



REPUBLIC OF THE PHILIPPINES
NATIONAL DISASTER RISK REDUCTION AND MANAGEMENT COUNCIL

National Disaster Risk Reduction and Management Center, Camp Aguinaldo, Quezon City, Philippines

**RESOLUTION APPROVING THE REHABILITATION AND RECOVERY
PLANNING (RRP) GUIDE**

NDRRMC RESOLUTION NO. 01, s. 2019

WHEREAS, the Philippines ranks third among all of the countries with the highest risks worldwide in the World Risk Report 2018, at least 60 percent of the country's total land area is exposed to multiple hazards, and 74 percent of the population is susceptible to their impact;¹

WHEREAS, disasters carry with them unsettling consequences upon the people, especially the poor and marginalized. These consequences include, death, injury, displacement of families, loss of livelihood, deceleration of the economy, and interference of service delivery, among others;

WHEREAS, post-disaster recovery as defined in the Philippine Disaster Risk Reduction and Management Act of 2010 (RA10121), is the restoration and improvement where appropriate, of facilities, livelihood and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors, in accordance with the principles of "*build back better*,"²

WHEREAS, the National Disaster Risk Reduction and Management (NDRRM) Plan is identified as a key strategy for effective response and faster post disaster rehabilitation and recovery; the conduct of a pre-disaster recovery planning based on the NDRRMP involves creating disaster scenarios, determining key areas of intervention at any given time in the recovery process and strengthening post disaster recovery organizations;

¹ GFDRR, 2017

² RA 10121, Section 3 paragraph (aa)

WHEREAS, to ensure that the interventions are geared toward the achievement of the goal and objectives for disaster rehabilitation and recovery, a comprehensive and inclusive framework for post disaster reconstruction should be in place that will guide the whole planning process;

WHEREAS, the National Economic and Development Authority (NEDA), in line with its mandate as Vice Chair for Disaster Rehabilitation and Recovery of the NDRRMC, formulated the Rehabilitation and Recovery Planning Guide which provides the rehabilitation and recovery framework, the rehabilitation planning process and plan structure, institutional arrangements for plan coordination, implementation mechanisms and proposed monitoring and evaluation arrangements;

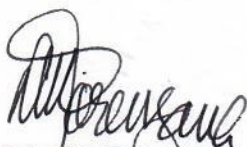
WHEREAS, the Planning Guide, which is based on lessons learned from earlier disasters and on global good practices on disaster rehabilitation and recovery, was subjected to series of consultations and roundtable discussions with selected government agencies and key stakeholders from Civil Society Organizations (CSOs) / Non-Governmental Organizations (NGOs) and development partners to confirm their identified roles in the rehabilitation process and to solicit comments and recommendations on the draft document;

WHEREAS, on 18 March 2019, the NDRRMC-Technical Management Group for Rehabilitation and Recovery has endorsed the Planning Guide for approval of the NDRRMC Full Council;

The Council **RESOLVES** as it is hereby **RESOLVED**, to approve the Rehabilitation and Recovery Planning Guide, and to have the same be disseminated to the members of the NDRRMC, Regional and Local DRRMCs, heads of national government agencies, constitutional offices, State Universities and Colleges (SUCs), Government Owned and Controlled Corporations (GOCCs), Provincial Governors, City and Municipal Mayors, members of the local Sanggunian, local finance committees and other concerned agencies for its immediate implementation. It is further resolved that the Council, through the Office of Civil Defense (OCD) shall

monitor the implementation of the Rehabilitation and Recovery Guide and shall provide technical assistance to the LGUs as necessary to ensure its implementation.

Done this 20th day of March 2019 at the Department of National Defense, Camp General Emilio Aguinaldo, Quezon City.



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Department of National Defense
Chairperson



SECRETARY FORTUNATO T DELA PEÑA
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INTRODUCTION

Background

Disaster rehabilitation and recovery is one of the four thematic areas of disaster risk reduction and management system. This thematic area covers measures that will ensure the return to normalcy of localities and communities that were affected by disasters through restoration,

reconstruction, improvement, and development activities within the principle of build forward better. It also covers measures intending to reduce post disaster impact through disaster preparedness and mitigation activities.

The National Economic and Development Authority (NEDA) is the government's socioeconomic development planning and policy coordinating body. It is a member of the National Disaster Risk Reduction and Management Council (NDRRMC) and the Regional Disaster Risk Reduction and Management Councils (RDRRMCs), as provided for in Republic Act 10121 (RA10121), or the Philippine Disaster Risk Reduction and Management Act of 2010. Under said law, NEDA is also designated as the Vice Chair for Disaster Rehabilitation and Recovery of the National and Regional DRRMC (except in ARMM and NCR where there are no NEDA Regional Offices). It is for this reason that NEDA initiated the formulation of this Rehabilitation and Recovery Planning Guide which was initially drafted through a technical assistance from World Bank.

Informed by the country's learnings from previous disasters, this Guide provides the basis procedures in rehabilitation and recovery planning of affected areas. Learnings from Typhoon Yolanda (IN: Haiyan) experience have the biggest contribution in the formulation of the Guide's over-all framework and recommended mechanisms for pre and post disaster rehabilitation and recovery.

Recovery decision-makers, planners and implementers face immense task of assessing, strategizing, and delivering services to affected communities. Resources has to be laid down to tap them effectively when the need arises. Hence, pre-disaster recovery planning should be conducted by the national, regional and local DRRM Councils. At the minimum science based scenarios, risk assessment, baseline information, recovery strategies and sources of financing recovery should be included in the pre disaster recovery activities. Capacity building for local recovery leadership, project management for long term recovery and policy formulation may come. This way, post disaster recovery planning will only need to re-adjust according to the Post Disaster Needs Assessment, scale up social services, activate planned strategies for livelihood and infrastructure, institutional arrangements and financing of activities, and integrate sustainability in the recovery and community's vision for development.

Uses of the Guide

The Guide is intended to simplify disaster rehabilitation and recovery planning by providing an overall framework and planning reference for the national, regional and local levels. It is designed to be generic rather than specific in its approach as it intends to be applicable for use for any type of disaster and to give flexibility in activities and interventions depending on the magnitude of disaster impact to be managed.

Specifically, this will have the following uses:

- Serve as primary reference for National, Regional and Local Disaster Risk Reduction and Management Councils (DRRMCs) in preparing post disaster rehabilitation and recovery plan and programs. The document is suggestive in terms of planning process, activities, and templates for planning.
- Suggests baseline data requirements for generation of National Government Agencies and Local Government Units (LGUs) for use in rehabilitation and recovery planning.

- Guide for coordination of rehabilitation and recovery efforts of national, regional and local DRRMCs including their roles, responsibilities, and institutional structures.
- Reference for the preparation and conduct of training programs on rehabilitation and recovery planning as well as in the conduct of orientation programs on DRR awareness.
- Provides a rehabilitation and recovery framework that defines long and medium term goals as well as desired outcomes of sectoral or thematic interventions.

Guide Content

The Guide is divided into five parts as follows:

Part 1 Disaster Rehabilitation and Recovery Framework

Part 2 Rehabilitation Planning Process and Plan Structure

Part 3 Institutional Arrangements

Part 4 Implementation Mechanisms

Part 5 Monitoring and Evaluation

PART 1. DISASTER REHABILITATION AND RECOVERY FRAMEWORK

1.I. POLICY FRAMEWORK FOR DISASTER REHABILITATION AND RECOVERY

Disaster Risk Reduction is an integral part of development. The importance of a risk-informed and resilient environment is recognized by the three global policy frameworks and international agreements: (a) The Sendai Framework for Disaster Risk Reduction 2015-2030, (b) The United Nations Agenda 2030 for Sustainable Development Goals and (c) the Paris Agreement within the United Nations Framework Convention on Climate Change.

As signatory or party to the three global policy frameworks and agreements, the Philippines is committed to lessen the loss of lives and resources due to disasters. It passed the Philippine Disaster Risk Reduction and Management Act of 2010 (Republic Act 10121) and prepared the National Disaster Risk Reduction and Management Framework and Plan as a concrete step towards a safer, adaptive, and disaster resilient Filipino communities.

The Philippine Disaster Rehabilitation and Recovery Framework builds on the relevant thrusts of the three global policy frameworks and integrates key principles that will promote resilience and risk reduction in post-disaster rehabilitation and recovery. The framework is also anchored on the over-all national development goals to ensure a holistic and coherent approach to rehabilitation and recovery efforts.

A. The Global Policy Frameworks

a. The Sendai Framework for Disaster Risk Reduction 2015 – 2030

The Sendai Framework for Disaster Risk Reduction 2015 – 2030 was adopted by UN member states, including the Philippines, in March 2015. The Sendai Framework aims to achieve the following outcome over the next 15 years:

“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.”

In developing the rehabilitation and recovery programs, it is crucial to adopt the strategies highlighted under the Sendai framework such as: strengthening coordination mechanisms among government institutions and other stakeholders, access to funding and streamlining procedures for relief, recovery and rehabilitation resources, pre-disaster recovery and rehabilitation planning, resilient standards/designs, and land use, baseline data build-up, smooth transition from relief, recovery to rehabilitation phase, strengthening the involvement of communities, private sector, CSOs, development partners in the process, develop sustainable medium-term and long-term programs, projects and activities (PPAs) and build capacities of national and local government staff, integrate DRR/DRM into post-disaster rehabilitation and recovery processes, and review and updating of laws and policies on overall DRM and post-disaster rehabilitation and recovery.

Specific targets for Rehabilitation and Recovery were included in Priority Area 4: Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction. The strategies for the national and local levels under the fourth priority area of action for rehabilitation and recovery are:

- Adopt public policies and actions that support the role of public service workers to establish or strengthen coordination and funding mechanisms and procedures for relief assistance and plan and prepare for post-disaster recovery and reconstruction;
- Ensure the continuity of operations and planning, including social and economic recovery, and the provision of basic services in the post disaster phase;
- Promote the cooperation of diverse institutions, multiple authorities and related stakeholders at all levels, including affected communities and business, in view of the complex and costly nature of post-disaster reconstruction, under the coordination of national authorities;
- Promote the incorporation of disaster risk management into post-disaster recovery and rehabilitation processes, facilitate the link between relief, rehabilitation and development, use opportunities during the recovery phase to develop capacities that reduce disaster risk in the short, medium and long term, including through the development of measures such as land-use planning, structural standards improvement and the sharing of expertise, knowledge, post-disaster reviews and lessons learned and integrate post-disaster reconstruction into the economic and social sustainable development of affected areas. This should also apply to temporary settlements for persons displaced by disasters;
- Develop guidance for preparedness for disaster reconstruction, such as on land-use planning and structural standards improvement, including by learning from the recovery and reconstruction programmes over the decade since the adoption of the Hyogo Framework for Action, and exchanging experiences, knowledge and lessons learned; and
- Review and strengthen, as appropriate, national laws and procedures on international cooperation, based on the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance.

b. The United National Agenda 2030 for Sustainable Development Goals

The Sendai Framework complements the Sustainable Development Goals (SDGs). The SDGs embodies a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity. It contains 17 goals which takes off from the Millennium Development Goals and include new areas such as climate change, economic inequality, innovation, sustainable consumption, peace and justice, among other priorities.

As such, disaster risk reduction is at the forefront of SDGs. DRR is incorporated in 10 out of the 17 SDGs which firmly establishes DRR as a core development strategy in achieving sustainable development.

c. The Paris Agreement within the United Nations Framework Convention on Climate Change

To address climate change, countries adopted the Paris Agreement at the 21st session of the Conference of Parties to the United Nations Framework Convention on Climate Change on December 12, 2015 in Paris, France. The Parties agreed to limit global temperature rise to below 2°C and to strive for 1.5°C. The Paris Agreement represents an important step in

international efforts to combat climate change and significantly reduce the risks and impacts of climate change, including extreme weather events and slow onset events.

d. ASEAN Agreement on Disaster Management and Emergency Response

The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) was ratified by all ten ASEAN Member States and entered into force on December 24, 2009. The AADMER fortifies the regional policy backbone on disaster management by giving priority to disaster risk reduction, thus enabling a more proactive regional framework for cooperation, coordination, technical assistance, and resource mobilization in all aspects of disaster management. Article 17 of AADMER specifically mandates Member States to jointly or individually develop strategies and implement programs for rehabilitation and promote, as appropriate, bilateral, regional and international cooperation for rehabilitation as a result of a disaster. The key areas to move the implementation of AADMER forward are articulated in the ASEAN Vision 2025 on Disaster Management which charts the strategic direction that ASEAN needs to embark to achieve a people-centered, people-oriented, financially sustainable, and networked disaster management approach by 2025.

B. Philippine Disaster Risk Reduction and Management Act of 2010, Republic Act (RA) 10121

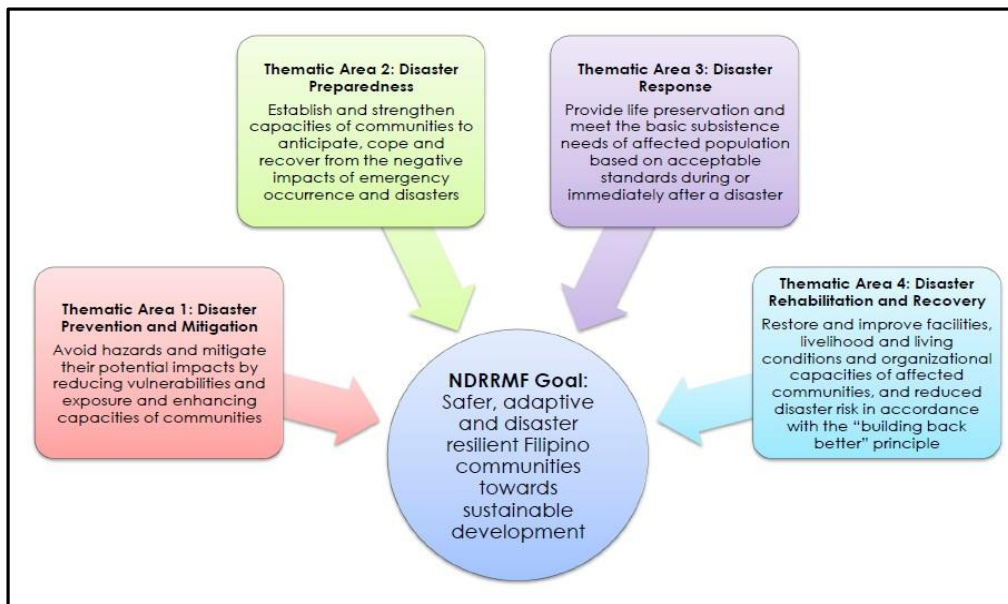
Signed into law in May 2010, the Philippine Disaster Risk Reduction and Management Act of 2010 or RA 10121 provides for the basic policies and coordination mechanism for DRRM through the Disaster Risk Reduction and Management Councils at the national, regional and local levels. Section 15 of said RA specifically indicates the criteria for identifying the lead DRRMC in “preparing for, responding to and recovering from the effects of any disaster”.

The National DRRMC is empowered with policy-making, coordination, integration, supervision, monitoring and evaluation functions. It is headed by the Secretary of the Department of National Defense (DND) as Chairperson with the Secretary of the Department of the Interior and Local Government as Vice-Chairperson for Disaster Preparedness, the Secretary of the Department of Social Welfare and Development as Vice-Chairperson for Disaster Response, the Secretary of the Department of Science and Technology as Vice-Chairperson for Disaster Prevention and Mitigation, and the Director-General of the National Economic and Development Authority as the Vice-Chairperson for Disaster Rehabilitation and Recovery.

C. National Disaster Risk Reduction and Management (NDRRM) Framework

The NDRRM Framework provide a comprehensive, all hazards, multi-sectoral, inter-agency and community-based approach to DRRM which shall serve as the primary guide to DRRM efforts of the country. It indicates the paradigm shift towards a proactive and preventive approach to DRRM with the end in view of increasing people’s resilience and decreasing vulnerability. It lays down the DRRM goal of a safer, adaptive and disaster resilient Filipino communities toward sustainable development and each of the goals of the four thematic areas towards achieving the over-all DRRM goal. In particular, the goal of the thematic area on Disaster Rehabilitation and Recovery is to restore and improve facilities, livelihood and living

conditions and organizational capacities of affected communities and reduce disaster risk in accordance with the “build back better” principle.



National Disaster Risk Reduction and Management Plan 2011 - 2028

Figure 1. Overall DRRM Framework

D. National Disaster Risk Reduction and Management Plan 2011-2028

The NDRRM Plan 2011-2028 sets down the expected outcomes, outputs, key activities, indicators, lead agencies, implementing partners and timelines under each of the four (4) mutually reinforcing thematic areas of (a) disaster prevention and mitigation, (b) disaster preparedness, (c) disaster response, and (d) disaster rehabilitation and recovery.

Details on the objectives, outcomes and outputs of the disaster rehabilitation and recovery thematic area is found in Figure 2.

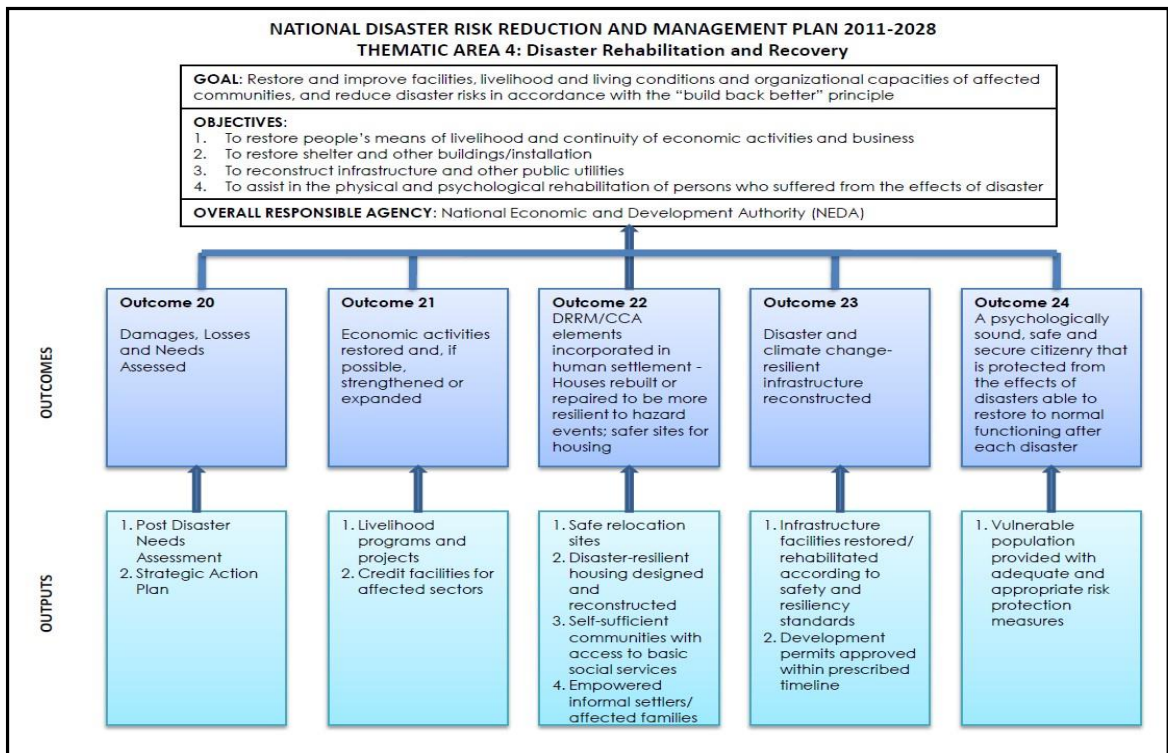


Figure 2. Overall DRRM Vision for Disaster Rehabilitation and Recovery

E. Philippine Development Plan

The Philippine Development Plan (PDP) is the overall socioeconomic development road map for the country over the medium-term. It provides the strategic interventions, implementing policies and priority programs towards achieving the national developments of the country for the period. While the PDP mainstreamed DRR in all its sectors, the rehabilitation and recovery outcomes shall likewise be closely aligned with the PDP objectives so as to avoid derailing sustainable development by the impacts of disasters.

