cost-efficiency and the impact of inaction (i.e., the impact of having these MEFs unavailable beyond the required target time for resumption or RTO).
4. The recovery strategies from a major part of the Public Service Continuity Plan.
5. The recovery strategies should be practical and applicable.

MEF	RESOURCE REQUIREMENT
MEF 1	Vital Records
	People
	Facilities/ Equipment
MEF 2	Communications and Technology
	Vital Records
	People
	Facilities/ Equipment
	Communications and Technology



Note: The top management will normally look into the cost-effectiveness of continuity strategies. For example, not all agencies need to acquire transport vehicles for their transport requirements such as for the relocation of staff to alternate sites and delivery of goods.

Continuity Resources to Recover Critical Activities

1. People
 - The most important resource.
 - Without the workforce, an agency cannot function
 - These are the officials and staff needed to jumpstart the agency.
2. Facility
 - It houses the coordination and communications capability of an agency, provides officials and personnel to do their respective tasks, and provides safety and security for both human and non-human resources.
3. Technology
 - These are equipment and tools, such as the ICT, transport and lifelines needed to support the continuity of the delivery of services.
4. Supply/ Supply Chain Needs
 - This refers to the external service providers or suppliers which an agency depends on to perform its functions.
5. Customers/ Stakeholders
 - This refers to the affected population and general public that is catered by our services. Also, this represents the different stakeholders in the private sector and other government agencies that provide support in the delivery of public services.

Sample Continuity Strategy

The Department of Public Works and Highways (DPWH) through the Bureau of Maintenance as their lead unit for PSC planning, has started procurement of Radio Communication System to ensure reliable and seamless communication within their department and among their Regional and District Engineering Offices. The communication systems included among others SSB/HF Transceiver, Base, mobile and handheld UHF Radios, Repeaters and Rapid Deployable communication system.

In addition, DPWH also included in the funding allocation as part of the World Bank Loan the relevant training/exercises that will improve PSC planning, updating, and implementation as well as capacity building, e.g. courses in EOC Development, Management and Validation; Disaster Assessment Training, Disaster Development Training; Equipment Positioning and Mobilization; tabletop exercises and drills, etc.

Source:
 DPWH Public Service Continuity Plan Continuity Core Team
 DPWH Memo BOM CD Reference No.: 2019-0231

12.0 Communication Procedure

This section will outline the procedures to be used by the office in coordinating and relaying information to the top management, employees, and its internal and external stakeholders. These procedures are as follows:

1. COMMUNICATIONS DIAGRAM

Communications diagram can be used to establish communications flow of disseminating information of the office to its external stakeholders.

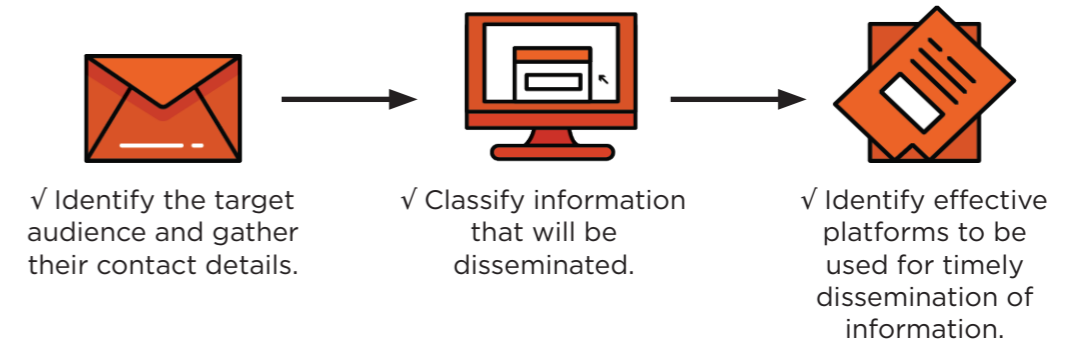
For this procedure, the end-user or agency shall consider the following:

- Classify information that needs to be disseminated.
- Identify the focal person for every stakeholder.

2. NOTIFICATION

This shall be considered in disseminating the information to the general public and other stakeholders. For this procedure, the office shall have to consider the possible platform/channel to be used in disseminating information.

In notification, the end-user shall consider the following:



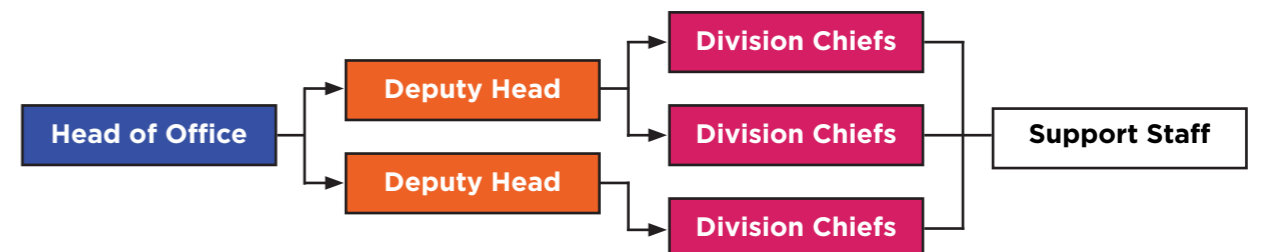
3. CALL TREE

This procedure shall be considered in relaying information internally from the employee to the management and vice versa

The end-user shall consider the following:

- Classify information that will be disseminated.
- Identify the hierarchy/flow of communications internally.
- Identify the contact individual.

Diagram 3 shows end-to-end flow from top management, middle management to staff.



4. MEDIA RELEASES

This procedure shall be considered in informing the media partners of any information affecting the office for transparency and to lessen likelihood of reputational risks.

For this procedure, the end-user shall consider the following:

- ✓ Classify information that will be disseminated.
- ✓ Identify the focal person and spokesperson that will publicize the information.
- ✓ Prepare reports, highlights, talking points and/or other references.

Sample Continuity Strategy

The Department of Information and Communications Technology (DICT) has started investing for continuity of communications relative to their National Government Data Center Project 3 that involves establishment of the National Government Data Centers.

These data centers will be operated 24/7 and will be fully equipped with the necessary network equipment and connectivity, data storage facilities, as well as cooling, security, power, monitoring, and fire-protection systems. Other existing government-owned data centers will likewise be connected to the network. Data center services for participating government agencies consist of physical hosting or collocation, backups, and security.

This initiative is a good reference to improve communication systems of agency PSC plans by specifying communication flow including activation and deactivation procedures.

Source: DICT-Disaster Risk Reduction Management Division (DRRMD)

13.0 Testing and Maintenance of the PSCP

Description: This section of Public Service Continuity Plan ensures that an agency/ department/ office's PSC Plan is validated by testing exercises, review of the processes, arrangements and communication plan (Whole PSCP). This also ensures that the plan is updated and can achieve organizational acceptance that will satisfy its recovery requirements. A plan cannot be considered reliable until it is exercised and proven to be workable.

The Continuity Core Team is responsible for ensuring the workability of the PSCP. This should be periodically verified by active or passive testing of the exercise programs.

The Core Team should be able to do the following:

- Identify the objectives for the exercise;
- Identify scope and limits of the exercise;
- Identify what type of exercise to use;
- Come up with a realistic scenario to exercise or test the objectives
- Design the exercise plan and supporting materials;
- Select controller, evaluators and simulators;
- Orient the players, controllers, evaluators, simulators and observers to the exercise rules, protocols and expectations;
- Conduct the exercise;
- Discuss the result and prepare the appropriate reports; and
- Revise the plan based on the lessons learned during the exercise.

The team should also ensure that the personnel who would carry out the PSCP are sufficiently aware of the plan's details. A PSCP that fails to meet the recovery requirements may cripple the whole process of providing effective and efficient frontline services of the government in times of disruption, emergency or disaster. A maintenance program should be put in place that ensures that the PSCP is up to date and relevant.

13.1 Frequency of Testing of Plans

Key activities include validation of plans, rehearsing of key staff, and testing of systems to test the reliability of the plan.

- It is ideal that the plan is reviewed annually. In some organizations these are reviewed quarterly.
- It is important to consider the changes in risk profiles and if there are disruptive events taking place or anticipated to occur.
- A change of administration also means that the team will provide orientations to the new management and involve them in the conduct of exercises.

