



DEC 28 2021

**MEMORANDUM**  
No. 153, s. 2021

**TO :** ALL CONCERNED NATIONAL GOVERNMENT AGENCIES, CONSTITUTIONAL OFFICES, STATE UNIVERSITIES AND COLLEGES, GOVERNMENT-OWNED OR -CONTROLLED CORPORATIONS; THE LOCAL DISASTER RISK REDUCTION AND MANAGEMENT COUNCILS, CIVIL SOCIETY ORGANIZATIONS, AND NON-GOVERNMENT ORGANIZATIONS

RDRRMC MIMAROPA, RDRRMC WESTERN VISAYAS, RDRRMC CENTRAL VISAYAS, RDRRMC EASTERN VISAYAS, RDRRMC NORTHERN MINDANAO, AND RDRRMC CARAGA

**SUBJECT :** Conduct of Post-Disaster Needs Assessment (PDNA) relative to the onslaught of TY ODETTE [IN: RAI]

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**1. References:**

- 1.1. Republic Act 10121: Philippine Disaster Risk Reduction and Management Act of 2010
- 1.2. CSC Resolution No. 1800692 - Omnibus Rules on Appointment and Other Human Resource Actions (2017 ORAOHRA), Revised July 2018
- 1.3. Proclamation 1267: Declaring a State of Calamity in Regions IV-B, VI, VII, VIII, X, and XIII
- 1.4. NDRRMC Resolution 11 s. 2021: Resolution Recommending the Declaration of State of Calamity in Region IVB (MIMAROPA), Region VI (WESTERN VISAYAS REGION), Region VII (CENTRAL VISAYAS REGION), Region VIII (EASTERN VISAYAS REGION), Region X (NORTHERN MINDANAO), AND Region XIII (CARAGA) Relative to the onslaught of TY Odette; and to Accept Offers of International Assistance Based on Needs

**2. Background**

- 2.1. From 16 to 19 December 2021, TY ODETTE hit the country, leaving behind extensive losses and damages in Region IVB (MIMAROPA), Region VI (Western Visayas Region), Region VII (Central Visayas Region), Region VIII (Eastern Visayas Region), Region X (Northern Mindanao), and Region XIII (CARAGA). As of 26 December 2022, the total Affected Population includes

1,012,997 Affected Families: 3,952,880 Total Affected Individuals with 54 confirmed deaths, 73 injuries, and 10 missing. TY ODETTE damaged 478,953 houses; P16,577,654,475.11 worth of damage to various infrastructures, and a total of P3,963,676,507.17 worth of damage to crops, livestock, fisheries, and agricultural facilities. The NDRRMC determined that the identified regions meet the requirements for declaring the State of Calamity. The NDRRMC subsequently issued Resolution No. 12 s 2021, directing the abovementioned RDRRMCs to conduct Post-Disaster Needs Assessment (PDNA).

As such, the NDRRMC, through its Member Agencies, shall conduct Regional PDNAs and formulate Rehabilitation and Recovery Programs (RRPs) for TY ODETTE from 27 December 2021 to 31 January 2022 for consideration in the FY 2022 NDRRM Fund and to coincide with the preparation of the FY 2023 National Expenditure Program. The PDNA and the RRP are to be presented to the NDRRMC on or before 18 February 2022. To ensure compliance with DOH AO No. 2020-0015, or the Guidelines on the Risk-Based Public Health Standards for COVID-19 Mitigation, a blended PDNA approach may be considered for this purpose.

- 2.2. To ensure an efficient, effective, and well-organized post-disaster rehabilitation and recovery after a major disaster, the government begins with conducting an aggregate but detailed sectoral assessment of the disaster damages, losses, and impacts leading to the identification of critical needs of the affected sectors. Such strategy is achieved through the conduct of Post-Disaster Needs Assessment (PDNA). The methodology covers, but is not limited to, the following sectors: infrastructure, productive, social, and cross-sectoral, which includes security, peace, and order.

### **3. Purpose**

This guideline is issued to institutionalize the conduct of PDNA and prescribe the procedures in the organization, mobilization, and deployment of PDNA Teams.

### **4. Scope and Coverage**

This document shall cover personnel assigned to participate in a PDNA representing:

- 4.1. National government agencies; Constitutional Offices, State Universities and Colleges (SUCs), Government-Owned or -Controlled Corporations (GOCCs), Chairpersons of the Regional Disaster Risk Reduction and Management Councils (C, RDRRMCs), Provincial Governors, City and Municipal Mayors, Members of the Local Sanggunian, the Local Disaster Risk Reduction and Management Councils.
- 4.2. Civil Society Organizations (CSOs).