Box 1. The Philippine Development Plan 2017-2022

The Philippine Development Plan (PDP) 2017-2022 is the first PDP that follows a national long-term vision, “AmBisyonNatin 2040”. AmBisyonNatin 2040 represents the collective vision and aspirations of Filipinos for themselves and for the country.

This Plan takes off from the Administration’s 0-10 point Socioeconomic Agenda as well as our international commitments to the realization of the SDGs, the Sendai Framework for DRR, and the Paris Agreement on Climate Change. It aims to lay a stronger foundation for inclusive growth, a high-trust society, and a globally-competitive economy toward realizing the vision by 2040.

The strategies to achieve the goal are grouped under the three main pillars of *Malasakit* (Enhancing the Social Fabric), *Pagbabago* (Reducing Inequality), and *Patuloy na Pag-unlad* (Increasing growth potential).

Under *Pagbabago*, vulnerability of individuals will be reduced. Policies and programs will be put in place to ensure that their social, cultural and economic rights are protected and that they are eventually empowered to participate in the development of the country. There will also be programs to help ensure the well-being of individuals and families against economic risks, natural and human-induced hazards.

The PDP 2017-2022 also highlights the need to build more resilient communities. The housing program of the Duterte Administration will be in line with the new urban agenda of developing integrated neighborhoods and sustainable communities. Innovative solutions to housing construction will be encouraged and alternative modes of financing will be developed to improve the access of families to decent housing. Community relations will be strengthened and community organizations will be empowered to engage with government in ensuring the safety, security and development of their communities.

1. II. POST DISASTER REHABILITATION AND RECOVERY FRAMEWORK

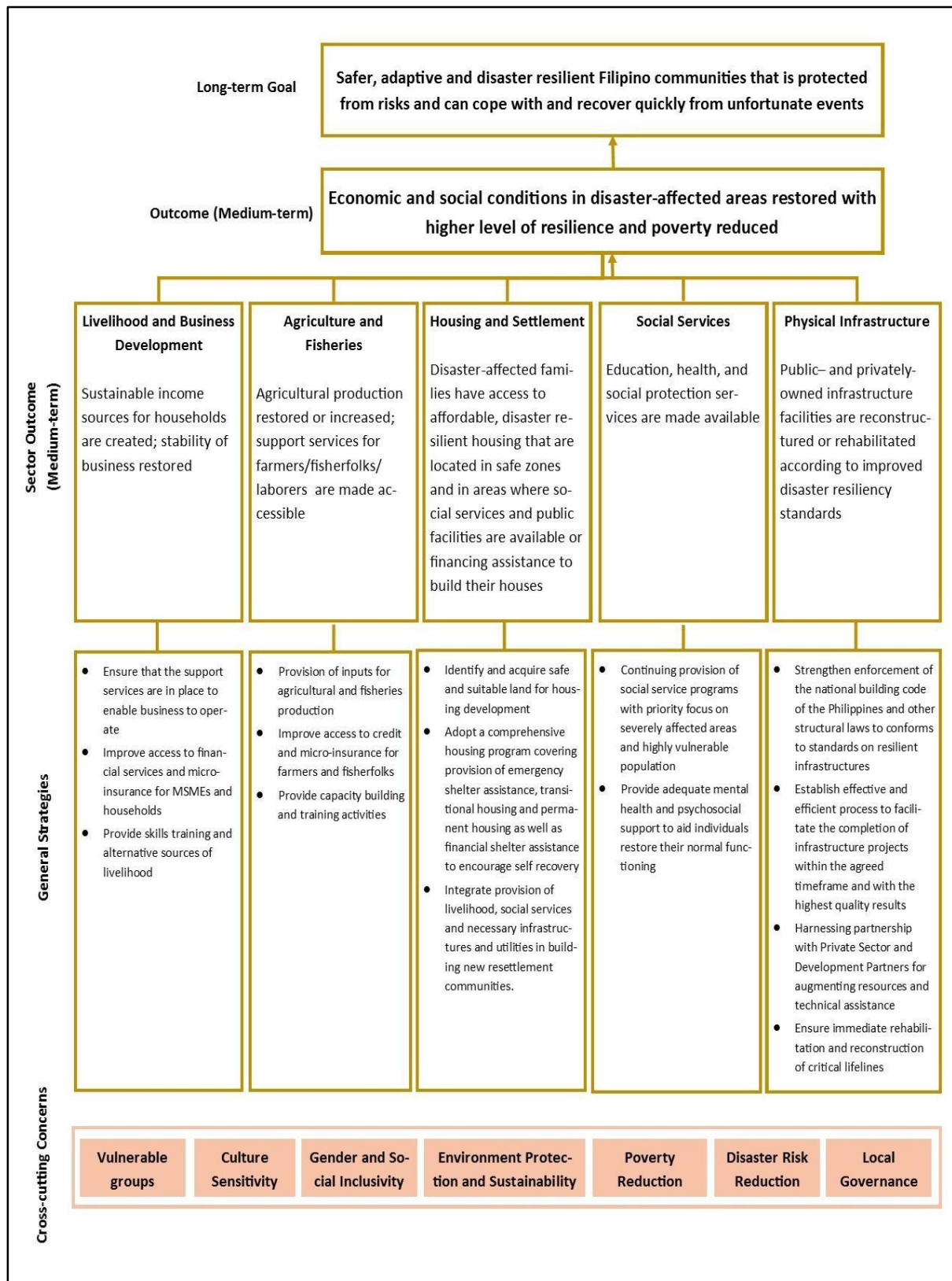


Figure 3. General Framework for Post Disaster Rehabilitation and Recovery

The General Framework for Post Disaster Rehabilitation and Recovery seeks to align sectoral or thematic outcomes with medium term outcomes for DRR and the country's long term goal of having safer, adaptive and disaster resilient Filipino communities.

The framework may also provide a basis for designing the monitoring framework for the rehabilitation and recovery program, particularly on how program and project outputs contribute towards the attainment of the goal of building back better and fully restoring economic and social conditions in disaster-affected areas.

1. Long Term Goal

Consistent with the NDRRM Framework, the long term goal for disaster rehabilitation and recovery is to have a safer, adaptive and disaster resilient Filipino communities that are protected from risks and can cope with and recover quickly from disaster events. This goal incorporates the principle of build back better, where post disaster reconstruction shall not only be restoration to its pre-disaster condition but incorporating a higher level of resiliency standards as well as climate change and mitigation measures in all post disaster rehabilitation and recovery interventions.

2. Outcomes

Outcomes are the desired results from the implementation of a rehabilitation and recovery program. These must be guided by the relevant policies and strategies under the Philippine Development Plan:

Over-all Outcome: Economic and social conditions in disaster-affected areas restored with higher levels of resilience and poverty reduced

Sector Outcomes:

- Livelihood and Business Development - sustainable income sources for households are created; stability of businesses restored
- Agriculture and Fisheries – agricultural production restored or increased; support services for farmers/fisherfolk/farm laborers are made accessible
- Housing and Settlement – families have access to affordable, disaster resilient housing that are located in safe zones and in areas where social services and public facilities are available or financing assistance to build their houses
- Social services – education, health, and social protection services are made accessible or upgraded
- Physical Infrastructure – public and privately-owned infrastructure facilities are reconstructed or rehabilitated according to improved disaster resiliency standards

3. General Strategies

The general strategies indicate the over-all approaches on how the expected outcomes shall be achieved. From these, specific strategies shall be crafted for the areas and sectors affected by the disaster.

4. Cross-cutting issues and concerns

Consistent with national policies, the concerns of the vulnerable groups, culture sensitivity, gender mainstreaming, environmental protection, poverty reduction and disaster risk resiliency

and other concerns affecting two or more sectors shall be incorporated in the rehabilitation and recovery program.

Support and Protection to Vulnerable Groups/Individuals. Recovery from disaster is extremely challenging for: displaced families; orphaned, unaccompanied and separated children and youth; senior citizens; persons with disability; and single parent/solo households. Aside from addressing the specific needs of children, pregnant women, elderly people, malnourished people, the rehabilitation and recovery programs should address the concerns of the vulnerable population in an integrated manner by providing special attention to improving quality infrastructure and promoting inclusion and participation in community-based programs. Recovery and livelihood support (particularly for farmers, fisherfolks, farm laborers and small entrepreneurs) are also needed to enable them to restore their income and food generating activities.

Other key interventions could include prioritization of target beneficiaries based on predisaster vulnerabilities, capacity to recover, family support and access to services, provision of safety nets, insurance and other risk transfer mechanisms.

Culture Sensitivity. Values, beliefs, and traditions of communities including cultural sites must be protected, respected and valued during rehabilitation and recovery efforts. A culturally-sensitive plan must also take into account the special needs of the indigenous people in terms of rehabilitating and restoring their assets.

Gender and Social Inclusivity. Men and women differ in the way they experience, respond to, and recover from disasters. The planning process for disaster rehabilitation and recovery shall take into consideration gender equality and social inclusivity to ensure that interventions are inclusive, sustainable, and strategically targeted. This means recognizing the differing needs, vulnerabilities, capacities, roles, and responsibilities of men and women and the concept of intersectionality¹ which affect gender equality and development. This aims to lessen vulnerability, particularly of women, and to allow them to benefit equally in the development. Programs and projects in relation to health, education, infrastructure reconstruction, livelihood and employment, housing, and water and sanitation, among others, shall be guided by a balanced understanding of gender-differentiated needs and the contribution of men and women rather than focusing solely on their vulnerabilities. Gendersensitive indicators should also be integrated in the rehabilitation and recovery monitoring framework to determine if gender-specific needs are addressed by identified interventions. The Harmonized Gender and Development Guidelines (NEDA-PCW-ODA-GAD) may be used to ensure gender responsiveness in project conception, implementation and monitoring.

Environment Protection and Sustainability. The impacts to the environment of proposed programs and projects must be assessed. This may include potential damages to the natural environment such as forests, watersheds, mangroves, wetlands, habitats such as coral reefs, fish sanctuaries and seagrass beds, and coastal areas. Similarly, pollutive effects such as water contamination must be avoided.

¹ Intersectionality refers to “interconnected nature of social categorization... regarded as creating overlapping systems of discrimination or disadvantaged” which include age, class, disability, ethnicity, health status, migrant status, religion, sexual orientation, gender identity, residence/domicile (rural vs. urban), and other social identities (Oxford English Dictionary).

Poverty Reduction. Poor communities are often victims of disasters. The post disaster recovery and rehabilitation program offers a window of opportunity to address the development deficit of such areas, through implementation of a concerted, coordinated, and well-implemented set of poverty reduction interventions based on clear results. As in past disasters, there is an outpouring of assistance from various partners to affected communities. Such resources must be used to help raise incomes in a more sustainable manner.

Disaster risk reduction. Reducing future disaster risks in disaster-affected areas will be achieved through implementation of an integrated approach to disaster risk reduction management and climate change adaptation. Structural or environmental measures such as shoreline protection, levees and restoration of mangrove forests will address hazard risks. Improved spatial planning, land use zoning and property acquisition will reduce exposure to risk. Vulnerability will be managed through a broad range of measures, including improved community preparedness, hazard warning systems, geo-hazard mapping, and emergency response procedures. Building the capacity of stakeholders at the national, regional, local and community level on DRRM will facilitate faster and more efficient rehabilitation and recovery after a disaster.

Local governance. Rehabilitation and recovery interventions is most significant when implemented with the appropriate approach and when targeting the right beneficiaries. Needed institutions, policies and mechanisms should be put in place to ensure sustainability of interventions along with strengthening the capacities of LGUs and communities in disaster risk reduction. Community members and other stakeholders should also have inclusive and meaningful participation in planning, monitoring and implementation.

1. III. ADOPTION OF THE FRAMEWORK IN THE REHABILITATION AND RECOVERY PROGRAM

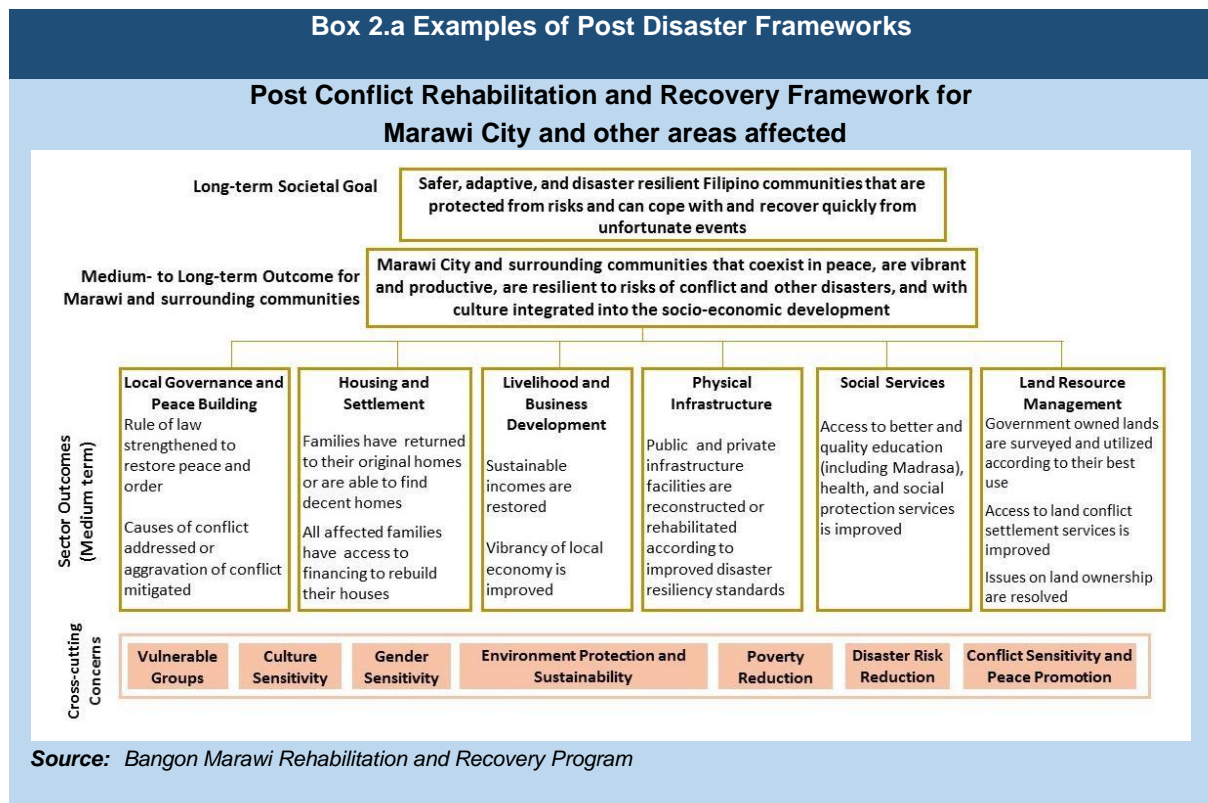
While a general Framework for Post Disaster Rehabilitation and Recovery is prescribed, the actual framework for rehabilitation and recovery planning for each disaster shall be tailored fit to the areas and sectors affected and the disaster context. Thus, the over-all outcome, sectoral outcomes and cross-cutting concerns may vary for each rehabilitation and recovery program.

For instance, where disaster is due to armed conflict, aside from the basic sectors of housing, livelihood, infrastructure and social services, achievement of sustained peace is expected to be a core sector outcome. The OPAPP's Guidebook on Mainstreaming Conflict Sensitivity and Peace Promotion in the Comprehensive Development Plans provides a section on human security and conflict-induced disasters and displacement which can be used as reference in understanding the nature of conflict and how this should be addressed and integrated in post disaster planning. In the case of Marawi siege in 2017, the Framework includes section on peace building and strengthening the rule of law to restore peace and order and to promote reconciliation and peaceful coexistence among different groups in Marawi and surrounding communities. Furthermore, a section on land resource management was included to address issues on availability and access to land for rehabilitation and recovery projects.

Furthermore, the framework may not necessarily be sectoral but may be thematic or issuebased as appropriate to the situation. In the case of the Boracay Action Plan (BAP), a thematic rather than sectoral approach was applied where the themes focused on addressing key issues and concerns that cut across sectors such as environment protection and sustainability and other similar concerns. In particular, BAP focuses on addressing issues on

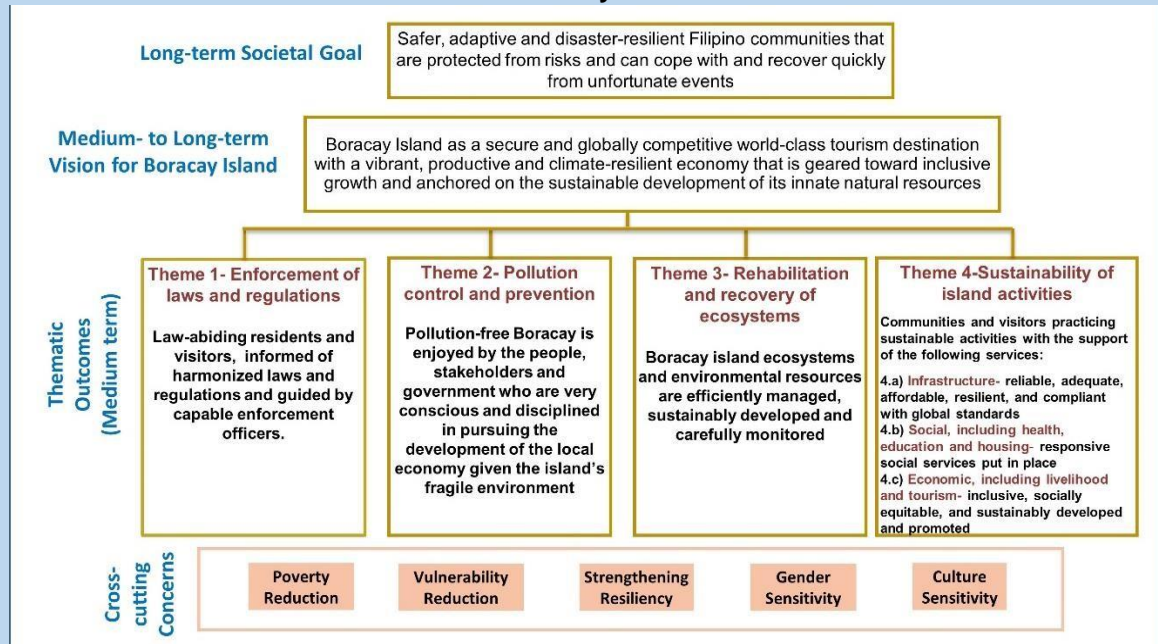
environmental degradation, pollution and congestion of the Boracay Island that led to its closure in April 2018. Interventions are leaned towards sustainable tourism development for the Island.

To illustrate, Box 2.a and 2.b are two examples of actual frameworks formulated and adopted following the General Framework for Post Disaster Rehabilitation and Recovery.



Box 3.b Examples of Post Disaster Frameworks

Medium-Term Boracay Action Framework



Source: Boracay Action Plan

PART 2. REHABILITATION PLANNING PROCESS AND PLAN STRUCTURE

2.I. PRE DISASTER

In order to manage the effects of a disaster and expedite the planning and implementation of rehabilitation and recovery program, certain pre-disaster activities should be undertaken. These may be done at multi-levels based on the roles and responsibilities of institutions at each level.

It should be noted that most of these pre-disaster activities are already part of the mandates of LGUs in the formulation of their comprehensive land use and local development plans and local disaster risk reduction and management plans. However, there is a need to highlight their relevance in aiding the formulation of post disaster rehabilitation and recovery program.

A. Database build-up for rehabilitation and recovery

The Philippine Statistics Authority generates data on population, housing characteristics, household income sources and expenditure items, and poverty statistics. On the other hand, administrative data such as land area and use, economic activity and livelihood, infrastructure facilities, social services, and hazards, are generated by concerned government agencies.

LGUs' socioeconomic profile, housing needs and, and for some, hazard profiles can be found in the local development land use plans and local shelter plans. Disaster related information are also available with the NDRRMC and in the local DRRM Plans.