13.2 PSCP Exercise Methods

a. Tabletop Exercise: This is centered on a simulated hypothetical disruptive scenario involving senior staff or other key personnel. Tabletop exercises can be a tool to build competence and support for a revised plan or procedure. An example is a roundtable scenario generation response for a tsunami incident that affected the services of a department. Joint exercises with government and aid agencies typically use tabletop exercise and drills for disaster response for natural hazards and complex emergencies. It can also involve stakeholders like CSO representatives, local government officials and community leaders.

b. Quarterly Nationwide Simultaneous Earthquake Drill (NSED): The NSED is a coordinated, supervised activity happening in schools, local and national government offices, communities, and NGOs. It is a means to examine and validate multi-agency coordination that includes live action response and showcasing of capacities for readiness.

The Philippine Government, led by the NDRRMC, has been spearheading the conduct of quarterly nationwide earthquake drills since 2012. The NSED is an annual exercise and it has garnered broad support from members of the public with heightened disaster risk awareness and good media coverage.

Poster from NSEDs between 2016 - 2018



Source: <https://twitter.com/piadesk/status/1029551499611754496>



Important Note:

In the conduct of the actual exercise, the Continuity Core Team should consider inviting other stakeholders such as those people who receives services from the department/office/agency. It is also important to record (document) and evaluate the event, through a debriefing process and written report of lessons learned.

HOW-TO: Worksheet No. 6: Public Service Continuity Programs Exercise

The PSC Program Exercise box is a tool to plot and identify the timeline for the conduct of training exercises that will ensure the efficiency and accuracy of the plan. The Continuity Core Team should be able to identify the priority exercises and the frequency of its conduct.

PURPOSE:

To develop an exercise program that will assess the internal processes of the organization to ensure effectiveness of the processes.

Expected Output: Updated and Increased Awareness of the Public Service Continuity Plan

Table 8: Matrix of Exercise Methods and outputs

Public Service Continuity Plan Exercise				
Type of Exercise Method (Check applicable methods)		Participants	Exercise Objectives	Output
Seminar and Workshop	<input type="checkbox"/>	Core team	To develop a draft of PSCP	First draft of the PSCP
Tabletop Exercise	<input type="checkbox"/>	Core team	To identify and challenges on the draft PSCP	Second draft of the PSCP
Seminar and Workshop		Core team and selected employees	To pilot-test the effectivity and efficiency of PSCP	Finalized PSCP
Seminar (Orientation)	<input type="checkbox"/>	Employees	To introduce the PSCP to the employees	Increased awareness on the PSCP
Drills	<input type="checkbox"/>	Employees	To promote the PSCP To instill pro-activeness of the personnel To test the capability of MEF	
• Fire				
• Earthquake	<input type="checkbox"/>	Employees		
• Call Tree	<input type="checkbox"/>	Employees		
• Others				
Observations and Comments				
Areas for Improvement				
Action Plan (Indicate Timeline)				

Exercise Toolkit Explained:

1. EXERCISE METHODS – These are different means of assessing and practicing established (internal and external) technical processes in a controlled environment with the aim to practice and/or improve performance and capabilities. Your agency can determine which exercises are relevant for your PSCP.

Discussion-based Exercises	Operation-based Exercises
<ul style="list-style-type: none"> • Seminar • Workshop • Tabletop Exercise (TTX) • Games 	<ul style="list-style-type: none"> • Drill • Function Exercise (FE) • Full-scale Exercise (FSE)

Remember:

- Consider the critical service processes or MEF that your agency needs to assess and evaluate.
- Align your exercise methods with existing exercises conducted by the national government activities.

2. PARTICIPANTS – Identify your target population for each exercise method. They can come from a single category or multisectoral. Is it at the level of agency, unit, division, or community? If at the agency level, is it the ExCom?

3. EXERCISE OBJECTIVES – This explains the goal of the exercise. It also outlines the scope and limitation in the implementation of the exercise. The team can outline one or more objectives per exercise.

Example of an exercise objective: To increase middle management awareness of emergency preparedness and response measures.

4. DATE TO BE CONDUCTED – Identifies the specific schedule of the implementation of the exercise.

- Consider the time of preparation needed for the implementation of the exercise)
- Indicate the Target Date for the identified exercise(s) to be conducted. Timeline can be specified in terms of quarters (e.g. Q1 and Q4) or specific month.
- The proposed schedules must be in line with the usual annual planning and budgeting of your agency.

The following fields will be filled out after the exercise. It's important to get quality feedback which can be used to enhance the forms.

5. OBSERVATION & COMMENTS – Objective assessment of the actual performance of the target population relative to the Exercise Objectives.

6. AREAS FOR IMPROVEMENTS – Identification of the gaps, issues and concerns that transpired during the implementation of the exercise.

7. ACTION PLAN – List of the next steps, ways forward and recommendations to address the identified areas for improvement.

14.0 References

List all articles, papers, books, websites and other resources that you cited in this PSCP. References include but not limited to:

- Related laws
- Related policies and ordinances (if applicable)
- Related ISO standards (e.g. ISO 22301, ISO 9001)
- Indicate relevant national plans
- Indicate relevant local plans
- Related articles

15.0 Appendices

Include materials that are appropriate for enlarging the reader's understanding about the PSCP. Such materials might include the following documents:

- Forms
- Travel directions and maps
- Relevant plans and procedures (if necessary)
- Checklist (quick reference guide)
 - 15.1 Where to gather
 - 15.2 How to assess
 - 15.3 What to decide
 - 15.4 How to mobilize
 - 15.5 How to communicate
 - 15.6 How to recover
- Hazards map
- Camp defense plan
- ICS Structure
- Evacuation Plan
- Other relevant attachments for the PSCP

16.0 Approval and Monitoring

Once all the contents of the PSCP, including the annexes, have been completed, the organized working group shall endorse and submit the plan to the relevant authorities for approval, i.e. Chairperson of DRRMC, Crisis Manager of CMC, or head of office/agency.

Also, it is strongly recommended to have a formal written document, ideally a resolution, that officially approves the plan. Once completed and approved, the public service continuity plan should be treated as a dynamic document. It is good practice to subject the plan for continuous testing, evaluation, assessment, updating and improvement.

You're ready to go!



PHOTO: Government representatives accomplishing the workshop modules during the Training on Public Service Continuity Planning.

CHAPTER 3: Forms & Templates

FORM 1: PUBLIC SERVICE CONTINUITY POLICY

INSTRUCTIONS:

1. Draft the organization's Public Service Continuity Policy.
2. Ensure that the PSC Policy aligns with the organization's mission, vision and mandate.
3. Ensure that the policy statements reflect the management's commitment on the continuity of operations.
4. Craft the PSC policy that is focused on organizational resilience.

[Agency logo]	Document No: *Align with existing document control procedures	Revision: 0
[Agency name]		Effectivity Date Month-Day-Year
Public Service Continuity Plan		Page 1 of 1

FORM 2: RISK ASSESSMENT

INSTRUCTIONS:

- Use the Risk Assessment template provided
- In Column 1, identify hazard/threat that could impact your office or organization.
 - Consider possible external, natural, procedural, and internal hazards/threats.
 - Identify location-specific hazards. If an organization has different locations (e.g. same main office but different distant buildings), indicate scope of Risk Assessment. Specify which hazards/threats are unique for certain locations.
- Column 2: Categorize the identified hazards/threats according to risk categories (People, Facility, Public, Process, Supply Chain, and ICT).
 - Provide descriptions on how the categories are affected by the identified hazard/threat.
- Column 3: Do a risk analysis. Determine likelihood and severity.
 - Assess likelihood or possibility in terms of FREQUENCY and PROBABILITY of occurrence: 5 as almost certain and 1 as rare.
 - Consult hazard maps and assess previous occurrences.
- Column 4: Determine the risk rating.
 - rate impact (consequence). 5 as extreme and 1 as incidental/negligible.
- Column 5: This will compute the Risk Rating/Score.
- Column 6: Specify existing controls.
 - After determining the risk rating, identify controls that are currently in place for the potential threats. Examples of current controls include having fire detection, alarm, and suppression system installed in the facility, conduct of regular earthquake and fire drills, IT backup.
 - Emphasize that the identified controls should currently exist. Note that these are not yet the action plans.
 - If there are no existing controls, indicate "none".
- Column 7: Determine the effectiveness of current controls. Indicate "none" if there is none.
 - Determine the effectiveness of the current controls in terms of rating.
 - Rate 5 if controls are in place and leading to practice and 1 with no controls in place.
 - Check the appropriate rating as indicated in the Risk Assessment template.
- Column 8: Indicate risk mitigating measures to address the gaps of current controls.
 - Given the effectiveness rating, come up with risk mitigating measures (e.g. Action Plan) to address the current gaps of the controls.