It is important to establish a demographic profile of the community which is sex and age disaggregated, and able to capture information on women and children and other vulnerable sectors such as persons with disabilities (PWDs), indigenous peoples (IPs) and older persons.

All these information should be consolidated into a database². A repository of information for disaster assessment and rehabilitation planning should be available at the national, regional and local levels. The Secretariats of the DRRMCs (OCD at national and regional and LDRRMO at the local) should maintain and regularly update the database whether formally or informally.

As applicable, the data and information should be compiled in text and map forms. At the minimum, the data should have geographical disaggregation up to the barangay level. Annex A provides the list of data requirements for baseline data and other information needed for post disaster rehabilitation and recovery planning.

B. Science-based scenarios of disaster events

In order to prepare for the rehabilitation and recovery of a specific area, it is necessary to know the possible disaster scenarios which will be the reference for preparing an appropriate plan of action. Disaster scenarios are projected situations after a disaster which describes the potential damages and losses and impact of disaster. It is the realistic narrative that describes what happens to people, infrastructure and the natural environment within a given set of disaster conditions.

Disaster scenarios should be based on scientifically acceptable methodology and utilized historical data on disaster events. It is best to create a series of scenarios that correspond to each hazard and ideally, to varying magnitudes of a hazard event. At the very least, a worst case scenario may be developed which shows the most severe possible outcome that can be reasonably projected to occur in a given situation.

As disaster scenarios are area specific, this should be prepared by the LGUs with technical support from the Collective Strengthening on Community Awareness on Natural Disasters (CSCAND) agencies which is composed of the Philippine Institute of Volcanology and Seismology (PHIVOLCS), Philippine Atmospheric Geophysical and Astronomical Services Administration (PAGASA), Mines and Geosciences Bureau (MGB), and the National Mapping and Resource Information Authority (NAMRIA). Indigenous knowledge and practices may also be integrated in preparing disaster scenario as necessary.

C. Identification of critical areas, assets, and population centers and post-disaster recovery activities

The identification of critical assets and population before a disaster aids in the speedy identification of local recovery needs and resources during the disaster recovery phase.

² This database can form part of the broader information management system which contains comprehensive data sets that cut across the four thematic areas of disaster risk reduction and management which can be used as reference or basis for policy making, planning, and monitoring.

Based on the disaster scenarios, critical areas, assets, and populations which may be affected by the hazard may already be identified. These must be considered in post disaster recovery planning specifically on identifying and prioritizing key areas of intervention.

Data information from this can form part of the comprehensive database system.

D. Organizational Structuring

The institutional set-up for rehabilitation and recovery should already be put in place even before a disaster, but with flexibility to conform with the conditions and requirements during the actual rehabilitation and recovery phase. This includes the coordinating mechanisms for planning, implementation and monitoring. The organizational structure should also be defined with clearly identified responsibilities of member agencies and key stakeholders. Each member should be informed of its roles and expected deliverables to facilitate smooth coordination among them. The identification of roles and deliverables should be done in consultation with the concerned stakeholders.

E. Identification of National Government Agency or LGU Programs, Projects and Activities for scaling up or reprogramming in the event of a disaster

The national government agencies, including GOCCs and GFIs and LGUs are tasked to prepare a list of their regular programs, projects and activities that can be scaled up or reprogrammed in the event of a disaster. The project details such as the activities and outputs, geographic coverage, costs and other information should be included in the agency or LGU list as reference in preparing the rehabilitation and recovery program. The list of PPAs should also be updated by the agencies and LGUs on a regular basis. Annex B provides a list of selected agency programs and projects that were commonly implemented by agencies for rehabilitation and recovery.

F. Recovery Financing

Financing modalities for post disaster interventions should be put in place during the predisaster phase to provide funding options in the event of a disaster. These can be funds under the General Appropriations Act, such as the NDRRM Fund or agency budgets, or other domestic resources that are managed by government agencies including lending programs of GOCCs and GFIs (eg. SBCorp, GSIS, Pagibig). Alternative sources, which may include foreign resources, which have the flexibility to respond immediately and appropriately to the nature of the disaster needs, may also be identified.

In addition, new, innovative, or emerging financing instruments or mechanisms piloted by or designed by the government and/or development partners may also be considered. Disaster risk insurance instruments, in particular, may be explored as a risk transfer mechanism. Table 1 provides a sample of risk transfer instruments through insurance. The Department of Finance's Disaster Risk Financing and Insurance Strategy has been prepared and may serve as a guide for planning purposes.

Moreover, a risk layering strategy where a combination of different financing instruments for disaster events of varying risks may also be designed for national and local levels.

Table 1. Risk Transfer Instruments

	Indemnity Insurance	Parametric Insurance
Availment	Mandatory for national agencies and LGUs specifically for public assets unless certain exemptions are indicated	Serves as supplementary risk financing. Availment is optional for national and local government.
Disaster risk to cover	Financing option for low frequency but high severity disaster	Financing option for low frequency but high severity disaster
Projects and activities to cover	Reconstruction projects and activities (i.e. resettlement and construction of permanent housing, rehabilitation of damaged public utilities, rebuilding destroyed public facilities and other infrastructures)	Early recovery projects and activities (i.e. restoration of basic services, temporary housing, debris clearing, emergency employment)
Release of payout	Release of payout is computed based on the assessment of actual damages and losses of assets insured.	Immediate release of payout which is pre-determined based on agreed set of parameters
Existing Government Facility/Program	<p>Property insurance for national and local government buildings through the Government Service Insurance System.</p> <ul style="list-style-type: none"> ▪ <i>Legal basis:</i> Republic Act 656 or the Property Insurance Law ▪ <i>Disaster event covered:</i> natural and man-made disasters ▪ <i>Utilization of pay-out proceeds:</i> rehabilitation/ reconstruction of specific public asset insured 	<p>Parametric Insurance Pilot Project for selected 25 Provinces and selected infrastructure projects</p> <ul style="list-style-type: none"> ▪ <i>Legal basis:</i> DBM-DOF Joint Memorandum Circular (JMC) 2017-1 and JMC 2018-1 on the Guidelines on the Implementation, Monitoring, and Reporting of the use of PHP 1 Billion Allocation under the NDRRMF for Insurance of Government Facilities
	<p>Insurance of crops, livestock, and agricultural assets for protection of agricultural producers against loss through the Philippine Crop Insurance Corporation.</p>	
	Indemnity Insurance	Parametric Insurance
	<ul style="list-style-type: none"> ▪ <i>Legal basis:</i> PD 1467, as amended by PD 1733 and further amended by RA 8175 ▪ <i>Disaster event covered:</i> Natural calamities, plant pests, and other peril/s ▪ <i>Utilization of pay-out proceeds:</i> Recovery of investment on crops and other agricultural project 	<ul style="list-style-type: none"> ▪ <i>Disaster event covered:</i> major earthquake and typhoon ▪ <i>Utilization of pay-out proceeds:</i> rehabilitation/reconstruction of government infrastructures and facilities

2.II. POST DISASTER

The entire process for the preparation of the post disaster rehabilitation and recovery program may take place even while the response activities are well on their way. The exact duration for its formulation vary depends on the magnitude and extent of the disaster. In past Typhoons (i.e. Yolanda, Pablo, Sendong, Nina) the average period for preparing the rehabilitation and recovery programs were as follows:

Rehabilitation and Recovery Program	Planning Timeframe*
Local or regional rehabilitation and recovery program	Within 3 months
Nationally coordinated rehabilitation and recovery program	Within 6 months

** Excludes approval process of the Rehabilitation and Recovery Program*

The above time frames may not be applicable to other types of hazard events including those resulting from armed conflicts. The latter may take more time due to security concerns on the ground causing delays in the completion of the post conflict needs assessment and other planning activities.

A. Post Disaster Rehabilitation and Recovery Program Preparation Process

The preparation of Post Disaster Rehabilitation and Recovery Program involves several processes as follows:

1. Post-Disaster Needs Assessment (PDNA)

Post-Disaster Needs Assessment involves detailed sectoral and cross-sectoral assessment of damages and losses, impacts of disaster and needs assessment based on field validation. The results of this activity shall inform the identification of strategic interventions and programs/projects/activities in the Rehabilitation and Recovery Program.

National and Regional Levels

The need for the conduct of PDNA is decided on by the DRRMCs concerned depending on the area coverage by the disaster. The NDRRMC decides when there are two or more regions affected by the disaster while, the RDRRMCs decide when there are two or more provinces affected. Primary consideration for the N/RDRRMC's decision are OCD's recommendations and other triggers such (a) declaration of a state of calamity (either national or local), which is an indicator for a great devastation, massive need for interventions or a call for assistance; and (b) an order/instruction from the President.

The OCD based its recommendations on the effect of the disaster, as informed by the Rapid Damage Assessment and Needs Analysis (RDANA) Report, particularly the casualties, and extent of damages which have implications on the intervention needed for rehabilitation and reconstruction activities.

The actual conduct of a PDNA shall be led by the Office of Civil Defense (OCD) in coordination with the concerned national government agencies and LGUs. The OCD regional office concerned shall take the lead if the conduct of PDNA has been decided by the RDRRMC while the OCD Central Office will lead if the conduct has been decided by the NDRRMC. However, there are instances when the OCD Central Office assist its regional offices particularly in the conduct of orientation to the PDNA team prior to their deployment on the ground.

The NDRRMC and RDRRMC shall approve the national and regional PDNA, respectively.

Local Level

The concerned LDRRMC may decide to conduct the PDNA when the disaster is confined only to a few localities (i.e. Provincial DRRMC if two or more component cities/municipalities are affected and Municipal/City DRRMC if two or more barangays are affected). This is usually the cases for disasters like landslide, flooding, epidemics or outbreak, among others. The decision is based on the assessment of damages and impact of the disaster.

The LDRRM Office shall lead the conduct of the PDNA. However, the OCD shall assist the LDRRMO upon the request of the LGU.

PDNA document prepared by the LDRRMO shall be approved the LDRRMC. However, the concerned RDRRMC shall only review and validate the said PDNA document if there are LGU project proposals submitted to OCD for NDRRMF funding.

The methodology for the conduct of PDNA, detailed activities, timeframe and composition of assessment teams are provided in the PDNA Guidance Notes of the OCD.

Rapid Assessment

For large scale disasters which will entail longer periods to complete the PDNA, a Rapid Post Disaster Damage and Loss Estimation (RaDE) may be conducted while waiting for the PDNA to be completed. RaDE is a desktop exercise on estimation of damages and losses, using the available quantitative and qualitative data and information after the disaster. This activity provides an initial estimate of damages and losses including possible socioeconomic impacts of the disaster. This can serve as an initial basis in determining the needs and the corresponding budget requirements for immediate mobilization.

Table 2 provides a comparison of the RaDE with that of the PDNA and the RDANA.

Table 2. Comparative Matrix of the damage/loss and needs assessment activities

	RaDE	RDANA	PDNA
Lead Agency	NEDA	OCD*	OCD*

Conduct	Optional	Mandatory based on triggers provided in NDRRMC Memorandum Circular No. 25, 2014	Mandatory based on the following triggers: (a) declaration of a state of calamity (either national or local); and (b) an order/instruction from the President.
Process	<input type="checkbox"/> Desktop assessment	<input type="checkbox"/> Desktop assessment and field validation	<input type="checkbox"/> Desktop assessment and field validation
Coverage	<ul style="list-style-type: none"> Initial damages and losses, over-all economic impacts and rehabilitation/ recovery needs Accounted for damages and losses of both the public and private sector 	<ul style="list-style-type: none"> Initial damages and immediate relief and response requirements Accounted for damages of public sector 	<ul style="list-style-type: none"> Damages and losses, economic impacts and rehabilitation/ recovery needs Accounted for damages and losses of public and private sectors
Methodology	<input type="checkbox"/> UN Economic Commission for Latin America and the Caribbean (UNECLAC) Methodology	<input type="checkbox"/> ASEAN Emergency Response and Assessment Team (ERAT) Initial Needs Assessment Checklist (INAC)	<input type="checkbox"/> UN Economic Commission for Latin America and the Caribbean (UNECLAC) Methodology
Data set/ information	<input type="checkbox"/> Secondary data (i.e. official statistics; situational reports)	<ul style="list-style-type: none"> Primary data (i.e. survey of disaster site) Secondary data (i.e. demographic profile) 	<ul style="list-style-type: none"> Primary data (i.e. interview and survey of disaster site) Secondary data (i.e. official statistics; situational reports)

**Note that at the LGU level, the lead is the Local Disaster Risk Reduction and Management Office*

Box 4. Reconstruction Assistance for Yolanda Methodology: A Rapid Post Disaster Damage and Loss Estimation

Due to the severity of the impact of Typhoon Yolanda, a rapid post disaster damage and loss estimation was conducted in order to speed up the rehabilitation and recovery process for areas affected by the disaster. This covers the initial assessment of the damages and losses, impacts of disaster and immediate activities needed to restore normalcy. This was done within a month after the disaster using the baseline data as reference vis-a-vis the best qualitative and quantitative post disaster data available. This is in recognition that detailed field assessment are still ongoing. The outputs of the assessment: (a) informed the need to conduct a PDNA and Rehabilitation and Recovery Program; and (b) serve as the basis for resource mobilization and coordination of local and international efforts/assistance.

NEDA took the lead in the conduct of this activity in coordination with concerned agencies using an internationally recognized post-disaster assessment methodology. The results of the assessment are contained in the document RAY: Build Back Better.

Post-Conflict Needs Assessment

In the case of disasters due to armed conflict, a Post-Conflict Needs Assessment (PCNA) shall be undertaken instead of a PDNA. The essence of a PCNA is the Social Healing and Peacebuilding Needs Assessment (SHPBNA) which is an additional activity from that of the PDNA's damage and loss assessment and human recovery needs assessment. The SHPBNA gives importance to social structures that will enable reconciliation and build relationships to nurture and sustain peace. The results of the SHPBNA informs the design and delivery of interventions that are meant to address or contribute to addressing the key driving factors of conflict and prevent its recurrence.

2. Program Formulation

National Level

NEDA, as the Vice Chair for Disaster Rehabilitation and Recovery of the NDRRMC shall lead the preparation of the Rehabilitation and Recovery Program in cases where a national state of calamity is declared or where there is a directive from the President to coordinate rehabilitation efforts at the national level. The NDRRMC may designate through its Technical Management Group to undertake the technical level activities. This, however, does not discount the prerogative of the President to designate other agencies/entities or individuals to lead the rehabilitation and recovery process.

Regional Level

In cases where no national state of calamity is declared, the RDRRMC, through its Committee on Rehabilitation and Recovery, shall decide on whether a Regional Rehabilitation and Recovery Program shall be prepared. This shall be based primarily on the Committee's assessment of the extent of damages in the region. Other triggers for the preparation of the Regional Rehabilitation and Recovery Program are: (a) declaration of local state of calamity in several LGUs within the region; (b) there is a request from the LGUs affected; (c) need for financial assistance from national government.

Where the formulation of a regional rehabilitation and recovery program is deemed necessary, the RDRRMCs, chaired by the concerned NEDA Regional Office shall oversee the formulation process.

In practice, regions prepare their respective rehabilitation and recovery programs individually. However, two or more regions that are affected by the same disaster event may opt to prepare an integrated Program. Such may be done for instance when the proposed interventions will affect certain natural resources (i.e. river basin, water shed) or infrastructures (i.e. road network, water system) traversing these regions.

Local Level

The LGUs shall prepare their Local Rehabilitation and Recovery Programs for disasters that are confined to their locality, through their LDRRMC. The triggers for the preparation are: (a) declaration of a local state of calamity; and (b) need for financial assistance from the national government. The regional line agencies and national government agencies, upon request, may extend assistance to the LGUs in the formulation of said document.

On the other hand, LGUs can also initiate the preparation of their respective Local Rehabilitation and Recovery Programs, should they deem it necessary, for large-scale disasters that affected them. They can submit the document, as input, to the Council designated to lead the formulation of rehabilitation and recovery program for areas affected by the disaster. This shall serve as basis in the identification of interventions and to the extent possible be incorporated in the higher level programs.

Consistent with the Philippine commitment under the 2030 Agenda for Sustainable Development to ensure that “no one will be left behind”, a bottom-up approach in preparing rehabilitation and recovery programs at all levels is highly recommended. This will enable meaningful participation of all stakeholders including marginalized groups and individuals. Thus, the communities affected, non-government organizations, private sector, among others, shall also be consulted during the program formulation to ensure that the people’s hopes and aspirations are captured and that trust and confidence in the government is built.

3. Approval of the Program

The nationally coordinated rehabilitation and recovery programs shall be approved by the NDRRMC while the regional programs shall be approved by its respective RDRRMCs. The regional programs shall be submitted to the NDRRMC only if there are specific projects requiring funding assistance from the NDRRM Fund.

Consistent with the Local Government Code, the concerned Sanggunian shall approve the draft Rehabilitation and Recovery Program prepared by the LDRRMCs. Should funding assistance from the national government be requested, the LDRRMC shall submit the Sanggunian-approved Local Rehabilitation and Recovery Program to the NDRRMC through its RDRRMC.

In previous disasters, priority PPAs in the interim document, specifically those to be implemented in the short-term or within the year, were approved before the final document. This ensures that rehabilitation efforts are not hampered by delayed approval of said rehabilitation programs.

4. Updating of the National, Regional and Local Program

The rehabilitation and recovery program shall include an investment program which shall be updated as needed, depending on the time frame of the said document. The objective is to revisit and revise, as necessary, the PPAs as informed by an assessment of the physical and financial accomplishments vis-à-vis the current situation in the affected areas. For this purpose, the program monitoring reports shall be useful.

B. Contents of a Post Disaster Rehabilitation and Recovery Program

1. Background and Description of Affected Area/s

The background and description of the affected area/s may include its location, topography and climate, natural resource, economic activities prior to disaster, and social and demographic data. The information for this section may come from the existing plans of the

LGUs and/or from relevant agencies i.e. DOST-PAG-ASA, DOST-PHIVOLCS, DENR-MGB, NAMRIA, etc.

2. Description of a Hazard Event

The description of the hazard and its immediate effects shall include information gathered from the Situational Reports provided by the Office of Civil Defense (OCD) and other relevant agencies such as PAGASA, PHIVOLCS, MGB.

3. Assessment of the Effects of the Disaster

The assessment of the effects of a hazard event should include both the physical and socioeconomic assessment of the impacts of the disaster. The data on the assessment of the effects of the disaster may come from the PDNA. Furthermore, this section shall also highlight the human recovery needs which forms part of the PDNA.

Physical assessment. The physical assessment shall provide description of changes in the physical structure and landscape of affected areas brought about by the impact of the hazard particularly the physical infrastructures that were damaged, and the alterations in the topography and environment highlighting key landmarks that were affected.

Socioeconomic assessment. The socioeconomic assessment shall include the summary of cost of damage and losses in key sectors such as infrastructure, social, livelihood and housing across the specific areas affected and the macro economic impact of the disaster. This shall also provide the statistics on the affected individuals specifically the number of internally displaced, casualties, missing and injured persons. To the extent possible based on available data, an assessment of the situation of the vulnerable sectors (i.e. children, women and the poor) shall also be included.

4. Post Disaster Rehabilitation and Recovery Framework

The Post Disaster Rehabilitation and Recovery Framework shall be formulated taking into consideration the sectors affected and the target outcomes. This can take-off from the general Framework for Post Disaster Rehabilitation and Recovery in Part 1. Section II of this Guide.

5. Objectives of the Program

The rehabilitation and recovery program shall provide achievable objectives within a specified timeframe. The objectives consider the expected outcomes from interventions for the sectors to be covered.

The following shows an example of the objectives which may be contained in the rehabilitation and recovery program:

Box 5. Example of Objectives

- To restore, rehabilitate or reconstruct damaged infrastructure necessary to sustain economic and social activities in the affected areas;
- To repair houses or rebuild settlements and basic community facilities and services (e.g., school, health center, etc.) that are more resilient to hazard events;
- To restore, strengthen or expand economic activities of the affected communities; and
- To increase resilience and capacities of communities in coping with future hazard events.

6. Rehabilitation and Recovery Strategies

The rehabilitation and recovery program shall include strategies which will aid in the achievement of a desired outcome and goal as specified in the Post Disaster Rehabilitation and Recovery Framework. The strategies shall be consistent with the guiding principles for the rehabilitation efforts. Specific sector and sub-sector strategies shall be provided that will help achieve the program objectives for the short and medium-term.

Box 6. Example of specific sector strategies

Livelihood and Business Development

- Develop sustainable and DRR/CC-resilient employment and livelihood activities
- Promote resilient and competitive industries and establish a strong market presence for products and services delivered by the affected areas
- Improve access to financial services and micro-insurance for MSMEs and households

Agriculture and Fisheries

- Develop and implement interventions for agriculture and fisheries that will provide immediate and sustainable sources of food and income
- Improve access to credit and micro-insurance for farmers and fisherfolks

Housing and Settlement

- Identify and acquire safe and suitable land for housing development
- Adopt a comprehensive housing program covering emergency shelter assistance to provision of permanent housing
- Integrate provision of livelihood, social services, and necessary infrastructures and utilities in building new resettlement communities

Social Services

- Continue provision of social service programs with priority focus on severely affected areas and highly vulnerable population
- Provide adequate health and mental support to aid individuals restore their normal functioning
- Adopt social protection mechanisms that increase employment and improve livelihood

Physical Infrastructure

- Strengthen enforcement of structural laws that conforms to the standards on resilient infrastructures
- Establish effective and efficient process to facilitate the completion of infrastructure projects with the agreed timeframe and with the highest quality results
- Harnessing partnership with the private sector and development partners for augmenting resources and technical assistance

7. Targets

The PDNA shall be the primary reference in determining the targets for each program and project covered by the rehabilitation and recovery program. The possible targets should be disaggregated annually and by location/area.

8. Proposed Land Use Framework

The land use framework will guide in the identification of locations for infrastructures to be constructed, settlement sites to be built and economic activities that will arise after a disaster. The land use framework should be guided by the updated development and land use plan of the area as well as existing local shelter plans and risk assessment to take into consideration impending risks brought about by changes in landscape, among others.

For disasters with major physical impact, there may be a need to propose a new land use framework to consider changes in the topography and the land use of the area after a disaster. For disaster with no significant physical or structural impact to the affected area, the land use framework shall be used to enforce existing land use policies.

9. Phasing of Programs, Projects and Activities (Timeline) and Implementation Arrangements

Depending on the magnitude and area coverage of the disaster, the rehabilitation and recovery program may be phased according to the following:

Short-Term (within a year). Programs, projects and activities implemented in the shortterm are geared towards providing for the basic needs and social services to affected communities to return to a state of normalcy.

Medium-Term (within the next 3 to 4 years). Medium-Term programs, projects and activities are mostly continuation of programs/projects initially implemented in the shortterm. These also include programs/projects that give emphasis on enhancing the resiliency of the communities against disasters, integrating concepts and principles on disaster prevention and mitigation as well as disaster preparedness.

However, the actual specific timeframes for the short- and medium-term shall be determined by the planning team/Committee/Technical Management Group (TMG) as in some cases, there are projects' and activities' with implementation period extending beyond 4 years.

10. Financing and Investment Requirements

A section on the summary of investment requirements (i.e. total cost and the fund sources) of the Programs/Projects/Activities (PPAs) should be provided with the following details:

- PPAs to be covered by agency regular budgets or corporate operating budgets, in the case of GOCC and GFI
- PPAs proposed to be funded under the National DRRM Fund
- PPAs to be funded by the LGUs
- PPAs to be funded by non-government organizations, civil society organizations, and private companies/individuals
- PPAs to be funded by development partners³

³ This term may include any of the following: foreign governments or their authorized embassies/missions, agencies, departments/ministries, entities or instrumentalities or sub-national government entities, bilateral aid agencies, bilateral financial institutions, bilateral development banks or equivalent, state-owned enterprises); international organizations or inter-governmental organizations (e.g., United Nations System, including its

- PPAs to be co-funded by NGA, LGU, development partners, non-government organizations, civil society organizations, and private companies/individuals should also be indicated

The following are sample tables in presenting the investment requirement:

Table 3. Total Investment Requirement by Source of Fund

Source of Fund	Number of projects	Investment Requirement (in Php)		
		Short Term	Medium Term	Total
NDRRM Fund				
Agency Regular Budget				
LGU				
Non-Government (i.e. Private Sector/ Development Partners)				
TOTAL				

Table 4. Total Investment Requirement by Sector

Source of Fund	Number of projects	Investment Requirement (in Php)		
		Short Term	Medium Term	Total
Infrastructure				
Social Services				
Settlement				
Livelihood				
Agriculture				
TOTAL				

11. Sector Programs, Projects and Activities

The detailed list of PPAs can be attached as an Annex of the Rehabilitation and Recovery Program. Annex C provides the template for the detailed list of projects. Table 5 can be referred to as sample on how to fill-out the template.

Table 5. List of PPAs with Funding Sources and Implementation Period

Priority Programs, Projects and Activities	Location/ Site	Total Funding Requirement (in million Php)	Annual Breakdown of Funding Requirement (in million Php)	Funding Source	Implementing Agencies	Timeframe/ Implementation Period

bodies, organs, entities, specialized programs, financial mechanisms or similarly classified organizations), regional organizations or sub-regional organizations such as those under Association of Southeast Asian Nations (ASEAN) or similar; or international/multilateral financial institutions (such as multilateral development banks (ADB, World Bank), regional development banks, or similarly classified organizations)

			2017	2018			
AGRICULTURE & FORESTRY							
Emergency employment/ Cash for Work for debris clearing/ management and rehabilitation of farms/ forests	Compostela Valley	100	80	20	NDRRM Fund	DA, DOLE, DENR, DSWD	2017-2018

12. Mechanism for Monitoring and Evaluation

The Rehabilitation and Recovery Program should provide the mechanism for monitoring and evaluation of the rehabilitation and recovery programs and projects which include the organizational structure, monitoring and reporting arrangements and monitoring tool to be used. Please refer to Part 5 for the detailed discussion on this.

13. Communications Strategy

The communication strategy can form part of the Rehabilitation and Recovery Program or may be a separate document. Please refer to Part 4.III for the detailed discussion on this.

PART 3. INSTITUTIONAL ARRANGEMENTS

3.I. Coordination Structures

Institutionalizing a structure for coordination is critical for the success of any rehabilitation effort. The following are the delineated structure and responsibilities for coordination including the roles of each stakeholder involved.

A. Disaster Risk Reduction and Management (DRRM) Councils

The coordination structure at each level of administration shall be the Disaster Risk Reduction and Management (DRRM) Councils at the national, regional and local levels pursuant to Section 15 of Republic Act 10121 or the Philippine Disaster Risk Reduction and Management Act. The lead DRRMC shall depend on the geographical areas affected. The more areas affected, the higher level of administration takes the lead. (Figure 4)

At the national and regional levels, the Technical Management Group (TMG) of the NDRRMC and Committee of RDRRMC for Rehabilitation and Recovery shall support their respective Councils in coordinating and overseeing the over-all management of efforts on rehabilitation and recovery. NEDA as Vice-Chair for Disaster Rehabilitation and Recovery of the NDRRMC

and RDRRMCs shall lead the TMG at the national level and regional levels. On the other hand, in BARMM and in NCR, the Regional Planning and Development Office (RPDO) and the Metro Manila Development Authority (MMDA), respectively, shall lead the TMG in their respective regions.

The Office of Civil Defense, as the Secretariat of the Councils, shall assist NEDA, RPDO and MMDA in carrying out its responsibility.

At the local level, the Local DRRM Officer shall assist the Local Chief Executive in overseeing the over-all rehabilitation efforts. LGUs may also create committees under its DRRMC that will handle all the activities on rehabilitation.

For major disaster events or during catastrophes wherein the national government's assistance is needed, the President may create task forces and appoint key cabinet officials to spearhead the rehabilitation and recovery efforts of government. While the active involvement of the affected LGUs is essential, the role of the national government agencies is to provide technical, financial, and logistical support to the affected LGUs. Tapping key stakeholders such as the private sector, academe, CSOs, development partners, and communities will enable faster delivery of programs and projects, promote transparency and accountability and share the responsibility of financing the cost of rehabilitation and recovery.

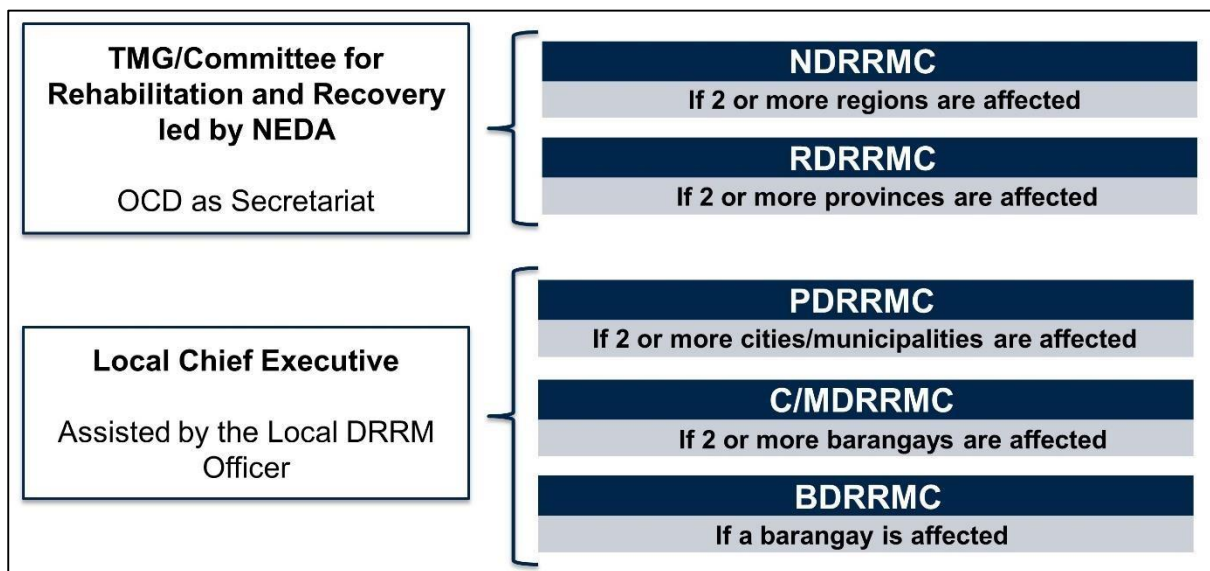


Figure 4. Coordination Structure for Rehabilitation and Recovery⁴

B. Rehabilitation and Recovery Committee

Rehabilitation efforts cover various concerns such as employment, infrastructure, housing and delivery of social services. To facilitate the coordination of the formulation of the rehabilitation and recovery program, a planning committee shall be created, with several sub-committees corresponding to the sectors under the program. Each Sub-committee shall assign a lead agency/ unit and its members identified from the Council members and other relevant government agencies, GOCCs, and GFIs. They can also agree on working arrangements and procedures to be able to perform the functions of their respective sub-committees.

⁴ In cases where two independent cities or a combination of province and independent city are affected, the RDRRMC shall take the lead in coordinating rehabilitation and recovery activities.

Recognizing that the effects of disasters vary, the sectoral committees to be created and their composition will depend on the interventions needed.

The following sub-committees may be adopted:

□ **Infrastructure Sub-Committee**

The Infrastructure Sub-committee shall be in charge of the rehabilitation and reconstruction activities of damaged physical infrastructures. This shall include the repair of roads, bridges, seaports, airports, government buildings, and other public structures or the construction of new ones. It shall also ensure compliance of proposed projects with the relevant building code provisions and that the standards for resilient infrastructures are strictly followed by both the public and private sector.

□ **Shelter Sub-Committee**

The Shelter Sub-committee shall be responsible for the provision of housing assistance to affected families and individuals. The Sub-committee shall coordinate all the relevant shelter initiatives from the response/emergency phase to the early recovery and rehabilitation phase. It shall prepare a menu of options that key agencies and LGUs can adopt and implement. This covers the provision of shelter assistance for emergency temporary/transitional and permanent housing, social preparation programs, development of sustainable settlement communities and as a last resort, the relocation of families that are living in identified high risk or danger zones to resettlement sites.

Shelter Sub-committee shall ensure that all housing related interventions in affected communities, whether government or private sector led, are in accordance with the postdisaster shelter recovery policy framework formulated by the HUDCC.

Box 7. Roles of the Sub-Committee Head and Member-Agencies

Sub-committee Head shall take the lead in coordinating the various activities of the subcommittee and its member-agencies to ensure complementary and efficient planning and implementation of their sectoral programs and projects. It shall also track progress of implementation of sub-committee PPAs, facilitate resolution of implementation challenges specific to the sub-committee, and coordinate with other sub-committee lead agencies, as necessary, and the NDRRMC/ RDRRMC.

Member agencies shall be responsible for the implementation of their respective PPAs. They are also expected coordinate with their respective Sub-Committee Heads on a regular basis.

□ **Social Services Sub-Committee**

The Social Services Sub-committee shall identify projects to address the welfare of affected communities including the provision of continuing relief assistance to the most vulnerable groups until they are ready to return to their normal lives. A larger concern of this Subcommittee is the provision of psychosocial programs for the victims, the rehabilitation of social service facilities and ensuring the resumption of health, education and other basic services.

The Sub-committee shall also be responsible in ensuring a smooth transition and delivery of services from the relief and emergency phase to early recovery and rehabilitation phase.

□ Livelihood Sub-Committee

The Livelihood Sub-committee shall be responsible for emergency employment assistance to the affected families, the restoration of sources of income or providing alternative opportunities for employment, reinvigorating micro, small and medium enterprise (MSME) development and paving access to financing for businesses.

□ Agriculture Sub-Committee

The Agriculture Sub-committee shall be responsible for the provision of adequate farm and fisheries inputs and equipment, and access to fisheries and crop financing for affected workers in the agriculture and fisheries sector. It shall closely coordinate with the Livelihood Subcommittee to ensure complementation of interventions throughout the entire agricultural, fisheries and/or agribusiness value chain.

□ Resource Mobilization/Support Sub-Committee

The Support Sub-committee shall be charge of addressing and/or facilitating the discussion on cross-cutting policy concerns and issues among the different clusters. These concerns/issues include those on budgeting, financing, procurement, audit, implementation arrangements, private sector interventions, development partners’ assistance, integration of relevant programs among the four Sub-committee (i.e. livelihood and social services in resettlement communities), and policy concerns that require intervention from the Congress and the President.

These committees can also be adopted at the regional or local level. Additional subcommittees may be created based on the identified needs and desired outcomes. For instance, disasters caused by armed conflicts, a peace and order/security sub-committee may be included as peace building is one important considerations in rehabilitation planning. A sub-committee responsible for coordinating private sector, development partners and other non-government initiatives may also be created, as necessary, particularly if huge amounts of assistance has been or expected to be received by the government. This will ensure that all recovery efforts are properly accounted.

Box 8 provides an example of how national government agencies are organized into subcommittees. Other government agencies, LGUs and other partner stakeholders may be identified to be part of the sub-committees as needed. This structure can also be replicated at the local level.

Box 8. Rehabilitation and Recovery Sub-Committee at the National Level	
Infrastructure Sub-Committee	
Lead	DPWH
Member Agencies	DA, DAR, DepEd, DOE, DENR, DTI, DOH, DOST, DOTr, DICT, DOJ, DILG, OCD, LWUA, CHED, NIA, and NEA
Shelter Sub-Committee	
Lead	HUDCC
Member Agencies	NHA, DPWH, DA, DAR, DepEd, DENR, DILG, DOH, DOST, DSWD, OCD, HLURB, NCIP, OPAPP, NAPC, LWUA, LGU, DTI and NEA
Social Services Sub-Committee	
Lead	DSWD

Member Agencies	DND, DA, DAR, DepEd, DENR, DOH, OCD, HUDCC, HLURB, NCIP, OPAPP, NAPC, NHA, CHED, PCW and NCMF
Livelihood Sub-Committee	
Lead	DTI
Member Agencies	DSWD, DOLE, DA, DOT, DAR, DENR, DOST, OCD, HUDCC, NCIP, OPAPP, NAPC, NHA, TESDA, PCA, SB Corp., and government financial institutions (Landbank and Development Bank of the Philippines)
Agriculture Sub-Committee	
Lead	DA
Member Agencies	DAR, DENR, PCA, BFAR, NFA, NIA, PCIC
Resource Mobilization/Support Sub-Committee	
Lead	DBM or DOF
Member Agencies	DFA, DOF, DOJ, DSWD, OCD, PCOO, PMS, OES, OCS, OPAPP, COA, DENR, DILG, HLURB and DPWH

3.II. Roles of Stakeholders

1. National and Local Government

Both the national government and LGUs are the primary players in the rehabilitation and recovery of affected areas depending on the magnitude and impact of the disaster. The specific roles of the national government agencies in the implementation of rehabilitation and recovery PPAs shall depend on their regular agency mandates and as identified in the NDRRM Plan. This, however, does not preclude agencies from undertaking other rehabilitation and recovery activities.

LGUs are the first line of support in the rehabilitation and reconstruction of affected areas. In most cases, it is the concerned RDRRMC that provides assistance to the affected LGUs. The national government generally steps in, by providing financial or technical assistance, as needed, when the impact of the disaster is huge and is beyond the capacity of the LGU/s concerned to address the rehabilitation requirements. The President issues an official order to mandate the national government's institutional mechanisms, activities and authorize budget sources.

The following are interfaces of the national and local government units:

- The regional line agencies, in line with their regular mandates, or as requested by the concerned LGU, shall provide assistance in the crafting of a local rehabilitation and recovery plan and identifying appropriate programs with specific implementation and financing mechanisms.
- When national projects are implemented, LGUs shall assist the concerned national/regional line agency in facilitating the issuance of necessary permits, ensuring availability of land for infrastructure and housing projects, relocating families that may be affected by projects to be implemented and other assistance that can expedite the implementation process.
- NDRRMC, upon a requested, shall provide financial support to the RDRRMCs and the LDRRMCs in the implementation of its rehabilitation and recovery program through

endorsement of the local rehabilitation projects/activities, following certain guidelines, for funding under the NDRRMF and other available national funds, or donations from the private sector.

2. Private Sector, Professional Organizations and Academia

The private sector can support disaster rehabilitation and recovery in many ways, such as but not limited to: (1) It can cover a significant amount of the cost of rehabilitation and recovery; (2) It can help design the structures and infrastructure to be built, compliant with the government standards on resilient infrastructure; (3) It can supply the materials needed for reconstruction; (4) It can do the construction itself; and (5) It can jumpstart local, regional, and national economies by quickly re-establishing their businesses in the affected areas. The role of private sector partners can be classified as: suppliers of goods and services participating in an economic transaction and charitable donors of goods, services, and expertise.

Professional organizations and expert groups, such as those for engineers, doctors, professors and urban and environmental planners, can serve as focal points for expert advice on rehabilitation and recovery planning and operational aspects of the implementation of projects. They often have familiarity with contractors of particular industries. The academe/institutions and professional associations can assist government in evaluating specific projects and assist in other tasks that require widespread industry knowledge. A mechanism for accreditation should be put in place for these professional organizations and institutions so they can be deployed in affected areas and tapped when necessary.

Even before a disaster happens, Public-Private Partnership (PPP) arrangements should be established with clear mechanisms for coordination and participation of the private sector, academia and professional organizations in post-disaster activities. There should be preidentified and pre-agreed roles for each stakeholder during the relief/emergency phase and in the rehabilitation and recovery phase. It is also good practice to define the contribution of the private sector, academia, and the professional organizations in the overall disaster preparedness and risk reduction programs of government. For smooth coordination between National Government or LGUs and non-government stakeholders, a memorandum of understanding or agreement is usually undertaken prior to a disaster.