HAZARD AND RISK IDENTIFICATION		RISK ANALYSIS						RISK EVALUATION AND CONTROL		
THREAT	RISK	LIKELIHOOD		IMPACT		RISK SCORE		CURRENT CONTROL MEASURES IN PLACE	EFFECTIVENESS	RISK MITIGATING MEASURES
Natural, Human-Induced, Technological, Biological, External, Internal	"Risks can be categorized as affecting the following: 1. People 2. Facility 3. Public 4. Process 5. Supply Chain 6. ICT"	"Assess likelihood in terms of FREQUENCY and PROBABILITY 5 - Frequent/Almost Certain 4 - Likely 3 - Possible 2 - Unlikely 1 - Rare"		"Assess the impact as: 5 - Extreme 4 - Major 3 - Moderate 2 - Minor 1 - Incidental"		"Assess the risk as: Very High High Moderate Low Very Low"		"Indicate current control measures in place (consider both infra and non-infra interventions)"	"Assess effectiveness of current controls: 5 - With controls in place which are working and controls in place are industry leading practice. 4 - With highly effective controls in place, with little room for improvement. 3 - With fairly effective controls in place but needs improvement 2 - With Controls in place but are ineffective 1 - No Controls in Place"	Action plan to further reduce or mitigate risks if current controls are not sufficient
Earthquake (ground shaking)	People: Employees are affected and critical function holders will not be able to report for work	3	Possible	5	Extreme	15	Moderate	Non-infra: Annual earthquake drills	3 - With fairly effective controls in place but needs improvement	"1. Improvement should consider mapping of employee residence. 2. Provision of family preparedness training."
	Facility: Main office will be affected and rendered inaccessible	5	Frequent or Almost Certain	4	Major	20	Very High	Infra: Building is retrofitted	4 - With highly effective controls in place, with little room for improvement	1. Maintenance through regular building inspection.
Tropical Cyclone/Heavy Rainfall	People: Employees are affected and critical function holders will not be able to report for work	5	Frequent or Almost Certain	4	Major	20	Very High	"Non-infra: Alert System established."	3 - With fairly effective controls in place but needs improvement	1. Provision of Vehicle Services for Employees with difficulty accessing office for work 2. Establishment of alternate working mechanism (e.i.WFH) for a percentage of personnel
	Facility: Main office will be affected and rendered inaccessible	3	Possible	5	Extreme	15	Moderate	Infra: Alternate site identified.	4 - With highly effective controls in place, with little room for improvement	1. Identification of at least 2 Alternate Sites 2. Establishment of protocols re Activation and Transfer to Alternate Sites
Terrorism	Process: Office lockdown affecting operations	2	Unlikely	5	Extreme	10	Low	Non-infra: Physical security of office is secured	3 - With fairly effective controls in place but needs improvement	"1. Establishment of Work from home strategies for employees affected by office lockdown (for security purposes) 2. Establishment of ICT redundancy for possible work from home strategies"
Cyberattack	ICT: Failure of IT-dependent systems and applications	5	Frequent or Almost Certain	5	Extreme	25	Very High	Infra: Upgrading of ICT equipment and installation safety measures	3 - With fairly effective controls in place but needs improvement	1. Development of IT Disaster Recovery Plan
Landslide	People: Employees are affected and critical function holders will not be able to report for work	3	Possible	5	Extreme	15	Moderate	Non-infra: Bi-annual evacuation drills	3 - With fairly effective controls in place but needs improvement	"1. Improvement should consider mapping of employee residence 2. Provision of family preparedness training for all employees"

FORM 3: MISSION ESSENTIAL FUNCTIONS

INSTRUCTIONS:

1. Use the template provided to establish the MEF
2. List down functions or activities which can be considered as:
 - a. Mission-Essential (Quadrant 1) - Important functions or activities which the office or organization need to conduct as: 1) part of their core mandate; and, 2) classified vital during emergencies (e.g. emergency management services, operation services).
 - b. Non-mission Essential (Quadrant 3) - These are called Essential Supporting Activities. These are functions or activities that are not major activities (e.g. related to the core mandate of the organization) but are considered as crucial to support the performance of mission essential functions (e.g. IT support, procurement and disbursement of fund for emergency management services).
 - c. Mission-Non Essential (Quadrant 2) - These are core activities of the office or organization but can be deferred temporarily during an emergency (e.g. conduct of training, research).
 - d. Non-Mission Non-Essential (Quadrant 4) - These are supporting activities that can be deferred temporarily during an emergency (e.g. processing of leave forms, hiring).



Note: Highlight activities under Quadrants 1 and 3. These are the Mission Essential Functions (MEFs) and Essential Supporting Activities (ESAs) that are expected to be performed during an emergency / disaster phase relative to the mandate of the organization.

IDENTIFICATION OF MISSION ESSENTIAL FUNCTION


Organizational Function(s)	Functional Requirement(s)	Mission or Non-Mission	Essential or Non-Essential	Function Category
Identify important functions the organization performs.	Identify the requirements to perform each functions.	Identify Mission versus Non-mission criteria.	Identify Essential versus Non-essential criteria (during a disruption).	[AUTOMATIC] Overall Category of Organizational Function
		<i>Non-Mission</i>	<i>Non-Essential</i>	<i>Q4: Deferrable Supporting Activity</i>

	ESSENTIAL	NON-ESSENTIAL
MISSION		
NON-MISSION		

FORM 4: IMPACT ANALYSIS

INSTRUCTIONS:

1. Use the template provided for Impact Analysis
2. In COLUMN 1, List down the MEFs of the organization In COLUMN 2, For the MEF outputs, identify the products or services that are delivered by a particular MEF (e.g., vital reports produced, and information released through the operations services).
3. In COLUMN 3, For the MEF inputs, determine whether the MEF requires information (e.g., reports from LGUs, other agencies), services or authorization from other offices (e.g., internal units, other government agencies) in performing the MEF.
4. In COLUMN 4, Classify the impact of disruption to the MEFs in terms of operational (affecting the service-provision of the organization), regulatory (non-compliance to a legal or regulatory requirement), infrastructural (potential for losses due to failures of basic services, organizational structures and facilities), and/or reputational (impact affecting the image of the organization).
5. In COLUMN 5, Determine each MEF's Recovery Time Objective (RTO). This is the target time for resumption of services per MEF once interrupted.
Impact Analysis Tiers: RTO
Tier 1 (T1): 0 - 12 hours
Tier 2 (T2): 12 - 24 hours
Tier 3 (T3): 24 - 48 hours
Tier 4 (T4): 48 - 72 hours
Tier 5 (T5): 72 hours and beyond
6. In COLUMN 6, Determine what resources are needed in performing the MEF. Specify resource requirements for people, communications/ technology, facilities/equipment, partners and interdependencies.

 **Notes:**
In accomplishing the Impact Analysis form is dependent on the MEFs identified. (If the MEFs change, the Impact Analysis is updated)

- Review the process flow of each MEFs to better identify the actual MEF outputs and inputs.
- Classification of the impact can be direct or indirect.
- The RTO must be consistent to the agency's mandate, policies, guidelines and/ or citizen charter.

MISSION ESSENTIAL FUNCTION	MEF OUTPUT	MEF INPUT	IMPACT TO ORGANIZATION IF NOT PERFORMED	RECOVERY TIME OBJECTIVE (RTO)	RESOURCE REQUIREMENT
*refer to MEF list based on Functions Categorization	Products or services that are delivered by a particular MEF (e.g. vital reports produced and information released through the operations services)	Determine whether the MEF requires information (e.g. reports from LGUs, other agencies), services or authorization from other offices (e.g. internal units, other government agencies) in performing MEFs.	**What are the consequences if MEF is not delivered due to disruptions? *Impact or consequences can be operational (affecting processes), reputational (affecting organization's reputation or public image) or regulatory (non-compliance to regulatory requirements)"	"Tier 1: Must be performed within 0 - 12 hours Tier 2: Must be performed from 12 - 24 hours Tier 3: Must be performed from 24 - 48 hours Tier 4: Must be performed from 48 - 72 hours Tier 5: Can be performed from 72 hours and beyond"	**No. of people required to perform the MEF *Facility and equipment needed to perform the MEF *Communications and IT requirements needed to perform the MEF *Other resources required (Budget, Partners, etc.)"
<i>Disseminate information and raise public awareness.</i>	<i>Press Release, SMS Infoblast Messages, Advisories, Situational Reports</i>	<i>Incident Reports [indicate source], Memorandum, (e.g. on Activation of Alert), Bulletins/Updates (e.g. Weather, Earthquake)</i>	<i>Operational: Validation and update of situation to affected area may be delayed or impeded. Additional workload for response operations due to possible casualties to uninformed end-users. Reputational: Decreased credibility and trust of public to NDRRMC in provide information. Regulatory: RA 10121, RA 10639 (Free Mobile Disaster Act)</i>	<i>Tier 1: Must be performed within 0 - 12 hours</i>	<i>People: 1 Administrative Support, 1 IT Specialist, 1 SDO Facility / Equipment: Operation Center, Desk, Printer, Scanner Communication / IT: Computer [indicate specs and Applications needed], Facsimile, Internet Connection [indicate speed] Others: DRRMOs, Php [approximate amount]</i>
					<i>People: Facility / Equipment: Communication / IT: Others:</i>
					<i>People: Facility / Equipment: Communication / IT: Others:</i>
					<i>People: Facility / Equipment: Communication / IT: Others:</i>
					<i>People: Facility / Equipment: Communication / IT: Others:</i>
					<i>People: Facility / Equipment: Communication / IT: Others:</i>

CHAPTER 4: Frequently Asked Questions (FAQs)

You are now more familiar with the benefits and application of Public You are now more familiar with the benefits and application of Public Service Continuity Planning. But with all the other plans your organizations are putting together, you probably don't know where to start.

The FAQ is intended to address your questions on how to proceed with Public Service Continuity Planning for your organization and what your team's role is in the process. Here are some responses:

1.0 PSCP vs CP

Question:

Are Contingency Plans (CP) response plans guiding us to execute our office or agency mandates based on specific hazard while Public Service Continuity Plans (PSCP) guide us on how to continue our agency mandate / services while the hazard or disaster is on-going to ensure continuity of services for the public?

Answer:

Both are response plans used to address the incident on hand.

However, the main difference between the CP and the PSCP is that the CP is a "hazard-specific plan" while the PSCP is an "all-hazards plan". Normally defined as a "worst-case scenario" plan, the CP addresses the impact of specific hazards (e.g., tropical cyclone, earthquake, flooding) through well-coordinated responses and management of resources to protect lives. We usually hear a specific CP for earthquake, a CP for tropical cyclones or a CP for landslide events. (CP Guidebook 2019)

The PSCP details how an individual agency will ensure it can continuously perform its essential functions during a disruptive incident or disaster event. The PSCP is an "all-hazards plan" since it takes into account how to anticipate the impacts of disruptive events to the critical operations of the organization. Unlike the CP, you do not need to have a PSCP for a specific hazard scenario. The PSCP is activated once mission essential functions have been impacted whether as a result of an earthquake scenario or a flooding event.

Question:

Can we eliminate CP and replace it with PSCP so that we can just have one plan?

Is PSCP a duplication of the CP, basically since PSCP is just a mere change of name copied from the Business Continuity Plan (BCP)?

Answer:

PSCP is an all-hazard plan. It focuses on the agency's essential function(s) that if disrupted, it would significantly affect the agency's level of operations. Regardless of the cause of disruption, your organization executes the PSCP and initiates continuity / recovery strategies in order to recover critical functions and resources within the organization.

The CP is a "worst-case scenario" plan. Your organization anticipates the consequences of specific worst-case scenarios identified (based on the risk assessment). The CP also indicates strategies for resource mobilization in order to respond to the specific scenario.

The PSCP and CP serve different purposes. CP entails consequence management during a specific "worst-case scenario" which the organization or the national government has identified (e.g., national harmonized CP for M7.2 earthquake). The PSCP is a plan that focuses on how the organization can recovery it's critical functions (mission essential functions), how it can protect its employees, facility and other resources in order to ensure that the organization can function and perform critical services needed by the public.

Question:

Can we just have a PSCP that includes all the CPs or they have to be a separate plan?

Answer:

Currently, NDRRMC recommends the creation of a separate PSCP from the CP given the difference of the purpose of each plan. The linkages and hierarchies of planning frameworks and documents are currently being examined and improved by the relevant unit of the OCD.

Question:

Doesn't disruption on critical functions calls for CP activation alone, as it depends on the magnitude and severity of the incident?

Answer:

The CP is structured as a "worst-case scenario" plan that specifies how the organization or a local government unit will mobilize resources in other agency/sector to respond to the needs of the stakeholder or community it serves. Hence, it does not concern itself with planning for organizational viability which the PSCP focuses on.

CP: analyzes specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to specific events and situations.

PSCP: plans for the impacts on critical processes and resources of the organization:

Both CP and PSCP have different activation criteria. The PSCP is activated once identified critical functions and resources (e.g., employees, primary facility or building) have been impacted while the CP is activated once the planning assumptions indicated in the plan of a specific incident (e.g., percentage of population affected) has materialized.

Question:

Does PSCP only caters the functions of the public services/ servants while CP focuses on civilians/ survivors of such disaster?

Answer:

The PSCP focuses on organizational viability or how the organization can recover and survive a disruptive event. This entails planning for the protection of resources (e.g., employees, building, equipment) that the organization needs in order to continue its function. The CP is a "worst-case scenario" plan that focuses on resource mobilization in order for the organization or a local government unit to respond to communities.

2.0 Plan Implementation

Question:

In the education sector, will PDO-DRRM items be materialized as planned/ suggested before so that a much more scrutinized and prepared LCP on DRRM matters be done?

We know for a fact that some of the teachers in the public schools are duly designated as School DRRM Coordinators along with their regular teaching load. Is assigning PDO-DRRM Officers for every school also part of the OCD's PSCP?

Answer:

Assigning School DRRM Coordinators is part of every organization's mandate to ensure safety of constituents within AOR, in this case, safety of teachers, students, and all other personnel within school premises. References for this are RA 10121 and other succeeding DepEd Guidelines.

PSCP does not necessarily require assignment of School DRRM Coordinators but their presence can significantly contribute to the goal of the plan in ensuring continued services amidst an emergency or disaster.

Question:

What will be the liability of the LGUs if they failed to submit the PSCP? When will be the submission of the plan?

Answer:

The NDRRMC MC. 33, s.2018 specifies how LGUs are enjoined to adopt the recommended PSCP plan template and to develop their own PSCP. Since 2019, regional DRRM councils have planned for their own timelines to complete the respective PSCPs of regional line agencies and LGUs who have attended the Basic Course on PSCP.

3.0 Scope

Question:

How do we specify the activation criteria given that no matter the magnitude of the incident, as long as the critical function is disrupted, the PSCP will be activated?

When and how will we know that we are not anymore able to deliver the critical function?

Answer:

The activation criteria will be based on the organization's recovery prioritization (recovery time objectives) of identified mission essential functions (critical functions of the organization). The organization will determine which functions are considered as "mission essential functions" (MEFs) or functions which the organization needs to perform as part of its mandate (mission or core function) and are considered critical even during disaster events (e.g., life-saving services, emergency management services) or are immediately needed by the public even during a disruptive event. These MEFs are ranked according to priority and are classified into recovery tiers. These tiers can follow the following recovery ranking:

- Tier 1 MEF: should be recovered within 24 hours
- Tier 2 MEF: should be recovered within 72 hours
- Tier 3 MEF: should be recovered within 1 week
- Tier 4 MEF: should be recovered within 2 weeks
- Tier 5 MEF: should be recovered within 1 month

Inability to perform a critical function or MEF means stoppage or disruption in the operations of the organization. Impact to workforce, equipment and office building which could affect the ability to perform the mission essential function merits the activation of the PSCP. The organization needs to determine the impact of its inability to perform its MEF based on impact categories (e.g., people, process, facility, supplier, technology). A general question to ask regarding inability to perform an MEF, “will this result to the loss of trust and confidence of the public to my organization if we fail to perform this MEF?”

Question:

Is the PSCP considered departmentwide/agencywide reference specially for NGAs with issuances/guidelines emanating from its Central Office issued for the purpose of continuous delivery of public service in order to avoid disruption of its operation?

For those offices situated in a particular place such as a compound or complex, which PSCP will prevail?