3. Civil Society Organizations (CSOs)

Civil society organizations often have well-cultivated links to the affected communities so they can help ensure community participation and manage or co-implement activities, if the existing policies allow it. CSOs can also provide technical expertise, additional knowledge and assist in organizing communities. It is good practice to identify respected civil society leaders who represent key sectors and who are immersed in the communities to participate in rehabilitation and recovery consultation meetings with government and other stakeholders. CSOs may also be tapped to help government in monitoring the implementation of projects. They can do independent third party evaluation based on existing rehabilitation and recovery monitoring framework. This can help promote transparency and accountability.

4. Development Partners and International Organizations/Agencies

After a disaster, international agencies and development partners are usually quick to offer assistance. However, their funding may have requirements and conditions or development partners may choose to manage their own rehabilitation and recovery assistance by directly implementing rehabilitation and recovery projects in the affected areas or channel the assistance through LGUs or non-government organizations/civil society organizations.

Creating joint ownership of the government-led rehabilitation and recovery process among international partners enables them to work with government in dealing with specific complexities of the rehabilitation and recovery efforts. This can also help encourage partners to make long-term commitments to projects that they have pledged to fund and implement. However, the government must be able to balance the assistance of development partners and ensure that government remains in control of the rehabilitation and recovery program. The national government should direct the international agencies and development partners to consolidate their rehabilitation and recovery interventions and coordinate closely with the national government agencies or LGUs through proper channels or coordination structures.

Establishing a coordination mechanism between and among development partners and government will facilitate and clarify at the outset the respective roles of international agencies and development partners. The government can identify avenues for their participation in the relief/emergency phase as well as in the rehabilitation and recovery phase. Through the NDRRMC, the government should establish clear guidelines on triggers, protocols, and their roles, responsibilities, and mandates. They can also be included in the sub-committees as needed to facilitate the coordination of policies and implementation of rehabilitation and recovery programs. This will help avoid duplication of assistance and support in the affected areas.

5. Affected Communities

Community participation is crucial in the rehabilitation and recovery process given the communities' local knowledge and experience. As their interest is the primary consideration for rehabilitation and recovery interventions, affected communities need to be included and consulted throughout the rehabilitation and recovery process such as in assessments, defining problems and needs, identifying solutions and implementing projects, and giving feedback. There should be a mechanism to ensure the participation of the community and the lead agency shall ensure that government is working closely with the affected people in the course of the rehabilitation and recovery efforts.

Beneficiary participation will allow those who are vulnerable and usually marginalized within their communities (i.e. children and youth, women, the elderly, persons with disabilities, and members of certain social classes or ethnic groups) to influence decision-making in programs affecting them. A participatory process ensures community ownership of the government's programs for affected communities and guarantees long-term success as the interventions addresses real needs and provide sustainable solutions.

PART 4. IMPLEMENTATION MECHANISMS

4.I. Implementation Modalities

The following are some implementation strategies and modalities that can be used to speed up the rehabilitation and recovery efforts of national government and LGUs:

A. National Government Programs

There are regular agency programs that can be expanded or up-scaled to quickly address the rehabilitation and recovery needs in areas affected by disasters. Subject to existing policies and regulations, the agencies can revise the area coverage of their programs and realign their budgets to accommodate the areas affected by the disaster. This arrangement is most applicable for early recovery activities as it provides ready resources and immediately implementable activities. This is also recommended for early recovery or rehabilitation activities requiring minimal or average funding as most often the budget approved for realignment from these agency regular programs are limited. The following are some examples of such programs or projects:

1. Cash Transfer Program

The government has a nationwide conditional cash transfer program aimed at poverty alleviation that can be used as a means to implement emergency income support or other disaster cash transfer programs. This will facilitate provision of immediate assistance to affected families or individuals in the aftermath of natural and human-induced disasters as there is already a system and structure for identification of beneficiaries and downloading of assistance. The program can be conditional or unconditional depending on the nature of the intervention, the disaster context and immediacy of the needs. Among the post disaster programs/activities that can utilize this approach include the Cash-for-Work Program⁵ and Emergency Shelter Assistance⁶. The guidelines and parameters for a disaster-specific cash transfer program can be developed and adopted based on the mechanisms and systems of the existing cash transfer program.

Box 9. Pantawid Pamilya Pilipino Program (4Ps)

The 4Ps is a nationwide conditional cash transfer program aimed at poverty alleviation and human capital accumulation that reached over 4.4 million households in 2014. Households selected through the National Household Targeting System receive their cash grants through Landbank and other recognized conduits if: (a) children stay in school; (b) children get regular health check-ups and dewormed; (c) pregnant women get their pre- and post-natal care and births attested by professional health workers; and (d) parents are participating in Family Development Session. The program also extends to serve homeless families and indigenous people.

During the time of rehabilitation of Yolanda affected areas, 4Ps' system for cash transfer was utilized and has been effective in reaching disaster affected beneficiaries. DSWD was able to quickly release of a total of P550.5 million (US\$12.5 million) to Yolanda affected 4Ps beneficiaries between November 2013 and February 2014 – just three months after the disaster struck.

2. Nationwide Program for LGU Assistance

The Program provides a "catch-up mechanism" to assist municipal governments in increasing citizens' access to basic facilities and ensures participation of civil society organizations (CSOs) in local governance. The program would fund projects such as water system, evacuation facility, local access roads, small water impounding, and sanitation and health facilities for municipalities nationwide. This Program can be adopted to cover small scale post

⁵ Cash-for-Work Program is a short-term intervention through provision of cash assistance in exchange of community works rendered along mitigation, preparedness, response and recovery/rehabilitation works. Administrative Order 15, s.2008 provides the Guidelines for the Implementation of Cash-for-Work Project.

⁶ Emergency Shelter Assistance is a financial assistance for disaster affected households with totally and partially damaged houses located in safe sites for shelter repair/reconstruction. Administrative Order 17, s.2010 provides the Guidelines on Shelter Assistance of DSWD.

disaster repairs and reconstruction of damaged infrastructures to be implemented by LGUs particularly those local projects which cannot be covered by the limited budget of LGUs. It must be noted, however, that certain performance criteria and other requirements must be met by LGUs for enrollment to the program.

3. National Community Driven Development Program (NCDDP)

This program adopts a community driven development approach which allows communities to fully participate in the planning, implementation, monitoring and evaluation of programs, projects and activities in their areas. Similar with the National Program for LGU Assistance, this Program can also be adopted to cover small-scale post disaster projects particularly infrastructure and livelihood projects affecting one or few communities. Existing mechanism of NCDDP specific to disaster response, early recovery and rehabilitation projects such as the Disaster Response Operational Modality can already be adopted.

Box 10. Kalahi-CIDSS National Community Driven Development Program (NCDDP)

The Yolanda experience demonstrated the important role that community driven programs play in the recovery of poor and vulnerable communities from disaster. Under the NCDD program, developmental infrastructures selected by communities were being constructed to help in the rebuilding and rehabilitation of communities in affected areas. Around 524 municipalities (of the 847 targeted) availed of KALAHYON CIDSS-NCDDP Disaster Response Operational Modality (DROM) to implement post-Yolanda recovery sub-projects (SPs). Of the total implemented SPs, 83 percent (15,733 SPs) are in Yolanda affected areas. Construction of roads is the most popular SP but SPs for flood/river control as well as community centers/multi-purpose buildings often used as evacuation centers were in demand in Yolanda affected areas.

The NCDD program was set up in 2002 to alleviate rural poverty. It has wide geographical programmatic coverage, operating in the poorest municipalities that also happen to be the most vulnerable to disasters. The program has a well-established network of community facilitators and community volunteers on the ground. A contingent component of the NCDD was designed to simplify procedures in case of disasters, triggered by the government's declaration of a state of calamity. For example, the contingent component allows for certain types of projects and activities that are otherwise not permitted under regular NCDD rules, in order to "better address the recovery needs of communities". Additionally, basic operational procedures are modified to hasten implementation.

B. Local Government Unit (LGU) Programs

Similar with national government programs, existing LGU programs/projects can be realigned to cover LGU-specific rehabilitation and recovery interventions. These programs are those funded by the regular LGU income and from outside source such as grants. This approach can be useful for projects and activities intending to address immediate and early recovery needs as funds are readily available or projects which do not require huge budget all at once given the limited budget.

C. Partnership Programs

Given issues on availability of funds, absorptive capacity, inadequate technical capacity and other concerns that limit the immediate implementation and delivery of outputs of individual agencies or LGUs, partnership schemes can be an option to explore.

1. National Government – LGU Partnership Programs

National Government Agencies can collaborate with LGUs with the former serving as the project source of fund while the latter doing the actual project implementation. Budget of a line agency for a specific rehabilitation and recovery project will be downloaded to the implementing LGU. The project to be implemented can be nationally or locally identified.

This type of scheme can be an option for the implementation of a rehabilitation program that is nationally driven/formulated but encourage wider participation of LGUs in the implementation phase. It is necessary, however, that policy guidance and technical expertise are provided by the NG to LGUs for effective execution of this arrangement. This include among others provision of technical assistance in the preparation of project documents (i.e. proposals and programs of work), and guidance on the utilization of funds and liquidation of expenses.

Box 11. Reconstruction Assistance on Yolanda (RAY) DILG Program

DILG Funded Repairs of Local Infrastructure through the Reconstruction Assistance on Yolanda (RAY) DILG Program. The DILG and affected LGUs have identified projects for the rehabilitation or repair of partially damaged LGU-owned facilities such as provincial/city/municipal buildings, public market, and civic centers for implementation by the LGUs. The projects were divided into two (2) batches. Batch 1 comprised of reconstruction of the totally damaged and rehabilitation of the partially damaged provincial/city/municipal infrastructure (PhP2.01 Billion released in December 2013) and batch 2 comprised of the remaining totally damaged city/municipal halls, public markets and civic centers not included in Batch 1 and the reconstruction and rehabilitation of barangay facilities, day care centers, civic centers and barangay halls (PhP2.0 Billion released in June 2014). The funds were downloaded to the LGUs by direct administration for LGUs to implement and ensure that they repair and rehabilitate the identified infrastructure using the build back better standards. The funds were released from DBM to DILG Regional Offices then to the LGU's Trust Account subject to compliance of conditions precedent. DILG issued Memorandum Circular No. 150 s. 2013 and No. 124 s2014 (Guidelines in the Management of the Recovery Assistance on Yolanda (RAY) – DILG Fund) and (Supplemental Guidelines for Batch 2 – Barangay Facilities).

There were also identified projects implemented by national government. The reconstruction of totally-damaged LGU-owned facilities/structures were implemented by the DPWH. The implementation of this component was governed by a Memorandum of Agreement between the DILG and DPWH. The DILG mechanism for downloading funds to LGUs (a 2-step process of downloading funds to LGUs) could be improved and institutionalized to facilitate and speed up the implementation of identified post-disaster rehabilitation and recovery PPAs by the LGUs.

2. “LGU-to-LGU” Collaboration

LGUs can partner among themselves in the implementation of projects. Under Section 33 of the Local Government Code, LGUs, through an appropriate ordinance by their local Sanggunian, are allowed to group themselves and coordinate their efforts, services, and resources for common undertakings. A Memorandum of Agreement with the terms and conditions agreed upon by the participating LGUs is executed to formalize the collaboration.

This type of scheme can be an option for implementation of projects that would benefit several localities at the same time promotes economies of scale. This include projects on roads that cuts across several LGUs, bridges connecting two localities, common production facilities or equipment, social services facilities such as hospitals/health units, schools/learning centers and other projects affecting two or several LGUs.

3. Government and Non-Government Collaboration

National or local governments can collaborate with the non-government organizations, the private sector and development partners in the implementation of rehabilitation and recovery projects and activities. Legal instrumentalities are executed for this purpose to formalize the arrangements for collaboration.

The following are some government and non-government collaboration arrangements that can be used in post disaster rehabilitation and recovery:

a. Public-Private Partnership

The key aspects of this partnership and its management are detailed in Republic Act 6957 as amended by Republic Act 7718 or the Philippine Build-Operate-and-Transfer (BOT) Law, its Revised Implementing Rules and Regulations (IRR), and other relevant issuances. RA 7718 and its revised IRR cover all private sector infrastructure or development projects undertaken by NGAs, LGUs, GOCCs, GFIs, and state universities and colleges (SUCs) in accordance with such contractual arrangement or scheme authorized under the legislation.

For LGU projects, the concerned LGUs may formulate additional guidelines and procedures in accordance with the RA and its IRR. In 2016, the Department of the Interior and Local Government (DILG) issued Memorandum Circular No. 2016-120 specifying the guidelines for the implementation of Public-Private Partnership Partnership for the People Initiative for Local Governments (LGU P4). In the LGU P4 scheme, the LGU can enter into a contractual arrangement with the private sector to implement public infrastructure and/or services projects through various modalities. The LGUs are also encouraged to adopt an LGU P4 Code to guide the implementation of LGU P4 projects.

This arrangement can be used for the implementation of government projects with limited funding resources. Using this strategy can likewise help in “better risk allocation, faster implementation, improved services and possible generation of additional revenue”⁷.

Box 12. PPP Guidelines for National and Local Projects

⁷ PPP Center. Retrieved on 31 October 2018 from <https://ppp.gov.ph/ppp-program/what-is-ppp/>

The use of this implementation modality will be subject to the approval and reporting procedure specified under the law in accordance with the following:

- 1. National Projects** - The projects must be part of the Agency's development programs, and shall be approved as follows:
 - a. Projects costing up to Php300 million shall be submitted to ICC for approval;
 - b. Projects costing more than Php300 million shall be submitted to the NEDA Board for approval upon the recommendation of ICC; and
 - c. Regardless of amount, negotiated projects shall be submitted to the NEDA Board for approval upon recommendation by the ICC.

- 2. Local Projects** - Local projects to be implemented by the LGUs shall be submitted by the concerned LGU for confirmation, as follows:
 - a. To the Municipal Development Council for projects costing up to Php20 million;
 - b. To the Provincial Development Council for those costing above Php20 million up to Php50 million; and
 - c. To the City Development Council for those costing above Php50 million
 - d. To the Regional Development Council or, in the case of Metro Manila projects, the Regional Development Council for Metropolitan Manila, for those costing above Php50 million up to Php200 million; and
 - e. To the ICC for those costing above Php200 million.

b. Cost-sharing Arrangement

In this scheme, the national government/LGU identifies certain PPAs under the Rehabilitation and Recovery Program that can be for funding and implementation by partners. Private sector, development partners and non-government organizations select among the projects what they want to provide. To facilitate smooth implementation, national government/LGU are expected to provide a conducive environment for partners to implement the projects including assistance in documentary processing and other needed permits. This can include the national government/LGU undertaking land and/or road right-of-way acquisition, land development, and provision of manpower/labor specifically for infrastructure projects.

Box 13. Rebuilding Marawi through Community-Driven Shelter and Livelihood Support

The "Rebuilding Marawi through Community-Driven Shelter and Livelihood Support" project is being implemented using a cost-sharing arrangement between the United Nations Human Settlements Programme (UN-Habitat) and the Government of the Philippines represented by the Social Housing Finance Corporation (SHFC).

The collaboration focuses on community-driven shelter construction and livelihood development for the families and communities affected by the Marawi siege. Specifically, the components of the collaboration include the construction of 1,500 permanent housing units for the affected households and 10 community infrastructure, and provision of livelihood support, capacity development opportunities, and community development support for the households affected. UN-Habitat and SHFC have specific responsibilities in implementing these components. UN-Habitat is responsible for the actual construction of the permanent housing units, the conduct of livelihood training for communities and partners, among others. SHFC shall, among others, allocate funds for the land acquisition and site development as necessary, and facilitate coordination among UN-Habitat and concerned government agencies to ensure coherence of project components with the rehabilitation and recovery program.

c. Pre-disaster contract or agreement between government and a private sector partners or international organization.

It is recognized that in massive reconstruction efforts of national government, there are inevitable delays in the implementation of project which among others are due to the slow procurement process, absorptive capacity and staff complement of line agencies to implement specific rehabilitation and reconstruction projects, and availability of materials. To mitigate these recurring issues, the government may opt to execute a pre-disaster contract or agreement with a private company or international organization to deliver specific rehabilitation interventions.

The Philippines, through the Government Procurement Policy Board (GPPB), issued the Guidelines⁸ on the Use of Framework Agreement, subject to pilot implementation by the DBM-Procurement Service, DepEd, DOH, and DND. A Framework Agreement⁹ has the same concept with a pre-disaster contract being executed in other countries, however its application is limited only for certain types¹⁰ of projects. It does not cover infrastructure projects (Section 2.3 of the Guidelines) of which are most of the type of rehabilitation projects being implemented. Given this, it is important that a policy framework for precontract agreements relative to the implementation of rehabilitation projects should be in place that will explicitly indicate what kind of projects can be covered by this implementation scheme, what kind of terms are allowed consistent with existing laws and regulations and to standardize parameters particularly in terms of quality specifications and cost estimates.

4.II. Financing Post Disaster Rehabilitation and Recovery

Critical in ensuring the implementation of the post disaster rehabilitation and recovery program is the availability of budget and financing resources. A duly funded rehabilitation and recovery program gives the government credibility and creates trust from the people that projects and activities shall be implemented. Thus, alongside with the formulation of the rehabilitation and recovery program should be the conduct of resource mobilization activities which will ensure that funds will be generated/raised and budget will correspondingly be allocated to the programs, projects and activities.

While the rehabilitation and recovery program is still being drafted, it is important that a post disaster budget review is simultaneously being conducted by the finance and budget agencies as well as by the budget officers of the concerned implementing national government agencies and LGUs to facilitate early determination of available resources, the financing requirement and recommended financing strategy. This is most relevant particularly if a budgetary appropriation gap is expected given the massive destruction and an appropriation of a supplemental budget or an appeal for external or international financing assistance may be needed. In relation to the formulation of rehabilitation and recovery program, this will facilitate indication of concrete appropriate fund sources for the specific projects and activities.

⁸ Annex A of GPPB Resolution No. 12-2017, dated 10 April 2017

⁹ A Framework Agreement can be used "by all departments, bureaus, offices, and agencies of the national government, GOCCs, GFIs, SUCs, and LGUs for repeatedly required goods determined to be necessary and desirable to address and satisfy the needs of the procuring entities, but by its nature, use, or characteristic, the quantity and/or exact time or frequency of need cannot be accurately predetermined" (Section 2.1 of the Guidelines)

¹⁰ "...expendable or non-expendable goods that are repeatedly required by the procuring entity in the regular course of business; and, for services, such as, hotel accommodation, air travel, including simple and non-complex services, such as, but not limited to, janitorial, security, catering, maintenance and repair services." (Section 2.2 of the Guidelines)

A. Post Disaster Budget Review

The post disaster budget review can initially refer to the results of the post disaster needs assessment, which provides an initial estimate of needed interventions, (or the rapid post disaster damage and loss estimation, if available). This can be assessed vis-à-vis the government's available contingent funds, such as the national/local DRRM Funds, agency regular budget savings, insurance pay outs and other government sources. Should there be a shortage of available funds specifically for the year/s where budgeting process has been completed, the government through the Congress may decide to issue a supplemental appropriation to cover the financing gap.

When the over-all resources of the government are not enough to cover the total financing requirement of the disaster, additional resources need to be mobilized. In this case, the government specifically the National Government, through the Development Budget Coordination Committee, may need to review and update its over-all financing strategy and mobilize other financing resources such as from foreign sources or through issuance of government securities such as bonds. It can also accept contributions and donations from private individuals or organizations.

Aside from this, the government may also tap external resources from multilateral and regional development banks, bilateral development partners, international non-government organizations, and other international donations. Access to external resources may be done with the call for international appeal for assistance, conduct of a donor conference or direct engagement with the international financial institutions for lending and non-lending services.

With regard to external resources, a programmatic approach for financing can be implemented where resources are matched with specific sector or intervention. This will result to a more organized and coordinated arrangements for financing at the same time will ensure nonduplication of funding of projects and activities and maximization of contributions from private sector and non-government organizations. In most cases, external resources also cover funding for medium to long terms projects and activities particularly in cases of large scale disasters. Official Development Assistance loans/grants, in particular, still need to go through process of negotiation, authorization and approval which can take some time before funds are available and disbursed. International financing institutions are also attracted to finance expenditure heavy projects which are typically implemented in the medium to long term particularly in cases of large scale disasters.