We already have a draft PSCP and needs to be updated. Do we need to create a different PSCP per specific hazard or we will just reflect / write them per hazard under the SCOPE given that each office has different PSCP depending on the disaster?

Answer:

In reference toNDRRMC Memo No. 57, s. 2020, for PSCP Documentation, consider the following documentation hierarchy:

• **Strategic (Department-wide)**

- o Agency-level Crisis/Incident Management Framework
- o Agency-level Continuity of Operations/
Public Service Continuity Policy
- o Agency-level Continuity of Operations/
Public Service Continuity Plan (the “mother plan”):
 - Risk Register and Identification of “Reasonably Worst-Case Scenarios”
 - Consolidated Mission Essential Functions with ranking of Recovery Time Objectives (Prioritization/Tiering)
 - Activation Criteria
 - Identified Alternate Site and/or Devolution Site
 - Order of Succession (Head of Agency and Executive/Management Committee)
 - Reconstitution/Return to Operations
 - Exercise and Maintenance

• **Operational (Bureau-level)**

- o Agency Continuity of Operations/PSC sections:
 - Risk Assessment
 - Mission Essential Functions and Recovery Time Objectives (Prioritization/Tiering)
 - Continuity and Recovery Strategies
 - Resource Requirements
 - Order of Succession
 - Delegation of Authority
 - Exercise and Maintenance
 - Call Tree Protocol

• **Tactical (Unit-level)**

- o Agency Continuity of Operations
PSC Checklists or Quick Reference Guides:
 - Drive-Away Kits (i.e., a list of office essentials that are required for performance of critical functions)
 - Job Aid per Mission Essential Function
 - Call Tree Accounting Form

For offices situated in a compound or complex where there are different agencies included in the premises, consider joint-planning activities to discuss and align planning assumptions that will affect the physical facility or building. Offices will still need to adhere to their respective PSCPs.

Question:

In the case of government agencies, should the PSCP begin with the national agency and then cascaded to the region?

If an agency has 13 regional offices, does it mean that the 13 regions will have different PSCPs?

Answer:?

Yes, since PSCP is a mandate/function-based internal agency plan. The scope of the plan must be discussed internally by the end-users (all employees of the agency).

Question:

If the central office and regional counterpart completely shares the same functions, the regions may anchor to the PSCP of the central office tailoring the strategies appropriate to their location or geographical set-up. Does PSCP covers all of the public service or just frontline services?

Answer:

The PSCP ensures continuity of operations of all the agency’s functions and services but prioritizes the “frontline” services categorized as the Mission Essential Functions (MEF) to be resumed immediately after an incident or disruption.

Question:

How will Public Service Continuity (PSC) Program affect my organization?

Answer:

The PSC program affects all levels of an organization, from the Head of Office down to the employees. If something happens to your office, whether brought about by human-induced or natural hazards, your organization may suffer from damages, staff may be injured: these could lead to the disruption of the quality of essential processes and functions that you deliver to the public. In these instances, you need to initiate the implementation of the PSC Program to resume the normal operations of the office at a minimum recovery time. The PSC Program also aims to protect the welfare of the personnel and ensure succession of leadership.

For example, if you are a public hospital and when you suffer from system failure, your inability to resume functions could mean that patients' lives are put at risk. Consequences can include loss of reputation in the process. With the PSC Program, you will be able to identify your critical services, determine recovery strategies, test the effectiveness of the program and enhance and incorporate some revisions to better the system.

Question:

What is the difference of PSCP and BCP?

Answer:

PSCP and BCP both aim to resume the quality delivery of essential services at a minimum recovery time through recovery strategies. These plans are designed to prioritize the welfare of the personnel, minimize losses and damages, and ensure succession of leadership. The PSCP has been coined to protect the biggest risk of government institution - its reputation. The BCP, on the other hand, has been used to refer to prevent loss of income and assets for a company or an industry: the longer the recovery, the more costly for business. The more revenue at risk per minute, the more at risk that your business will survive.

Question:

Where is PSCP in DRRM?

Answer:

In terms of activation, PSCP is activated at the Disaster Response Thematic Area. However, its development falls under the Disaster Preparedness Thematic Area.

Question:

Does PSCP look after employee welfare?

Answer:

Yes. The PSCP values employees as key resources in the development and implementation. The Staff is one of the four pillars of an organization's capability. By communicating the goals and vision of the PSCP, the morale of the employees could be bolstered amidst a crisis.

4.0 Continuity Core Team

Question:

Who will take the lead/initiate in the formulation of PSCP?

Answer:

The Continuity Core Team (CCT) is the structure that will plan, implement and maintain the public service continuity program of the agency. However, all employees of the agency must be involved as PSCP implementation includes everyone in the agency.

Question:

At the LGU level, should the Continuity Core Team (CCT) be created through an Executive Order or just create the core with the PSCP

Answer:

The creation of the Continuity Core Team (CCT) through an official document regardless of form (i.e. Office Order, Administrative Order, Department Memorandum) will reflect the commitment of the personnel in ensuring service delivery of your LGU and gives stronger rationale for involvement in the PSC programming.

Question:

Shouldn't the PSCP Core Team be required to have basic ICS training before being part of the planning and decision-making body of PSCP?

Answer:

Yes, the PSCP entails constitution of an IMT (or a Disaster Control Group) within an organization that is also flexible and modular, based on the complexity of the disruption. However, since the plan is function-based, the more significant qualification to be part of the CCT is the institutional memory or familiarity with agency's functions, processes and systems.

Question:

Who will do the PSCP in the regions?

The Regional Continuity Core Team will be doing the PSCP. The Continuity Manager will provide leadership to the overall activities of the Planning Team. At a minimum, there should be a Continuity Coordinator to facilitate the continuity planning process. He/ She should preferably be coming from the Planning, Operations, or Training Section. The availability of administrative and IT Personnel for the technical support should be ensured.

5.0 Continuity Strategies

Question:

Can we include mobilization plan for public service personnel, pre-planned alternative office to transfer, involve CSO and other stakeholders thru MOU/ MOA?

Answer:

Yes, all of those are considered continuity strategies to ensure efficient delivery of service. Further, the PSCP, once approved, can actually serve as official basis why you need to engage in partnership with others.

Question:

Is there already a guideline on digitalization of documents as part of PSCP?

Answer:

No specific guidelines states usage of Document Digitalization but like other countries who practices continuity planning, it can be included as a continuity strategy for your agency's essential functions.

Question:

What is the best alternative way to minimize physical contact on office that needs confirmation of clients (e.g. signature needed by the client on a report or to claim something on the office)?

Answer:

As no documentations to be declared as best alternative, a good practice you may consider is the electronic mailing (in PDF) of documents to concerned party and acquired signature is sent via courier. However, as an agency, we recommend you include it as an official mechanism through release of office guidelines.

In addition, your office may look forward to the DICT ongoing project on Digital Signature System as an alternative mechanism. Updates will be communicated by their office per previous meeting.

6.0 Template

Question:

Do we have an available standard PSCP template that would guide us on creating one?

Answer:

Yes, the NDRRMC Memo No. 33, s. 2018 enjoins all government entities and instrumentalities to develop their PSCP using the prescribed template created by the NDRRMC Ad hoc TWG for PSCP and with the Philippine Disaster Resilience Foundation (PDRF) as technical lead.

Question:

Is public service continuity plan mandatory to all government agencies?

Our agency GSIS already have our BCP since 2016 and it was updated last Jan 2020 when we had our actual simulation. My question is, should we strictly follow your Template containing the 15 specific parts.

Answer:

It is a national requirement pursuant to the following:

- Cabinet Action / Decision File Nos. 381-120517-34 and 666-061019-34
- NDRRMC Memorandum No. 33 s. 2018
- NDRRMC Memorandum No. 57 s. 2020
- Target outputs of the sub-Task Unit for Public Service Continuity of the sub-Task Groups (sTG) on Governance

Question:

At which part of the OUTLINE covers the following:

1. Systems & Assets Inventory and Classification (by criticality/priorities)
 2. Known Risks & Threats Inventory (with potential preventions/mitigations)
- These are some of the fundamentals in Disaster Recovery and Service/Business Continuity Planning.

Answer:

The Systems & Assets Inventory and Classification (by criticality/priorities) is tackled under the Section 8: MEF while Known Risks & Threats Inventory (with potential preventions/mitigations) is a pre-requisite of the plan and referred in the References Section.

Question:

For the Assumptions, should we add the risks since the PDCA is invoked also the QMS principle?

Answer:

Since PSCP is not hazard specific, all risks identified in the Risk Assessment are converted into function-focused consequences then serve as reference in the assumption development.

Question:

Is there a prescribed template/format of the IT Disaster Recovery Plan? Is this a separate document from the PSCP or part of the Appendices?

Answer:

There is no standard template for an IT-Disaster Recovery (IT-DR) plan; however, an organization can use basic guidance from resources and reference materials on the topic. Consult your IT group whether an existing IT-DR plan exists. This can be referred to in the PSCP under "References". There is no need to include the entire IT-DR plan as part of the PSCP Appendices, but you may use the IT-DR plan as a reference—particularly on recovery and continuity strategies and resource requirements for IT/Technology.

7.0 Plan Development

Question:

May I know the regularity in revisiting and updating of the PSCP?

Is there a standard on how often can we revisit or review the continuity plan in order for it to be timely and relevant or updated?

Answer:

It is ideal that the plan is reviewed annually relative to the government's internal audit schedule or annual planning and budgeting to ensure that the plan gets assessed for relevance and continual improvement.

Question:

Do you have a maintenance timetable and process for reviewing and updating your continuity plan?

Answer:

In line with an organization's internal review process (e.g., ISO 9001 requirements, internal audit), a PSCP should be included in the regular maintenance and review of planning and operational guidelines. A PSCP is ideally reviewed on an annual basis to ensure relevance and continual improvement.

Question:

How long will it take to craft/formulate a continuity plan?

Answer:

Depending on the maturity of the agency in terms of systems and process management, with the CCT's effort, it was observed from other NGAs who pioneered PSCP development, that writing the first draft of the PSCP takes about 3 to 6 months. But the overall management of the PSCP is never-ending as the plan doesn't end after being written. It must be implemented, regularly reviewed and updated as necessary to maintain its viability to address the needs of the agency.

Question:

In exercise, testing and maintenance of PSCP, should it be included in drills Earthquake drills then practice trigger for PSCP?

Answer:

Continuity strategies identified in the PSCP can be reviewed through drills as well as other methods of exercise such as tabletop exercises, seminar, and workshops among others.

Question:

When do we prepare a PSC Plan?

Answer:

Pursuant to Office of the President Cabinet Action/ Decision No. 666-061019-34, all government agencies are now required to prepare and submit their PSC Plans. In addition, public service continuity plans are already included as a requirement in several DRRM and local governance performance scorecards, such as the Gawad Kalasag, DILG's Seal of Good Local Governance (SGLG) and the Oplan Listo.

Question:

What is the importance of Impact Analysis in crafting the PSCP?

Answer:

Impact Analysis helps the department or agency to understand the effect of an interruption on its regular operations and critical functions. This is a departmental exercise where processes are outlined and prioritized based on urgency to fulfilling the department's mission.

Question:

What systems and plans should be in place to ensure public service continuity?

It is high time to value our Information Technology Disaster Recovery (IT DR) Plan. The IT DR Plan enables you to lessen the impact of a disaster because all the critical information, data and records are backed-up. Whenever there is no DR plan established, the habit of keeping copies of documents off-site is a good practice to emulate.

Question:

How long does it take to create a public service continuity plan?

Answer:

It should not take too long to create your first plan, but the process will depend on the scope and the complexity of your operations. Generally, the smaller the size of your operations, the less time it will take to create your plan.

8.0 Redundancy of Plans

Question:

We are strengthening our Disaster Resiliency Plan and we plan to integrate in the document the service continuity plan. Will that be ok?

Answer:

As these plans serves a different purpose and scope, plans alignment will be useful to avoid redundancy and waste of resources.

Question:

Regarding the activation criteria. Is there a procedure on determining the activation criteria? For example, in the presentation, the speaker said if the first four MEFs cannot be carried out, activate PSCP. But let's say in each of these MEFs, should there be a percent failure of the MEF delivery? How do we determine this percent failure?

Answer:

The activation criteria will be based on the organization's recovery prioritization (recovery time objectives) of identified mission essential functions (critical functions of the organization). The organization will determine which functions are considered as "mission essential functions" (MEFs) or functions which the organization needs to perform as part of its mandate (mission or core function) and are considered critical even during disaster events (e.g., life-saving services, emergency management services) or are immediately needed by the public even during a disruptive event. These MEFs are ranked according to priority and are classified into recovery tiers.

Inability to perform a critical function or MEF means stoppage or disruption in the operations of the organization. Impact to workforce, equipment and office building which could affect the ability to perform the mission

essential function merits the activation of the PSCP. The organization needs to determine the impact of its inability to perform its MEF based on impact categories (e.g., people, process, facility, supplier, technology). A general question to ask regarding inability to perform an MEF, “will this result to the loss of trust and confidence of the public to my organization if we fail to perform this MEF?”

Question:

Have you calculated the maximum data loss each system can tolerate following an unplanned incident (Recovery Point objective RPO)?

Answer:

RPO is referred and calculated for the IT Disaster Recovery. PSCP focuses on Recovery Time Objective (RTO).

Question:

Is PSCP a separate plan?

Answer:

PSCP is a separate plan, but it not necessarily a separate program as it should be embedded in the organization.

Question:

How can we say that our recovery strategies are already sufficient and effective?

Answer:

Recovery strategies will differ from every office considering its critical functions and the limited resources available. However, these strategies could be best proven effective and sufficient during the testing and exercises. Make sure to continually test and review your plan and adjust accordingly.

9.0 Succession Planning

Question:

Do we need to copy furnish the Civil Service Commission in the establishment of our Succession Planning?

Can the PSCP can appoint other personality rather than those from the legislative for the continuity of authority and plan implementation? Will it not violate the rule of succession for municipality leadership?

Answer:

Succession planning is a process for identifying and developing new leaders who can replace current leaders when they leave, retire, or die as a result of an incident or disaster event.

The succession entails short-term transfer of authority to continue an agency’s essential function (e.g. serving as an Office-in-Charge) and

therefore only serves as an alternate and not permanently taking the position but rather the responsibilities. Hence, the CSC need not to be furnished and no violation on the rule of appointing officials are made.

10.0 Program Implementation

Question:

How do public service agents (or organizations/LGUs) activate their PSCP given national policies or guidelines being issued by task-forces being organized given critical situations as it has been observed that our DRRM system, including all other policies, programs activities were set aside/ side-tracked given the presence of the IATF/NTF/RTFs/PTFs which were created since March 2020 and all issuances given down the line?

Answer:

The IATF/NTF/RTFs operate on a different structure and currently on an ad hoc function intended the COVID-19 response. Categorically, the instructions of IATF do not necessarily intervene as to how you will ensure continuity in your own organizations. In fact, STG Governance of the NTF even requires agencies to formulate their own PSCPs.

Question:

How do you plan to enforce the PSCP to all govt agencies?

Is PSCP required per office or as a municipality?

Answer:

It is a national requirement pursuant to the following:

- Cabinet Action / Decision File Nos. 381-120517-34 and 666-061019-34
- NDRRMC Memorandum No. 33 s. 2018
- NDRRMC Memorandum No. 57 s. 2020
- Target outputs of the sub-Task Unit for Public Service Continuity of the sub-Task Groups (sTG) on Governance

Question:

In the premise that an uninterrupted function of a family is advantageous in confronting the effect of a disaster on site (real time and location specific). Does PSCP can be adopted in the family preparedness setting in order to quickly respond and self-reliant in staging their own recovery measures to survive the situation and eventually contribute to hasten the efforts of the government? In what service platform?

Answer:

Yes, the principles of PSCP can be applied. You may not necessarily call it the literal PSCP as with a government but a family emergency preparedness plan, such as where to evacuate, stockpiling, how to ensure continuity of communications, all the PSCP principles can be applied in your families.

Question:

Is PSCP applicable also in the Barangay Level?

Answer:

PSCP is applicable to all government entities at all levels. However, per DILG, the barangays will only be required to submit Action Plans to their LGU management to contribute to their LGU's PSCP. Look forward to their guidelines on this.

Question:

Ano naman po ang tulong na matatanggap ng mga kooperatiba mula sa pamahalaan sa mga pagkakataon ng mga sakuna at pandemya?

Answer:

Pwede sila sumama as among the beneficiaries ng Makati City. Kung may PSCP ang Makati, dapat tuloy ang serbisyo sa mga coop kagaya nyo kahit anong delubyo

Question:

How will we promote Public Service Continuity in our own offices?