B. Options for Fund Sources

The following are possible sources of funds and resources for the government for the implementation of rehabilitation and recovery interventions:

1. Annual General Appropriations

The usual sources of funding for rehabilitation and recovery PPAs are the funds under the annual General Appropriations Act (GAA) as follows:

a. National Disaster Risk Reduction and Management Fund (NDRRMF)

The NDRRMF is a lump-sum appropriation in the GAA which can be used for various disaster risk reduction and management activities including that for post disaster rehabilitation and recovery interventions. This can be tapped by national government agencies including SUCs, GOCCs, and LGUs to fund DRRM projects which are not covered by regular agency and LGU budgets. Note, however, that the NDRRMF can only cover rehabilitation PPAs of disasters that occurred in the past two years.

To access the fund, project proposals (whether by a national agency or LGU) should be submitted to the NDRRMC, through the Office of Civil Defense which review and evaluate the proposals. The OCD recommends to the NDRRMC the proposals for endorsement to and approval of the Office of the President. For LGUs, however, only when its Local DRRM Fund has been depleted or not enough to cover the rehabilitation activities can it be allowed to access the NDRRMF. DBM administers the fund releases directly to the implementing agencies or LGUs upon approval by the President of the project proposal as recommended by the NDRRMC. Details on the process and requirements for access of said Fund are currently provided under RA10121 and in NDRRMC Memorandum Circular No. 45 dated March 14, 2017.

b. Agency Regular Budget

Funds for rehabilitation and recovery PPAs to be implemented in the medium-term to longterm are usually lodged in the agency regular budgets. Agencies are advised to include said PPAs in their annual budget proposals to ensure that funds are allocated. This is most particular for PPAs with multi-year implementation periods thus requiring multi-year contracting/obligational authority.

In certain cases, the Agency Regular Budget can also be tapped for funding short-term rehabilitation and recovery PPAs. This is when the existing agency regular programs have been scaled-up for rehabilitation interventions. In large scale disasters which require huge funding requirement, budget modification of allotment is done particularly for agency savings to cover the funding gap for early recovery interventions.

c. Special Funds for Rehabilitation and Recovery

In certain years, the Congress provided appropriation for special funds under the NDRRMF specifically for the implementation of rehabilitation and recovery PPAs. The special funds are intended exclusively for PPAs that cannot be covered by the regular NDRRMF which only fund PPAs related to disasters that occurred in the past two years; and for PPAs related to a particular disaster which the fund is earmarked for.

The national government agencies including SUCs, GOCCs, and LGUs can tap this fund for its PPAs. As this is lodged within the ambit of the NDRRMF, the process for access and requirements follows that of the NDRRMF Guidelines.

Box 14. Special Funds for Rehabilitation and Recovery Appropriated in Previous Years

Year	Special Fund	Amount
2016	Yolanda Rehabilitation and Recovery Program	Php18.9 billion
2017	Rehabilitation and Recovery Fund	Php1.5 billion
2018	Marawi Recovery, Rehabilitation, and Reconstruction Program	Php10 billion

d. Unprogrammed Appropriations and Earmarked Funds

On the part of the National Government, Unprogrammed Appropriations and earmarked funds created under or as established by Philippine laws may also serve as fund sources and financing for rehabilitation and recovery PPAs. Unprogrammed appropriations, as standby appropriations authorized under the annual GAA may be availed of upon occurrence of any of the instances and compliance with the conditions reflected in the special provisions under the Unprogrammed Appropriations. Actual utilization of Unprogrammed Appropriations and earmarked funds shall be governed by prevailing laws and policies, and subject to the existing budgeting, accounting and auditing rules and regulations

e. Supplemental Appropriations

When original appropriations are proved to be inadequate or insufficient for the particular purpose intended due to current economic, political or social condition, such as in the case of major disaster(s) occurring in a fiscal year, additional appropriation in the form of Supplemental Appropriations may be authorized by Law. This is most particular in cases of large-scale disasters requiring urgent and a significant amount of funds, hence, cannot wait until the enactment of the regular annual general appropriations bill.

2. Local Disaster Risk Reduction and Management Fund (LDRRMF)

The primary fund source for LGU rehabilitation and recovery PPAs is the LDRRMF. This is an appropriation of not less than five percent (5%) of the estimated revenue from regular sources that shall be set aside by the LGU to support disaster risk management activities. While the whole LDRRMF can be utilized for post disaster rehabilitation and recovery activities, the 30% QRF of the total LDRRMF appropriated, can only be utilized when the LGU is under a state of calamity.

LGUs can also utilize the unexpended LDRRMF from previous years for its rehabilitation and recovery PPAs. The 30% QRF of LGUs are unutilized when the LGU has not experience any calamity. The unexpended LDRRMF shall accrue to a special trust fund and shall be exclusively used to support disaster risk reduction and management activities of the LDRRMF within the next five (5) years.

NDRRMF-DBM-DILG Joint Memorandum Circular No. 2013-1 provides the guide for LGUs on the allocation and utilization of the LDRRMF including its unexpended balances.

3. Disaster Risk Insurance Payout Proceeds

Proceeds from the insurance payout can be another source of funds for repair, reconstruction or rebuilding of the insured damaged public assets or other government facilities and infrastructure provided under the insurance contract/guidelines. As discussed in Part 2 Section 1.F, there are indemnity and parametric insurance facilities for national agencies and LGUs. At the minimum, as mandated under Republic Act 656 or the Property Insurance Law, all public assets at the national and local levels should be insured with the GSIS.

4. Official Development Assistance (ODA) loans and grants, contingent funds, multidonor trust fund

Depending on the scale and impact of a disaster and based on the over-all financing strategy, the government has an option to tap into the available ODA. The government usually avails these types of financing options for big impact disasters which involves substantial financing requirements.

a. Loans and Grants

Depending on the impact of the disaster, the government may decide to take on new loans or restructure existing loans to fund the necessary programs, projects and activities. Loans can be used to directly finance specific project or it can be as budget support to supplement the budgetary gap resulting from the need to implement the rehabilitation and recovery projects and activities. Similarly, grants, which most often are accompaniments of loans, can finance specific rehabilitation or reconstruction projects or other technical assistance or advisory services.

It should be noted, however, that program-type/budget support loans shall need to go through the NEDA Board-Development Budget Coordination Committee (DBCC) approval process while project loans, regardless of amount, or foreign grants, depending on the threshold, may need to go through NEDA Board-Investment Coordination Committee (ICC) approval process subject to existing policies and guidelines.

b. Contingent Credit

This is another form of loan financing option to provide immediate liquidity to the government after a disaster. While generally contingent credit loan is intended to finance immediate needs such as response and relief activities, it can also finance early recovery interventions or even rehabilitation projects. As a quick and flexible source of financing, it can provide bridge financing while other sources (for example, bilateral aid and other emergency reconstruction loans) are being mobilized following a major disaster.

Box 15. Disaster Risk Management Development Policy Loan with a Catastrophe Deferred-Drawdown Option

Disaster Risk Management Development Policy Loan with a Catastrophe-Deferred Drawdown Option (DPL with CAT-DDO) is an example of a contingent line of credit of the Philippine Government with the World Bank. The Philippines initially entered into this loan agreement (First DPL with CAT-DDO) in 13 September 2011 where the full amount was drawdown following the needs for financial resources to cover post disaster interventions from Typhoon Sendong in December of same year. Following the closure of the First DPL with CAT-DDO in October 2014, the loan agreement was renewed and approved in December 2015 through Second DPL with CATDDO worth US\$500 million. On 27 September 2018, the amount of US\$496 million was withdrawn to cover for the widespread impact of Typhoon Ompong. The Second DPL with CAT-DDO has been renewed until September 2021.

The declaration of a state of calamity by the President as a result of a natural disaster triggers for the drawdown. The DPL with CAT-DDO is available for disbursement at any time within 3 years from signing of loan agreement and it may be renewed up to four times, for a maximum period of 15 years.

c. Multi-Donor Trust Fund

This is a form of grant financing involving multiple ODA partners. The concept of multidonor trust fund (MDTF) is that resources from different ODA partners are pooled together with a single set of agreed terms and purpose/objectives and the pooled funds are administered by a trustee and governed by an oversight structure. Access and approval of such funds are dependent on the funds' terms of agreement.

Box 16. Typhoon Yolanda Multi-Donor Trust Funds

The Typhoon Yolanda Multi-Donor Trust Funds (MDTF), with the Asian Development Bank (ADB) as designated trustee, was set-up with contributions from the European Union (EU), ADB, and Great Britain's Department for International Development (UK-DfID).

The purpose of the Yolanda MDTF includes provision of technical assistance for capacity building on mainstreaming disaster risk reduction and climate resilience in reconstruction process; financing urgent rehabilitation and reconstruction needs; and co-financing projects of other partner organizations.

To access this MDTF, implementing agencies submit project proposal for approval of the steering committee which is composed of the Department of Finance (DOF) as chair, and oversight agencies (i.e. NEDA, DBM and the Office of the Presidential Assistant for Rehabilitation and Recovery) and development partners (with a minimum contribution of USD 5 million) as members.

Source: ADB, *Establishing the Typhoon Yolanda Multi-Donor Trust Funds*, July 2014
(<https://www.adb.org/sites/default/files/institutional-document/59679/establishing-typhoon-yolanda-multi-donor-trustfunds.pdf>)

d. Humanitarian Assistance and Emergency Funds

Depending on the impacts and effects of disasters, triggers, and resource requirements, it should be noted that humanitarian assistance and emergency funds (usually made available or provided by bilateral, multilateral, and international development partners and channeled through national government, LGUs, NGO/CSO, private sector, and/or academe) may serve as additional sources to support recovery and rehabilitation PPAs. These funds may support PPAs that go beyond humanitarian/emergency phase and may extend up to or made available to cover rehabilitation and recovery PPAs.

Examples are ADB's Asian Disaster Response Fund, support under the ASEAN Plus Three Rice Reserve, bilateral support channeled through international organizations or

funds managed by or channeled through United Nations agencies, bodies, programs, specialized entities such as World Food Programme, United Nations Development Programme, Food Administration and Organization.

5. Donations

Development partners, non-government organizations (NGOs), private companies and individual persons extend donations of cash or in-kind as a form of assistance to areas affected by a disaster. A number of companies have corporate social responsibility (CSR) funds where they source donations. Similar with the multi-donor trust fund among ODA partners, some private companies also pool its fund into a private sector multi-donor fund through their organization of conglomeration. NGOs, on the other hand, usually conduct fund raising activities to solicit money from its partner organizations or individual donors and pool the funds for donation.¹¹

The donations to the government can be provided directly to the concerned implementing agencies, subject to compliance with prevailing policies and laws or to the LGUs affected. Most of the national agencies that receive donations are the Department of Education, Department of Health,¹² Department of Social Welfare and Development¹³, Office of Civil Defense and the National DRRM Council.¹⁴ There are guidelines issued by the concerning agencies, including the Department of Budget and Management and the Commission on Audit¹⁵ regarding the receipt, utilization and audit of these type of funds.

LGUs under state of calamity may also receive funds sourced from other LGUs' LDRRMF to support disaster risk reduction and management activities. A report on the utilization of the funds received from other LGUs shall be submitted to the grantor LGUs. Commission on Audit Circular No. 2012-002, on the other hand, provides for the accounting and reporting guidelines for LDRRMF of LGUs and NDRRMF given to LGUs.

6. Government Financial Institutions and Government-Owned or Controlled Corporations

Government financing institutions (GFIs) and some Government-Owned or Controlled Corporations (GOCCs) have lending facilities that can provide financing for rehabilitation and recovery projects of LGUs. Under Section 297 of the Local Government Code, LGUs may enter into contract loans and credits with banks and other lending institutions to finance the construction and development of public facilities and infrastructures including implementation of housing projects and other capital investment projects.

Furthermore, GFIs and GOCCs can serve as a conduit in providing financing assistance for specific to group/sector or individuals affected by a disaster. They can create lending

¹¹ Refer to DSWD Memorandum Circular No. 17 series of 2014 for the Revised Omnibus Rules and Regulations on Public Solicitation

¹² Refer to DOH Administrative Order 2007-0017 on the Guidelines on the Acceptance and processing of Foreign and Local Donations During Emergency and Disaster Situations

¹³ Refer to DSWD Memorandum Circular No. 09 Series of 2006 for the procedural Guidelines on the Receipt and Utilization of Donations in Cash and In-Kind

¹⁴ Refer to the NDRRMC Memorandum No. 158 Series of 2017 for the Enhanced Philippine International Humanitarian Assistance (PIHA)

¹⁵ Refer to COA Memorandum Circular 2014-009 for the Guidelines in the Audit of Disaster Risk Reduction and Management Funds and the COA Circular 2014-002 for the Accounting and Reporting Guidelines on the Receipt and Utilization of NDRRMF, Cash and In-kind Aids/Donations from Local and Foreign Sources, and Funds Allocated from the Agency Regular Budget for DRMM Program

programs targeting specific groups or individuals that include housing loan package and credit for business. The arrangements on the lending terms shall be agreed upon by the implementing parties. As the nature of the program is for emergency purpose, the terms should be less rigid compared to the regular program of the GFIs/GOCCs such that interest rates can be lower or subsidized by the government and maturity will be long-term.

The following are GFIs and GOCCs that have existing financing facility/program for disaster affected individuals or that can be tapped to develop and implement a special lending program for specific disaster affected individuals:

1. Land Bank of the Philippines
2. Development Bank of the Philippines
3. Social Housing Finance Corporation
4. Home Development Mutual Fund (Pag-IBIG Fund)
5. Small Business Corporation
6. Government Service Insurance System

Annex D provides a detailed list of financing assistance programs by selected GFIs and GOCCs for disaster stricken areas and affected individual.

7. Municipal Development Fund (MDF) under the Department of Finance

The Municipal Development Fund (MDF), a special revolving fund for re-lending to LGUs, is a financing option for LGU rehabilitation and recovery projects. This is administered by the Municipal Development Fund Office (MDFO) of the Department of Finance. Among several loan facilities under the MDF, some of which can be accessed to finance disaster rehabilitation and recovery of areas affected by disasters. This includes:

- a. Disaster Management Assistance Fund (DMAF) for financing post-natural disaster activities recovery and restoration activities;
- b. Municipal Fund to finance rehabilitation of municipal buildings; and
- c. Refinancing Facility to refinance existing debt of LGUs, replacing it with a more concessional financing terms.

Table 6. Financing facilities under the MDF which can be used for rehabilitation and recovery programs for disaster-affected LGUs

Facility	Description	Eligible Borrowers	Eligible Proposals/ Sub-Projects
Disaster Management Assistance Fund (DMAF)	The facility provide financial support for Disaster Risk Management (DRM) initiatives of LGUs (mitigation and prevention, response and relief, and recovery and rehabilitation initiatives) to enhance community resilience to	All LGUs nationwide	Initiatives relative to prevention and mitigation initiatives, lifesaving activities for all LGUs in response to a natural disaster as well as immediate post natural hazard events, and long term recovery and restoration initiatives.

	disaster and promote economic growth. ¹⁶		
Municipal Fund	The facility was established in partnership with the League of Municipalities of the Philippines. Cost of financing depends on the guidelines set by MDFO. Other support facilities such as parking areas, vehicular and pedestrian access and circulation, protective structures, landscaping and beautification, etc. are also eligible for financing. ¹⁷	All 1 st to 6 th Income Class Municipalities.	Construction, relocation, rehabilitation, and expansion of municipal halls/buildings including acquisition of lot.
Refinancing Facility	The facility covers 100% of the financing requirement of the LGU as determined applicable and allowable by the MDFO, such as the outstanding loan (principal and interest) and other fees	All Provinces, Cities, Municipalities and Highly Urbanized Cities (HUCs), particularly LGUs with existing	Refinancing payment of existing debt obligations such as the outstanding loan (principal and interest) and other fees and charges the lending
Facility	Description	Eligible Borrowers	Eligible Proposals/ Sub-Projects
	and charges that will be imposed by the lending institution due to contract pre-termination. ¹⁸	loans from GFIs, PFIs, and MDFO.	institution may impose due to contract pretermination.

4.III. Communications Strategy

In the post-disaster phase, communication strategy is essential in determining the success of the government’s rehabilitation and recovery efforts. A simple but effective communication strategy facilitates recovery by providing a platform for information exchange, feedback mechanism and issues resolution. This a tool that can build trust and consensus, promote active participation, and ensure buy-in from the government, affected population and key

¹⁶ Source: <http://www.mdfo.gov.ph/download/new/dmaf.pdf>

¹⁷ Source: <http://www.mdfo.gov.ph/download/new/municipio.pdf>

¹⁸ Source: <http://www.mdfo.gov.ph/download/refinancing.pdf>

stakeholders. Given the whole-of-government and whole-of-society approach to rehabilitation and recovery, it is important to keep the flow of information on a timely manner so that the stakeholders will not just be informed of the progress, but also participate in addressing the issues and concerns related to reconstruction. Government agencies and LGUs should designate focal points for communications activities and establish reporting mechanisms to facilitate smooth information flow. A snapshot report will be helpful in providing an overview of the pressing rehabilitation and recovery issues and emerging trends so that the government leaders can make informed decisions. This can be circulated to agencies and LGUs so that they would have the same information and reference point.

At the onset of rehabilitation and recovery phase, the lead agency or the LGU should design a communications strategy that takes into consideration the social and cultural context of the affected areas. Good communication should also be viewed as contributing to other goals of the rehabilitation and recovery program, including transparency, accountability and good governance. The communication strategy should consider the following components: (1) key principles; (2) core messages; (3) spokesperson; (4) forms of communication materials; and (5) communication channels. Details of these components are discussed below:

A. Key Principles

- Establish communication protocols that would serve as primary guide between national and local governments, and other relevant stakeholders in implementing communication related activities (i.e. discussion of rehabilitation and recovery programs, projects and issues for regular updating and reporting). Identify focal person/spokesperson who is well versed on addressing the media and the public.
- Manage people's expectations by providing proactive messages to address or clarify recovery issues (e.g. possible delays in the implementation of programs and projects, issues on beneficiaries' selection process). Establish a feedback mechanism at the national and local level that allows the affected communities to be heard and be responded to. Promote transparency and accountability throughout the recovery process.
- Involve the public and affected communities in the recovery process through the regular reporting of progress, responding to issues raised, and updating on the plans and timeframes of program implementation. Establish the regularity of releases of information and consistency of data provided to the public.

B. Core Messages

The core messages are the most important pieces of information that the stakeholders need to hear and remember. The core messages are the foundation of the communication strategy and should be used in all communication-related activities. The lead agency or LGU should craft straightforward and consistent messages outlining the following: (a) key roles of government, the community and other stakeholders; (b) sectoral rehabilitation and recovery priorities; (c) priority programs, projects and activities with their corresponding targets; (d) governing policies for recovery; (e) available rehabilitation and recovery funds; (f) timeframes for commencement or completion; (g) implementation issues and proposed resolutions; (h) mechanisms for community involvement in the recovery process and (i) over-all progress in the recovery.

Clear, concise and honest messages will facilitate common understanding of the various rehabilitation and recovery concerns. Proactive and positive messages will help build the trust of the public in the government-led rehabilitation and recovery efforts. Customizing the message to specific audiences is also important in the delivery of effective and relevant information. As rehabilitation and recovery progresses over time, it is relevant to review the key messages to best reflect the situation at the given time.

C. Spokesperson

As the messenger is equally important as the message, it is necessary to identify the focal persons or spokespersons for the communication-related activities at the national and local levels. The spokespersons are responsible to take the lead in their agencies or LGUs to promote the government's activities and provide support to strengthen linkages among other stakeholders. Alongside this, spokespersons are also expected to provide official statements to various rehabilitation and recovery issues. The spokespersons shall help maintain a consistent image and a positive reputation for their agency or LGUs.