Answer:

First, you have to gain the management's commitment to ensure the success of the continuity program for your organization. Management support can be demonstrated in terms of active participation in the continuity core team, in testing exercises and through documented policy statements. Second, know your internal and external threats as an organization through the conduct of a Risk Assessment. Third, determine the important activities performed by your organization, especially after a disruption of normal activities. Fourth, do not forget to test your plan through drills and exercise the continuity program to assess appropriateness and effectiveness. Embed PSCP in your organization and radiate the goodness of a PSC Champion!

Question:

My agency already has a PSC Plan. Are we now good to go?

Answer:

Congratulations on your first step! Having a plan is already a milestone; however, be reminded that it undergoes a cycle for continuous improvement. You may ponder on these questions as you review your plan's reliability:

- Is your plan known to all office personnel? If not, how do you communicate the plan?
- Is your plan updated? If not, what are the changes in the risk landscape you need to consider?
- Are there new staff, technologies and processes that have entered the picture? If yes, how do you orient and train them?
- Have you conducted testing and exercises to make sure if the plan works as designed? If not, make sure you have included these in your regular training exercises. Regular testing of the plan at least once a year is the key to ensure its readiness.

11.0 Legal

Question:

Where do we put the Legal Basis of doing this PSCP, i.e. laws other than the RA 10121?

Answer:

- Cabinet Action / Decision File Nos. 381-120517-34 and 666-061019-34
- NDRRMC Memorandum No. 33 s. 2018
- NDRRMC Memorandum No. 57 s. 2020
- Target outputs of the sub-Task Unit for Public Service Continuity of the sub-Task Groups (sTG) on Governance

Question:

if we make the PSCP a "binding document", does it come with a penalty clause in case the Responsible Official refuses to recognize/follow the plan?

What is the legal implication when a government agency does not have a PSCP?

Answer:

The penalties will be in the form of non-adherence to regulations, reputational damage, or even damages. But moreso the unwanted consequences are the inability of your agency to provide a seamless delivery of service to the public because of not developing your agency's PSCP.

12.0 Continuity Facilities

Question:

How were you able to establish alternate site? What specific strategies were done to get funding?

Will we have future problems with COA? Will these alternate sites be covered under the 5% MOOE?

Answer:

As Alternate Sites are considered as Capital Outlay, the 5% MOOE is not applicable. A strategy you may want to consider is establishing partnerships with other sectors (e.g. private, CSO, INGO) that can provide such assistance. This are usually covered through MOU/MOA.

Question:

Can a private facility be considered for use as alternate facility of a government agency?

Answer:

Yes, you may consider private facilities as an option for an alternate site. However, because the main purpose of an alternate site is to be your back-up facility, you must ensure that the private facility is available for use when needs arise. Make sure to

review arrangements with the private service provider in order to cater to the recovery needs of your organization.

13.0 Funds

Question:

How much fund to allocate in the total Agency's budget if agency does not belong to LGU?

Should the PSCP also contain "certified funds available" portion?

How much percentage of the 5% should be allocated for the PSCP?
Are there documents as basis for the allocation?

What happens when it is not included in the GAA?
Is the budget for PSCP institutionalize in the budget of the agency?
Can we have the legal basis?

Answer:

This main basis for the allocation of funds for PSC planning and implementation is the LDRRMF relative to the NDRRMC, DBM and DILG Joint Memorandum Circular No. 2013-1 dated March 25, 2013 Given that PSCP falls under the preparedness to response plan, activities under the Disaster Preparedness such as stockpiling of basic emergency supplies (e.g. Go Bag); development of information and database generation (e.g. back-up ICT system) may be funded which are continuity strategies of the PSCP.

As for agencies, incorporate this in your usual annual budget, citing the Cabinet Action / Decision File Nos. 381-120517-34 and 666-061019-34, NDRRMC Memorandum No. 33 s. 2018 , NDRRMC Memorandum No. 57 s. 2020 and the Target outputs of the sub-Task Unit for Public Service Continuity of the sub-Task Groups (sTG) on Governance.

Question:

Is it necessary that a CSO or NGO follow your standard in implementing PSCP? How can we implement PSCP if we don't have enough budget and we didn't get support from the government?

Answer:

As of now, no guidelines exist which continuity template must non-government entities use. However, given the uniqueness of PSCP and BCP, we recommend that your agency asses which template to use, if your agency is service-type, PSCP would be a better choice. If your agency largely concerns commodity management, then BCP might compliment your org structure. As for funding, agencies don't need huge funding as PSC planning will require mostly internal data gathering and consultation. For implementation, partnership with stakeholders of common goal will be more effective for resource augmentations.

Question:

Do we need to spend a lot to do PSCP?

Answer:

Like any other planning programs, PSCP does not require intensive resources for planning and implementation. It only needs the support of the management and the identification of continuity core team to perform necessary roles and responsibilities. It may open doors for future investments and financing opportunities, but it also makes use of your available resources for PSCP to be effective.

14.0 Monitoring & Evaluation

Question:

Regarding the PSCP Parts that was discussed, does the PSCP requires internal audit same as with ISO requirements since it was referred as one of the references.

Answer:

If the organization is currently certified or aligned with ISO 9001 Quality Management System requirements or any other integrated management system requirements, then the PSCP, as with other operational plans, can be subjected to the internal audit program and schedule of the organization. Technically, the PSCP follows the requirements of ISO 22301 Business Continuity Management System requirements and can be subject to the internal audit or certification audit as part of the organization's ISO undertaking.

Question:

Do we need to submit to OCD the PSCP once it is put into place?

Answer:

Pursuant to Cabinet Action/ Decision File No. 666-061019-34, all government must submit their PSCPs to OCD for compliance monitoring.

Question:

How to maintain the PSCP in the public agency like in public schools while their no means of funds?

Do we have an evaluation on the efficiency and effectiveness of the respective PSCP of the organizations?

Answer:

Maintaining DRRM plans such PSCP can be done through desk reviews, exercises, tests, continuous risk assessment.

Contrary to popular belief, there are several typologies of plan testing, you may think that tests require huge funding but there are range of exercises you can use.

Question:

At what particular stage is the Philippines in right now in terms of a harmonized, inter-operable and seamless PSCP?

Answer:

As one of the recent DRRM tools developed in the country, PSCP is yet to be fully institutionalized. The NDRRMC MC 33, s.2018 was released in order to initiate the adoption of a prescribed PSCP template for government entities and local government units. The OCD, in partnership with the Philippine Disaster Resilience Foundation (PDRF), has conducted several batches of the Basic Course in Public Service Continuity Planning in 2018-2020. The issuance of NDRRMC MC 57, s.2020 further reiterates the operational structure of the PSCP. Currently, the OCD, with the support of the NDRRMC, is reviewing planning linkages and hierarchies to ensure interoperability of DRRM plans.

Question:

How can we say that our recovery strategies are already sufficient and effective?

Answer:

Recovery strategies will differ from every office considering its critical functions and the limited resources available. However, these strategies could be best proven effective and sufficient during the testing and exercises. Make sure to continually test and review your plan and adjust accordingly.

Review and Amendment, Feedback on the PSCP Guidebook

This Guidebook serves as a reference guide in the development of the PSCPs of government member agencies and DRRM Councils at all levels. Examples for each section of the PSCP were also included to assist them in the formulation of their respective PSCPs.

Users of this Guidebook are encouraged to provide feedback on its effectiveness in guiding them on the formulation of their respective PSCPs.

Continual update and enhancement of the PSCP Guidebook will be undertaken as necessary to ensure alignment with laws, policies and SOPs.

References & Resources

A. Laws, Policies and Plans

International

- Sendai Framework for Disaster Risk Reduction (SFDRR) 2015-2030
- Association of South East Asian Nations (ASEAN) Disaster Reference Guide
- FEMA (Public Sector Continuity related documents)
- California Emergency Management Agency (CalEMA) Continuity Planning Template, 2009

National

- Republic Act No. 10121, otherwise known as the “Philippine Disaster Risk Reduction and Management (DRRM) Act of 2010
- Executive Order 52, s. 2018, Cabinet Action Memorandum No. 381-120517-34
- Harmonized National Contingency Plan for 7.2 magnitude Earthquake
- National Disaster Risk Reduction and Management Plan and Framework
- National Disaster Response Plan
- National Security Policy for Change and Well-Being of the Filipino People 2017-2022
- National Security Strategy 2018, Security and Development for Transformational Change and Well-Being of the Filipino People

NDRRMC Issuances:

- NDRRMC Memorandum No. 33 dated 10 April 2018: Enjoining all government member agencies of the DRRM Councils at all levels, all government Departments, Offices, Bureaus, Service Units and Instrumentalities to develop their respective PSCPs to guarantee the continuity of operations amidst disruption

B. Related ISO standards:





- ISO 22300
- ISO 22301
- ISO 9001

C. Directory

In support to the government agencies and local DRRM councils in establishing a Public Service Continuity Program in their respective offices, the Guidebook on the Development of a Public Service Continuity Plan (PSCP) was completed through the collective effort of the NDRRMC TWG and Philippine Disaster Resilient Foundation (PDRF).

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PS PCP

**Public Service
Continuity Planning
Guidebook**



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Annex A. List of DMG and DRRMT representatives

Bureau/Service/Office	DIVISION	NAME of DMG Representative/s	Name of DRRMT-PMPT Representative/s
Administrative Service (AS)	Office of the Director	Jerald John M. Dikitanan	NON- PMPT MEMBER
	General Services Division	Romeo C. Toledo	NON- PMPT MEMBER
		Mark Joseph L. Calilung*	NON- PMPT MEMBER
	Asset Management Division	Lindsey Joseph Quina	NON- PMPT MEMBER
	Cash Division	Gene Patrick G. Morales	NON- PMPT MEMBER
		Edwin Gomez	
	Education Facilities Division	Arnel Viduya	Ma. Gracia Corazon V. Del Rosario
			Joseph B. Dedel - Alternate
	Personnel Division	Ramone Tinen	NON- PMPT MEMBER
	Records Division	Edwin Cuaresma*	NON- PMPT MEMBER
Baguio Teachers' Camp*		Demetrio Advincula	NON- PMPT MEMBER
		Lorenzo Juguilon Jr	



Office of the Undersecretary for Administration (OUA)

[Administrative Service (AS), Information and Communications Technology Service (ICTS), Disaster Risk Reduction and Management Service (DRRMS), Bureau of Learner Support Services (BLSS), Baguio Teachers Camp (BTC), Central Security & Safety Office (CSSO)]

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		Rosa Mananquil	
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Office of the Assistant Secretary for Public Affairs Service and		Hiedelyn R. Almendral	NON- PMPT MEMBER



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Office of the Undersecretary for Legislative Liaison and External Partnerships (OULLEP)			no designated representatives yet
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* representative who participated in PSCP Training and Workshop
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OUA MEMO 00-0821-0048
MEMORANDUM
06 August 2021

For: **Undersecretaries**
Assistant Secretaries
Bureau and Service Directors
Heads of Offices
All Disaster Management Group (DMG) Representatives
All Disaster Risk Reduction and Management (DRRM) Team
Representatives

Subject: **ORIENTATION ON PUBLIC SERVICE CONTINUITY PLAN (PSCP)**
AND FORMATION OF CORE CONTINUITY TEAM (CCT)

In concurrence with the action plan developed during the recently held *Continuation of Public Service Continuity Plan (PSCP) Training and Workshop for DepEd Central Office* last 8-9 July 2021, the Disaster Risk Reduction and Management Service (DRRMS), together with the trained PSCP DepEd Central Office Personnel, will conduct an **Online Orientation on PSCP to all DepEd Central Offices** on **18 August 2021, 9:00 - 11:00 am.**

This orientation aims to:

- Explain the concepts of the PSCP.
- Present the draft PSCP for DepEd Central Office.
- Discuss the formation of a Core Continuity Team.
- Present the timeline for the series of PSCP writeshops.

In addition, the final and approved PSCP shall be submitted by October 2021 to the Office of Civil Defense.

Thus, the DRRMS, with the trained PSCP Central Office (CO) personnel, will facilitate the series of writeshops immediately after the orientation.

Please see the attached copy of the initial PSCP Action Plan, the draft DepEd CO PSCP and the PSCP guidebook for your advance readings. Also attached is Annex A for the list of DMG and DRRMT representatives for reference.



Office of the Undersecretary for Administration (OUA)

[Administrative Service (AS), Information and Communications Technology Service (ICTS), Disaster Risk Reduction and Management Service (DRRMS), Bureau of Learner Support Services (BLSS), Baguio Teachers Camp (BTC), Central Security & Safety Office (CSSO)]

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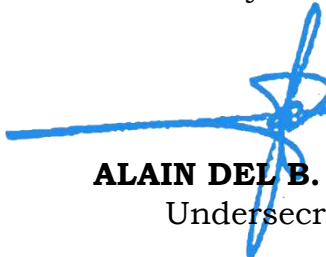

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Kindly access this link <https://forms.gle/SHLPCgDfd7gmBnbe6> to confirm your attendance. The meeting link will be provided a day before the orientation through the DepEd e-mail addresses indicated.

For any queries or concerns, you may reach Mr. Aldwin B. Rimbao through aldwin.rimbao@deped.gov.ph or mobile number 0928-388-9101 (Viber).

For your information and appropriate action. Thank you.



ALAIN DEL B. PASCUA
Undersecretary



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Annex A
List of DMG Representatives

Bureau/Service/Office	DIVISION	NAME of DMG Representative/s	Name of DRRMT-PMPT Representative/s
Administrative Service (AS)	Office of the Director	Jerald John M. Dikitanan	NON- PMPT MEMBER
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			Joseph B. Dedel (alternate)
	Personnel Division	Ramon Tinen	NON- PMPT MEMBER
Records Division	Edwin Cuaresma*	NON- PMPT MEMBER	
Baguio Teachers' Camp*		Demetrio Advincula	NON- PMPT MEMBER
		Lorenzo Juguilon Jr.	
		Edwin Oscar Villanueva	
		Antonio Nisperos	



		Moises Baldino	
		Daisy Terado	
		Elma Garchitorea	
		Alex Oliveros	
		Jaime Paa	
		Marvin Langawan	
		Rosa Mananquil	
		Dennis Sagayo	
		Walden Gahite	
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	Teaching and Learning Division	Jayson R. Tadeo	
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	Learning Resources Production Division	Joselito B. Asi	Joselito B. Asi (alternate**)
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		Loida B. Ramos	
	School Sports Division	Rhodora C. Arsenio	No designated representatives yet.
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		Warren Quisada	
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			Davedinah P. Cometa (alternate)
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	Budget Division	Leonardo A. Guledew	No designated representatives yet.
	Employee Account Management Division	Marites Rea	NON- PMPT MEMBER
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	User Support Division	Sylvia L. Borja	
		Genesis Fernando	Carmella Beroya & Danilo Albay II (alternates)
	Technology Infrastructure Division	Margie A. Facunla**	
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		John Isaac Hilario	
National Educators Academy of the Philippines (NEAP)	Office of the Director	Alicia Gesite	Alicia B. Gesite**
			Narcisa Magno**
			Raymund Halog**
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		Adison Lozano	Adison Lozano (alternate**)
	Quality Assurance Division	Robert John Santos	Robert John Santos**
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Office of Assistant Secretary for Procurement & Project Management Service (OASPPMS)		Sean Reggae D. Fugen	NON- PMPT MEMBER
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Office of the Undersecretary for Curriculum and Instruction (OUCI)		Vivien R. Gacula	NON- PMPT MEMBER QRRT MEMBERS: Emily A. Mallari** Liezal M. Selda**
Office of the Undersecretary for Finance (OUF)		Amir Ephraim F. Palomeno (alternate)	Leonardo A. Guledew
			Hugh Lexter O. Tomelden (alternate)
Office of the Undersecretary for Legal Affairs (OULA)		Tania Grace A. Navales	Tania Grace A. Navales**
			Anna Joyce C. Macabare (alternate)
Office of the Undersecretary for Legislative Liaison and External Partnerships (OULLEP)			No designated representatives yet.
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	Project Management Division	John Mark Nicolas	
	Project Development Division	Romeo T. Sotio	



Planning Service (PS)	Education Management Information System Division	Jeremiah Gumbac	Jeremiah D. Gumboc (alternate)
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Teacher Education Council Secretariat (TECS)		Eric T. Sarmiento	Rosanna Marie B. Balbuena**
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* representative who participated in PSCP Training and Workshop
 ** representative who completed the PSCP Training and Workshop



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