D. Forms of Communication Materials

Different forms of communication materials can be used to convey the key recovery messages to the affected community and to the other stakeholders. As a commonly used form of communication material, print communications (e.g. posters, comics, hand-outs) and electronic (e.g. videos, radio clips, short films, text messages) communications will keep the public engaged in the rehabilitation and recovery process. Audio-visual materials are creative options of presenting the progress of rehabilitation and recovery program as these can complement traditional reporting methods.

E. Communications Channels

A communication channel is the means by which the key messages reach the stakeholders. The government should indicate in the communications strategy the channels that are practical and efficient for the target audience. For effective messaging, the government should select channels that would capture the target audiences' attention frequently and precisely and that is capable of establishing an open communications venue among all stakeholders involved in the recovery efforts. Channels for communicating the progress of rehabilitation and recovery include, but are not limited to:

- **Mass Media.** The government will utilize traditional broadcast and print media such as television, radio, and newspapers to disseminate information or address issues relating to the recovery. Local community radios may be tapped to serve as a venue for spokespersons to release statements and updates and respond to the public's queries.
- **Website.** An accessible and well-designed rehabilitation and recovery website will serve as a vehicle to disseminate information and provide updates on recovery efforts. The website shall be providing space for any statements, feature stories, news articles, and infographics contributed by the different stakeholders. This can also be a tool that will allow the public to monitor progress in the delivery of priority projects, and participate in, and/or pledge additional support.

- **Social and Digital Media.** Due to its quick reach to vast audiences, the government can use social and digital media for immediate announcements of statements or responses to critical situations. Social media can also be used to monitor public perceptions, and receive feedback from stakeholders and the public. Mobile applications for monitoring the progress of the rehabilitation program may also be designed to serve as another platform for citizen engagement. This will help the government reach out to more audience within the country and abroad.
- **Press Briefing.** Regular press briefings will be an opportunity for the government officials and local chief executives to provide a more in-depth report of the progress of rehabilitation and recovery. As this interface with the media is intended to be held on a regular basis, the spokespersons should gather updated information on relevant recovery matters.
- **Community Meetings.** Agencies or LGUs can spearhead direct engagement activities such as community dialogues, town hall meetings and focus group discussions. These community meetings are effective in communicating with target audiences who are not usually reached through traditional media or where the information that needs to be conveyed are best explained through personal interaction. This can be effective for engaging ordinary community members and has the advantage of flexibility as the information requirement would vary from one community to another.

Rehabilitation and Recovery Newsletter. A newsletter is meant to be simple and easy to read and written in the language and style understood by the people in the affected communities. A good newsletter not only informs people about the rehabilitation and recovery progress, but also promotes engagement and interaction in the community. These materials can be distributed during community consultation meetings.

- **Information Hubs.** The government can establish knowledge hubs where the general public and other stakeholders can get updated and accurate information on the progress of rehabilitation and recovery efforts. The hubs can feature knowledge products such as program and project brochures, posters, reports, and other relevant information materials on recovery initiatives of the government. A computer or an interactive facility may host such information to increase awareness, encourage the public to participate, and become partners with the government in the recovery process. A dedicated personnel should manage the hub, entertain walk-in visitors, and respond to queries on rehabilitation.

The communication strategy implies that different forms of communications materials and channels can be used for different intended audiences. While these modalities can be used simultaneously, it is recognized that using various methods for different groups helps reinforce the information conveyed by the government. The affected population will likely reflect on the given information if they are repeatedly exposed to the same from various sources. However, it is important that government view the communication strategy as a work in progress that will need to be updated or revised as feedback is received from affected population and other stakeholders. The lead agency or LGUs should establish a system to process community feedback, which can be used to implement corrective actions being taken on the ground.

All the components of a Communications Strategy can be summarized into a snapshot that will allow decision-makers to have a quick look of the issues, key messages, and the channels of communications.

Box 17. Sample Snapshot of Rehabilitation and Recovery Issues and Possible Responses

Issue/ Concern	Possible Response/ Action	Spokespersons	Communication Channels
Delay in the preparation of the rehabilitation and recovery plan	Explain that the preparation of a plan requires thorough vetting and consultation with stakeholders. There are also sensitivities that need to be considered in planning as all interventions must be sensitive to the customs of the area/s affected.	Representative/s from the lead agency, NEDA, and/or the LGU/s concerned	<ul style="list-style-type: none"> • TV • Radio • Social and Digital Media • Print • National/ Local Press Briefing
Substandard quality of transitional shelters	Discuss the standards and designs being followed. Assure the people that solutions, such as detailed inspection and monitoring of materials and actual construction, will be identified to correct the issue.	Representative/s from the lead agency, DPWH, HUDCC, NHA, and/or LGU/s concerned	<ul style="list-style-type: none"> • TV • Radio • Social and Digital Media • Print • National/ Local Press Briefing
Lack of transparency in the use of funds for rehabilitation and recovery	<p>Report on the status of project financing. Specifically, discuss the following:</p> <ul style="list-style-type: none"> • Identified funding sources of projects • Utilization status of government funds (e.g. NDRRMF, agency regular budgets, LGU funds) • Funds pledged, committed, and actually given to the Government 	Representative/s from the lead agency, DOF, DBM, DFA, and/or LGU/s concerned	<ul style="list-style-type: none"> • TV • Radio • Social and Digital Media • Print • National/ Local Press Briefing
Delay in the implementation of infrastructure projects	Properly explain the reasons of delay and provide a more feasible timetable for project implementation. For social infrastructure such as education and health facilities, propose options for temporary learning spaces and/or health stations.	Representative/s from the lead agency, DPWH, and/or agency or LGU/s concerned	<ul style="list-style-type: none"> • TV • Radio • Social and Digital Media • Print • National/ Local Press Briefing
Incidence of physical and sexual violence in evacuation centers	Condemn the act of violence. Provide assurance to the people that investigation is being done and that interventions are already being conducted to solve the issue and prevent it from happening again.	Representative/s from the lead agency, DSWD, PCW, NYC, DOJ, and/or LGU/s concerned	<ul style="list-style-type: none"> • TV • Radio • Social and Digital Media • Print • National/ Local Press Briefing

PART 5. MONITORING AND EVALUATION

5.I. Progress Monitoring

Monitoring of programs and projects and assessing its progress of implementation is important in ensuring that rehabilitation and recovery program stays on track to achieve its intended results. Timely implementation and completion of projects will mitigate or minimize aggravation of the negative impacts of disaster. Monitoring generally involves reporting of status of implementation of individual programs, projects and activities with respect to inputs, outputs and processes, problem solving sessions to address the issues and concerns that causes delay in the implementation and field validation.

A. Organizational Structure for Monitoring and Reporting

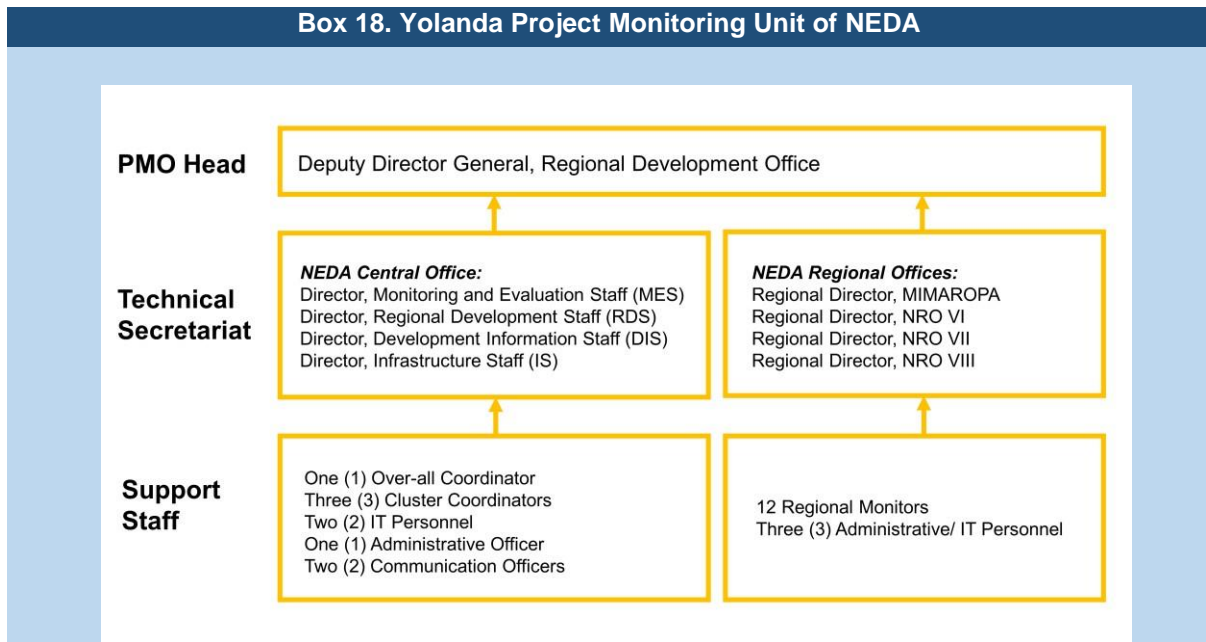
Generally, the monitoring and evaluation of projects shall be done by the Local, Regional and National DRRM Councils. The Office of Civil Defense (OCD), as the DRRMC secretariat at the national and regional levels shall assist the concerned Councils for said levels. The LGU concerned, on the other hand, shall assist the Local DRRMC. The concerned Council in this regard shall need to designate a specific unit that shall be responsible for monitoring or design an internal working arrangement for monitoring future rehabilitation programs and projects. This will ensure that monitoring will not be left-out in the planning process and implementation stage.

In cases where a task forces or an appointed official is designated to spearhead the rehabilitation and recovery efforts of government, the monitoring can be done by the task force or the office of the appointed official through the establishment of a project monitoring unit (PMU). However, it is important that a transfer mechanism of the monitoring function be defined at the very start in anticipation of the possible abolition of the task force or ad hoc office which will consequently also abolish the PMU. Sustainability of monitoring activities is necessary to track the completion of the projects as well as evaluation of the projects' impact if to be done in the future.

Along with the establishment of a monitoring unit, its function and responsibilities should also be clear. The following should be the key responsibilities of the unit designated for monitoring:

1. Establish key performance indicators
2. Orient and assist the agencies on the monitoring system and tool to be adopted and use.
3. Consolidate the monitoring reports submitted by agencies and LGUs
4. Build, maintain and regularly update the database on the programs and projects monitored
5. Coordinate with the agencies on project implementation issues/concerns identified and recommended actions to be taken.
6. Prepare periodic status report on the implementation of programs and projects for submission to the Council and/or the President.
7. Validate the status reports of agencies through conduct of field assessment of key projects, as necessary

Box 18. Yolanda Project Monitoring Unit of NEDA



B. Monitoring Tool

An appropriate monitoring tool should be developed or set-up by the monitoring unit. The tool need not be a new one but can be from among the existing available and operational tools provided that can be easily modified if needed. It would also be more efficient if a standard tool and templates will be used for all the rehabilitation and recovery programs at each level or Council to minimize the need for regular training of staffs as new tools are introduced each and every time a post-disaster rehabilitation and recovery program will be monitored.

In developing or determining what monitoring tool to set-up or use, the following are some suggestion to consider:

- A combination of online (web-based) and offline (i.e. MS Excel or MS Access) tracking tools is the most ideal. Online (web-based) tracking tool is effective for multi-users as updating can be done simultaneously. A complementing offline (i.e. excel or access) tracking tool would be useful in cases where problems are encountered in the online system. It should, however, be ensured that these two tracking tools are linked, interoperable and data information can be shared.
- Key features of the tool:
 - simple, user-friendly, and cost-efficient

- allow for standardized reporting
- enable data sharing among NGAs, LGUs, other stakeholders
- should capture information from required forms of the Department of Budget and Management and other needed information for fiscal responsibility monitoring

Table 7 provides description of the post disaster monitoring and evaluation tools used in the monitoring of the Yolanda Comprehensive Rehabilitation and Recovery Program. Annex E is the monitoring forms used by the agencies for its periodic reporting to NEDA as the designated monitoring unit by the President based on Memorandum Circular 54. These tools are still operational and may be adapted by the other monitoring units.

Table 7. Sample of Post-Disaster Monitoring and Evaluation Tools

	eMPATHY	NEDA-MES Monitoring System
Features	<ul style="list-style-type: none"> • Web-based; Data are accessible to all allowed users • Allows uploading and publishing of project information (Project Description, Funding Sources, Target Output and Schedule of Project Completion, Causes of Delay, Progress, Related documents, photos and videos) • Provides real-time monitoring and updating of reports • Real-time reports can be exported in common file formats (Word, Excel, PDF) • Allows upload of Citizen Feedback • GOP already has the license for the program 	<ul style="list-style-type: none"> • Allows the use of each NGA’s own project monitoring system • Accounts the physical and financial accomplishments • Templates are consistent with the DBM forms • Has an established system for Problem-Solving Sessions (PSS)
Issues	<ul style="list-style-type: none"> • Highly-technical and manpowerintensive • Requires a group especially designated to monitor the program in each implementing agency; All monitors/users of the program require training • Effectiveness is highly-dependent on the agencies’ capability to maintain the program 	<ul style="list-style-type: none"> • Highly-dependent on the regular report submission of the implementing agencies • Database are in excel form. Thus, updating and report generation are done manually.

C. Monitoring and Reporting Arrangements

The concerned implementing agencies and LGUs usually track the progress of their projects and submit reports to the monitoring unit which consolidate and prepare the monitoring reports submitted to the L/R/NDRRMC or to the President. Focal persons responsible for coordinating and preparing the monitoring reports should be designated by each implementing agency and LGU to facilitate smooth monitoring and reporting. They shall be the counterparts of the

monitoring unit in each agency/LGU. In addition, a system for reporting across levels should also be defined particularly if the lead monitors are at the national level but the inputs and information would come at the regional or local levels.

The monitoring reports should contain updates on the physical and financial accomplishments of the PPAs under the Rehabilitation and Recovery Program in relation to the target outputs and funding requirements. Highlighting key issues and concerns in implementation and funding will facilitate getting immediate action/response from other concerned entities and receiving policy direction/advice from concerned Council.

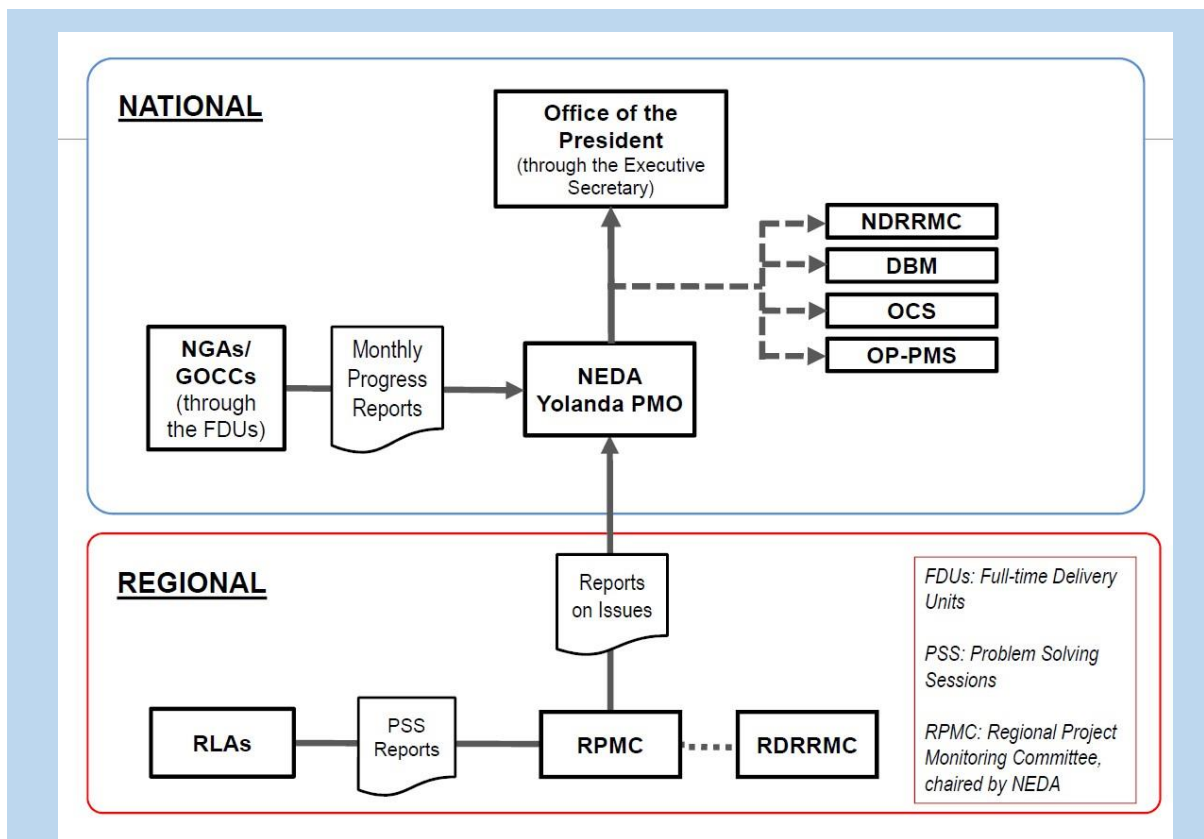
The time period for the agency reports and date of submission of reports can vary depending on the prescribed guidelines of the monitoring unit. At the minimum, annual report should be prepared. However, this does not limit agencies/LGUs from flagging of issues and concerns which may be done more frequently than the reporting.

The overall discussion of implementation issues and bottlenecks can be done in an interagency platform for problem solving. The platform can follow that of the planning structure for purpose of consistency (i.e. through the clusters) with the monitoring unit as lead technical secretariat. The meeting of the inter-agency platform should be done on a regular basis to immediately address issues and concerns.

The monitoring unit together with agency focal staffs should also conduct periodic field validation activities particularly of major projects and those that are problematic in implementation.

As an example, Box 18 illustrates the monitoring process for the Yolanda Comprehensive Rehabilitation and Recovery Program.

**Box 19. Sample of Monitoring and Reporting Process:
Yolanda Comprehensive Rehabilitation and Recovery Program Monitoring Process**



5.II. Outcome Evaluation

An outcome evaluation may be undertaken to determine the effectiveness and efficiency of interventions undertaken. It will assess whether the target outcomes (as indicated in the post disaster rehabilitation and recovery framework) have been achieved and to determine whether the interventions, through the projects and activities conducted, have contributed towards the achievement of the said outcomes. This is most relevant for large scale disasters where the damages and losses greatly impacted the communities affected. The results of the evaluation shall guide what other needed assistance should be provided by the government. The lessons learned and recommendations from the evaluation can also serve as input and reference to improve policies and projects to be implemented in future rehabilitation and recovery interventions for similar type of disasters.

Outcome evaluation can be done for the whole rehabilitation and recovery program or for selected sectors depending on the purpose of the evaluation. Only selected projects are evaluated in consideration of cost efficiency. A set of indicators as criteria for project selection

should be determined for this purpose. As examples, the indicators can include: the number of project beneficiaries or affected stakeholders; contribution to over-all income growth of the area or to its major economy; number of jobs generated; and provision of basic needs/services in the community.

For an inclusive and balanced evaluation of results, a participatory approach should be adopted where the relevant stakeholders are consulted. While the evaluation can be conducted by a third party expert, it is relevant that the activity is supervised by a government agency to ensure ownership of the results. It is more effective and efficient if the supervising government agency shall be the unit that was responsible for progress monitoring as they are familiar with the projects and activities for evaluation.

Annex A. Data Requirements

Core Element	Sector	Data	Details	Source
General Information		Land area		PSA/ CDP/ CLUP, NAMRIA/ DENR-LMB
		Topography	Topographic map with description	PSA/ CDP/ CLUP, NAMRIA
		Political subdivision (for higher-level LGUs)		
		Income and Income classification		DOF-BLGF, LGU, Community-Based Monitoring System (CBMS)
		Poverty Incidence		PSA
		Total population	Disaggregated data by urban/rural, subdivision (up to barangay level), age group, and gender	PSA, CBMS
		Population density		PSA
Land Use and Physical Environment	Settlement	Settlement areas	Disaggregated data by subdivision (up to barangay level) with corresponding population count by individuals/families; land use/zoning map	CLUP, DENR-BMB, PSA, LMB, NAMRIA
	Production	Utilized land	Disaggregated data by land resource, as applicable (agricultural, coastal/marine, production forest, mineral, industrial, tourism, others)	
		Idle land		
	Protection	Protected areas (if any)	Location and physical characteristics of protected areas	
Economic Activity and Livelihood	Agriculture	Labor force participation rate and revenue generated	Disaggregated data by type (public or private), subsector, subdivision (up to barangay level), age group, and gender; include data on existing and proposed support facilities	Local Revenue Office, Public Employment Service Office
	Industry			
	Services			
	MSMEs	Number of MSMEs		

	Informal sector	Number of farmers and fisherfolks		
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Core Element	Sector	Data	Details	Source
		Agricultural infrastructure and other production and post-harvest facilities		
Infrastructure	Transportation	Roads (National, Provincial Municipal, Barangay)	Include total length, classification by surface type (i.e., paved or unpaved) and condition	DPWH, Local Engineering Office (for local public works)
		Bridges	Include total length, classification by type (i.e., permanent or temporary) and condition	
		Airport	Include classification (i.e., International, Principal - Class 1, Principal Class 2, Community, Military, Unclassified), passenger and freight statistics, and conditions of PTB/runway	DOTr, CAAP
		Seaport	Include classification (i.e., Commercial, RORO, Fishing [regional], fishing [communal], Feeder, Unclassified), passenger and freight statistics, and conditions of PTB/ port	DOTr, PPA, LGU (for locally managed ports)
	Communications	Telephone services (landline and mobile), Television, Radio, Print, internet	Include data on number of subscribers/ users/ clients, and total value and of physical asset	DICT, Local Assessor's Office

		coverage, broadband area coverage		
	Power	Transmission lines, distribution facilities, power plants (e.g., hydroelectric, nuclear, coal, geothermal)	Include status of electrification/ water supply to households and businesses, and physical conditions of facilities/ equipment	DOE, NEA

Core Element	Sector	Data	Details	Source
	Water	Reservoirs, distribution facilities, pumping stations, treatment facilities		LWUA, Local Water District, CBMS
	Government	Government buildings and facilities (i.e., national and local/ municipal buildings)		LGU
	Social Infrastructure	Education facilities (schools, training facilities, etc.)	Include classification (Public Basic, Private Basic, State College, State University, Private College, Private University, Technical/ Vocational, Review/ Training), description (e.g., building type, no. of storeys), and physical condition	DepEd, School Divisions, CHED

		Health facilities (hospitals, rural/ barangay health units)	Include classification (Government General, Government Specialty, Private General, Private Specialty, Primary Care, Custodial Care, Diagnostic/ Therapeutic, Specialized Out-Patient), description (e.g., building type, no. of storeys, bed capacity), and physical condition	DOH, Local Health Office
	Agriculture	FMRs, irrigation facilities	Include number, reach of service area, and condition	DA, NIA, Local Agricultural Office
	Other Support Infrastructure	Warehouses, waste management facilities		LGU
Housing	Community		Include data on existing and proposed facilities, type of shelter by material and possible areas for future resettlement sites	PSA, LGU, Local Housing Board, National Housing Targeting System (NHTS), CBMS, CLUP
	Private Subdivision			
	Informal Settlement			
Core Element	Sector	Data	Details	Source
Social Services	Health	Health services	Include data on level/category, bed capacity, type of services provided, number of personnel	DOH, Local Health Office, CBMS
	Education	Education services	Include data on classification, enrolment, available facilities, teacher-student ratio, student-classroom ratio)	DepEd, School Divisions, CBMS
	Government	Government services	Include data on type/frequency of service (e.g., licensing, regulation, registration, emergency support)	LGU
Hydro meteorological and Geologic Hazards		Hazard prone areas	Include flood-prone/ landslide-prone areas, fault lines and susceptibility maps for each hazard	MGB/ PHIVOLCS, CLUP
Peace and Security		Existing armed groups	Include data on identified insurgent groups and other armed illegal groups	

Annex B. Agency Rehabilitation and Recovery PPAs

Program	Implementing Agency	Program Description
Social Services Sector		
Implementation of Alternative Delivery Modes/Flexible Learning Options (ADMs/FLOs) for Learners Outside of Schools	DepEd	The program was intended initially to decongest classrooms and address absenteeism of learners. However, it has been offered by DepEd as a rehabilitation and recovery intervention in lieu of damaged school buildings and learners in transitional shelters/evacuation sites
Tamang Serbisyo sa Kalusugan ng Pamilya (TSeKaP)	DOH	The program includes complete physical examination and laboratory tests. Immunization, deworming, micronutrient supplementation and dental services are also given. This is also implemented as a rehabilitation and recovery program for IDPs.
Pantawid Pamilyang Pilipino Program (4Ps)	DSWD	Offered to affected families in the RRP, this program provides cash grants to the poorest families (with waived conditionalities in the case of the BMCRRP) for health and education.
Livelihood and Business Development		

Tulong Panghanapbuhay sa ating Disadvantaged/ Displaced Workers (TUPAD) Program or the Emergency Employment Program (EEP)	DOLE	TUPAD is an emergency employment assistance program for displaced, underemployed and unemployed (poor) workers. It's a community-based employment program ranging from beautification, street cleaning, and de-clogging and maintenance of canals.
Knowledge Sharing, Inputs Acquisition, Training on Entrepreneurship and Skills Acquisition (Kabuhayan Starter KITS Project)	DOLE	This livelihood formation program targets workers in the informal economy, those with special concerns and displaced workers. It includes providing beneficiaries with trainings on production skills, livelihood starter kits (tools, equipment, materials and inputs), and advisory/consultancy services.
Enterprise-Based Training	TESDA	These are training programs conducted with companies and retrofitted according to the needs of the local industry. It includes apprenticeship and on-the-job-training.
Sustainable Livelihood Program (SLP)	DSWD	The SLP is a community-based program that provides for skills training, livelihood grant and employment assistance for poor Filipinos to improve their socioeconomic conditions. Beneficiaries are given two track options: 1) micro-enterprise development track or 2) employment facilitation track. Prerequisite to these, the DSWD conducts social preparation and capacity-building activities.
Program	Implementing Agency	Program Description
Cash-For-Work	DSWD	This is a program providing unemployed or underemployed individuals with temporary work enabling them to have a source (or alternative source) of income.
Shared Services Facilities (SSF)	Department of Trade and Industry (DTI)	The project is aimed at improving the competitiveness of Micro Small Medium Enterprises (MSMEs) through the provision of machineries, equipment, tools, systems, skills and knowledge that matches local needs.
Commodity-based Training Programs	Department of Agriculture (DA)	The Agricultural Training Institute of the DA offers training programs aimed at strengthening the competitiveness of farmers and fisher folks.
Banner Programs on Corn, Rice, Livestock, High Value Crops and Organic Agriculture	DA	These banner programs of the DA include the provision for seed distribution to farmers, production support for technology adoption, insecticides/pesticides, trainings, research and development, installation of irrigation, machinery/equipment/facilities support, post-harvest facilities

Annex C. List of Programs, Projects, and Activities

[1]	[2]	[3]	[4]			[5]	[6]	[7]
Priority Programs/ Projects/ Activities (PPAs)	Location/ Site	Total Funding Requirement	Annual Breakdown of Funding Requirement			Funding Source	Implementing Agencies/ LGUs	Timeframe/ Implementation Period
			Year 1	Year 2	Year 3			

NOTES:

1. **Priority PPAs** refers to short- (for implementation within a year), and medium-term (for implementation within the next 3 to 4 years) interventions, which are prioritized based on specific set of criteria identified by the agency. These can be categorized by sector
2. **Location/site** refers to the municipality/city/barangay where the PPA will be implemented or located
3. **Total Funding Requirement** refers to the aggregated cost of the annual funding requirement
4. **Annual breakdown of funding requirement** refers to the monetary value, in pesos, of the PPA for each year of implementation
5. **Funding Source** may be national government, local government, private sector or development partner. If specific fund facility is known, this may also be indicated (i.e. NDRRMF, Agency regular budget, LDRRMF, ODA, donations). Specific name of the organization may also be indicated in the case of private sector and development partner funded PPA
6. **Implementing agencies/LGUs** refers to the specific national government agency and LGU responsible for executing the PPA
7. **Timeframe/implementation period** refers to the number of months/years or the exact months/years that the PPA will be implemented

Annex D. List of existing loan facilities/ programs for post disaster financing assistance offered by Government Financing Institutions/Government Owned or Controlled Corporations

Program	Description	Type of Post Disaster Financing Assistance for Possible Coverage
<i>Land Bank of the Philippines</i>		

Countryside Financial Institutions - Calamity Assistance Program (CFICAP)	The program offers term-loan rediscounting to eligible country financial institution whose loan portfolio were affected by natural calamities. ¹⁹	This can be tapped by LGUs in developing a loan program that will provide financial access to private individuals and entrepreneurs to recover from their disaster losses.
LBP CaReS	This program offers loan restructuring for additional 3 years and rehabilitation credit for LGUs, SMEs, home buyers, cooperatives, NGOs, and CFIs affected by a disaster. Loans under the program may be used for rehabilitation/construction/ acquisition of facilities affected by the disaster. It also provides loans for working capital of SMEs and for augmentation of cooperatives' and CFIs' capital for on-lending to small farmers, fisherfolks, and MSMEs. ²⁰	<p>LGU can apply for a loan in this facility to finance the reconstruction/ rehabilitation of damaged public infrastructures.</p> <p>This can also be tapped by LGUs and implementing agencies in developing a credit program for affected MSMEs, cooperatives, farmers and fisherfolks to be used as start-up/working capital; and for individuals or community organizations to be used for rebuilding their damaged houses and community facilities.</p>
Development Bank of the Philippines		
Residential Real Estate Financing Program (RREFP)	<p>This program offers financing support for shelter production and tenure for employees in the public and private sector, OFW families, new households and homeless Filipinos. The program can be accessed by LGUs, Government Agencies for employee housing projects, Private sector groups, private developers, Cooperatives, Microfinance Institutions, Private Financial Institutions, NGOs, Homeowner Associations support by an LGU guarantee, Private companies for their employees, and Public-Private Partnership for Housing Projects.</p> <p>The loan can be used for land acquisition, Site</p>	This can be tapped by LGUs and implementing agencies in developing post disaster housing financial assistance packages for the affected population that will supplement the regular NHA or LGU transitory and permanent housing programs.

Program	Description	Type of Post Disaster Financing Assistance for Possible Coverage
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¹⁹ Source: <https://www.landbank.com/calamity-assistance-program>

²⁰ Source: <https://www.landbank.com/lbp-cares>

	Development, Shelter Construction, Housing Microfinance, and Project Preparation Financing. ²¹	
Water for Every Resident (WATER) Program	The program finance water supply programs of private companies, water districts, LGUs, PFIs and MFIs for their capital investment, Working capital requirement, Refinancing of existing loan, Consultancy services, and other Project Preparation Activities. ²²	This can be tapped by LGUs and implementing agencies in developing a loan program that will provide financial access to private companies including GOCCs to recover from their disaster losses including rehabilitation/ reconstruction of damaged facilities and equipment, working capital and additional investments needed.
Disaster Risk Reduction under the Green Financing Program	DBP's Green Financing Program provides financing and technical assistance to LGUs, private corporations/enterprises, GOCCs, Government Agencies, Cooperatives/Associations, PFIs, and MFIs in the adoption of disaster risk reduction measures. The program can be tapped to finance Capital Investments, Initial Working Capital, Consulting Services, and Refinancing of existing operational projects. ²³	LGU can apply for a loan in this facility to finance the reconstruction/ rehabilitation of damaged public infrastructures particularly those that contributes to disaster resilience building.
Sustainable Health Care Investment Program	The program offers credit program for health care investment projects that promote availability, accessibility, and affordability of health care services to people belonging to the lowest income group. It can be tapped by LGUs, governmentowned hospitals, Private Health Care Providers, Partnerships, Joint Ventures Wholesale, and DBP accredited Rural/Thrift banks and MFIs for relending. The program can finance construction/expansion/rehabilitation/upgrade rehabilitation of hospitals and medical clinics, acquisition of medical and nonmedical equipment,	LGU can apply for a loan in this facility to finance the reconstruction/ rehabilitation/ upgrading of damaged public health hospitals and other related facilities (i.e. rural health units, barangay health clinic) including for preparation of feasibility studies for new health facility to be constructed.

²¹ Source: <https://www.devbnkphl.com/UserFiles/Residential%20Real%20Estate%20Financing%20Program.pdf>

²² Source: <https://devbnkphl.com/UserFiles/Water%20for%20Every%20Resident%20Program.pdf>

²³ Source: <https://www.devbnkphl.com/UserFiles/Green%20Financing%20Program.pdf>

	Working capital for the preparation of feasibility study, engineering designs, and others. ²⁴	
Program	Description	Type of Post Disaster Financing Assistance for Possible Coverage
<i>Home Development Mutual Fund (PAGIBIG Fund)</i>		
Calamity Loan Program	The program is offered for qualified Pag-IBIG members in areas declared under State of Calamity to avail loans equivalent to 80% of their Total Accumulated Value. ²⁵	This can be tapped by LGUs and implementing agencies in developing housing financial assistance packages for the affected population that will supplement the regular NHA or LGU transitory and permanent housing programs.
<i>Social Housing Finance Corporation (SHFC)</i>		
Localized Community Mortgage Program (LCMP)	The program provides financial assistance to LGUs in the acquisition of land occupied by informal settlers and land where informal settlers will be relocated for their socialized housing projects. ²⁶	The program can serve as support for LGU post disaster housing programs, which requires land acquisition.
Abot Kaya Pabahay Fund - Development Loan Program (AKPF-DLP)	The program is intended for financing site development/ improvement and house/building construction in SHFC built communities. The program is available for government and private proponents of socialized housing projects. ²⁷	The program can serve as support for LGU and national government post disaster housing programs specifically for land development and housing construction.

²⁴ Source: <https://devbnkphl.com/UserFiles/Sustainable%20Health%20Care%20Investment%20Program.pdf>

²⁵ Source: [http://www.pagibigfund.gov.ph/faqpdf/FAQ%20CALAMITY%20FINAL%20\(7-14-17\).pdf](http://www.pagibigfund.gov.ph/faqpdf/FAQ%20CALAMITY%20FINAL%20(7-14-17).pdf)

²⁶ Source: <http://www.shfcph.com/LCMP%20fastfacts.pdf>

²⁷ Source: http://www.shfcph.com/Abot-Kaya_Pabahay_Fund.html, <https://djeceexplains.wordpress.com/2012/10/12/abot-kaya-pabah/>

Small Business Corporation		
Pondo sa Pagbabagao at Pag-asenso (P3)	This program provides alternative funding source for qualified MSMEs, which includes market vendors and sari-sari store owners, through microfinancing institutions or cooperatives. This program can also be used for business expansion and/or additional supplies/ inventory. ²⁸	This can be tapped by LGUs and implementing agencies in developing livelihood-related financial assistance packages for the affected enterprises particularly MSMEs
Government Service Insurance System		
Emergency Loan	The Emergency Loan program is offered by GSIS to its qualified members in areas affected by disasters and declared under state of calamity. ²⁹	The loan program will serve as an accessible financial assistance for government employees to recover from their losses due to disaster.

Annex E. Yolanda Monitoring and Reporting Forms

Rehabilitation and Recovery Programs and Projects	M&E Form 1
Financial Status of Reconstruction Assistance on Yolanda (RAY) Programs and Projects (in PhP)	
Region:	
Implementing Agency:	
As of (Date)	

²⁸ Source: <https://www.dti.gov.ph/businesses/pondo-sa-pagbabago-at-pag-asenso#frequently-asked-questions>

²⁹ Source: <http://www.gsis.gov.ph/active-members/loans/emergency-assistance-loan/>

Program/ Project/ Activity	Location	Total Funding Requirement (PhP)	Allotment Releases to date (PhP)			Total Unreleased Amount (PhP)	Disbursements (PhP)			Total Undisbursed Amount (PhP)
			Previous Releases	Releases this Quarter	Total Releases		Previous Disbursement	Disbursement this Quarter	Total Disbursement	
			(A)	(B)	(C)		(D)=B+C	(E)=A-D	(F)	
Cash for Work Land Prep and clearing (ha.)	Palo, Leyte	150,993,636.00	140,923,636.00	10,070,000.00	150,993,636.00		107,830,935.55			43,162,700.45
TOTAL		150,993,636.00	140,923,636.00	10,070,000.00	150,993,636.00		107,830,935.55		107,830,935.55	43,162,700.45
Prepared by: Name: Designation:					Approved by: Name: Designation:					

Yolanda Rehabilitation and Recovery Programs and Projects	Yolanda M&E Form 2
Form 2: Quarterly Physical Status of Reconstruction Assistance on Yolanda (RAY) Programs and Projects	
Region:	
Implementing Department/ Agency:	
As of (date)	

Program/ Project/ Activity	Location	Start Date	Target Completion Date	Total Target Outputs		Cumulative Accomplishments (Completed PPAs) as of reporting Period	Actual Physical Accomplishment		Variance [a]-[b]	Remarks
				Unit	Total Target Outputs [a]		Accomplishment for the Quarter	Cumulative Total [b]		
Cash for Work Land Prep and clearing (ha.)	Palo, Leyte	March 2014	Dec 2016	ha	75,012			35,159	39,854	0
Prepared by Name: Designation						Approved by: Name: Designation				

Program/ Project/ Activity	Total Funding Requirements			Completed PPAs as of reporting period		Ongoing PPAs as of reporting period		Under Procurement/ DED as of reporting period		Not yet started	
	Amount (PhP)	Physical Target	Indicator/ Unit	Disbursed Amount (PhP)	Physical Accomplishment*	Allocated Amount (PhP)	Physical Target	Allocated Amount (PhP)	Physical Target	Allocated Amount (PhP)	Physical Target
Cash for Work - Land Prep and clearing	150,993,636.00	75,012	ha	107,830,935.55	35,159	10,923,854.45	1,853	-	-	10,070,000.00	38,000

<p>Prepared by: Name: Designation:</p>												
<p>Guidelines:</p> <p>Project Category - Title of program, project or activity as indicated in the CRRP or approved for Yolanda rehabilitation/reconstruction</p> <p>Total Funding Requirements <i>Amount (PhP)</i> - Total amount required to finance the implementation of the PPA. This should be the sum of the following (as applicable): (1) amount originally approved under CRRP; (2) additional approved funding (i.e. approved during 22 April Cabinet meeting), and (3) funds pending approval by DBM. Indicate actual amount in peso. <i>Physical Target</i> - Total target quantity to be accomplished from start to end of PPA implementation. <i>Indicator/Unit</i> - Unit of the target output (e.g., km of roads, ha of land, no. of schools built, bags of seeds) to be accomplished from start to end of implementation.</p> <p>Completed as of reporting period <i>Disbursed Amount (PhP)</i> - Payments made by agency for purchase of goods (e.g. construction materials) and services (e.g. hiring of consultants) for completed outputs. Indicate actual amount in peso. <i>Physical Accomplishment</i> - Quantity of completed PPAs as of reporting period</p> <p>Ongoing as of reporting period <i>Allocated Amount (PhP)</i> - Amount required to finance approved ongoing PPAs. Indicate actual amount in peso. <i>Physical Target</i> - Quantity of ongoing PPAs as of reporting period</p> <p>Under Procurement/ DED <i>Allocated Amount (PhP)</i> - Amount required to finance approved ongoing PPAs under procurement/ detailed engineering design stage. Indicate actual amount in peso. <i>Physical Target</i> - Quantity of ongoing PPAs under procurement/ DED status</p> <p>Not yet started <i>Allocated Amount (PhP)</i> - Amount required to finance approved PPAs yet to be started. Indicate actual amount in peso. <i>Physical Target</i> - Quantity of PPAs that have not started.</p>												