- 4.3. Non-Government Organizations (NGOs).
- 4.4. Private Filipino individuals as authorized by the NDRRMC through its Executive Director.

## 5. Definition of Terms

- 5.1. **Cooperating agencies** are NDRRMC-member National Government Agencies (NGAs) and their Regional line agencies; Non-Government Organizations (NGOs); Civil Society Organizations (CSOs), and Local Government Units (LGUs) with PDNA-trained personnel, and offices and institutions of invited Subject Matter Experts (SMEs); called upon to render mission deployment for the conduct of PDNA in disaster-affected areas.
- 5.2. **Deployment** is the mobilization of qualified personnel from OCD and NDRRMC-member National Government Agencies (NGAs) and their Regional line agencies; Non-Government Organizations (NGOs); Civil Society Organizations (CSOs), and Local Government Units (LGUs) with PDNA-trained personnel, and offices and institutions of invited Subject Matter Experts (SMEs); called upon to render mission deployment for the conduct of PDNA in disaster-affected areas.
- 5.3. **Deployment area** is the disaster-affected area of assignment of personnel to conduct PDNA.
- 5.4. **Personnel** refers to qualified regular employees of government; deployed representatives from invited civil society organizations (CSOs); and subject matter experts (SMEs) who are PDNA-trained. They shall also be referred to as "**assessors.**"
- 5.5. **Post Disaster Needs Assessment (PDNA)** is the multi-sectoral and multidisciplinary structured approach for assessing post-disaster or post-conflict damages, losses, impacts, and prioritizing recovery and reconstruction needs. PDNA is led and undertaken by the government in collaboration with international development partners and even the private sector. As a synthesis of damage, loss, impacts, and needs assessment, a PDNA intends to estimate the short-term interventions to initiate recovery from the damages and losses; and the financial requirements necessary to achieve a holistic post-disaster recovery, reconstruction, and risk management.
- 5.6. **Post-Disaster Recovery** is the restoration and improvement, where appropriate, of facilities, livelihood, and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors, under the principles of "build back better."

- 5.7. **Regional Emergency Operations Center (EOC)** is a designated facility staffed and equipped with resources to undertake multi-stakeholder coordination, manage information, and facilitate resource mobilization. The OCD Regional Office establishes this to support incident operations.
- 5.8. **Rehabilitation** refers to the measures that ensure the ability of affected communities/areas to restore their normal level of functioning by rebuilding livelihood and damaged infrastructures and increasing the communities' organizational capacity.
- 5.9. **Specialized Equipment** refers to specific equipment needed for conducting loss and damage assessments in the PDNA.
- 5.10. **Subject Matter Experts** refers to individuals who possess the specialized skills and expertise necessary to conduct the PDNA.

## **6. Policy Guidelines**

### **6.1. General principles in conducting a PDNA**

In conducting a PDNA, the following shall be strictly observed:

- 6.1.1. The PDNA shall follow a human development approach, which is a people-centered approach. The concept of human development guides the human recovery dimension to restore people's abilities to reach their full potential to lead productive, secure, and peaceful lives in accordance with their needs and interests.
- 6.1.2. Ensure the mainstreaming of gender-responsive, culture-appropriate, conflict-sensitive, and peace- and security-promoting approaches in the conduct of PDNA at all levels, at all times.
- 6.1.3. The PDNA shall maintain sensitivity and relevance to the lives of individuals, human development and human rights, and the development processes of their communities and the society at large.
- 6.1.4. Information gathered from the field shall be considered confidential until the final report is approved.

### **6.2. Sectors and responsible agencies.**

The PDNA shall assess various sectors, and the final report shall have the following four (4) broad Sectors with sub-sectors. The National and Regional Offices of the agency responsible for the assessment are as follows:

<b>Main Sector: Infrastructure</b>		
<b>Lead Agency: DPWH</b>		
<b>Sub-sector</b>	<b>Responsible Agency</b>	<b>Areas of Responsibility</b>
Transportation	DPWH / DOTr	Damages to roads, bridges, equipment, vehicles, and other assets  Income and opportunity losses
Telecommunication	DICT / NTC	Damages to telecommunications infrastructure  Income and opportunity losses from related businesses
Water and sanitation	NWRB / NIA / LWUA / Water service providers	Damages to water supply assets  Income and opportunity losses
Power	DOE / NEA	Damages to power generation and supply assets  Income and opportunity losses
Other infrastructure	Concerned agency	Damages to buildings, equipment, etc., of individual agencies  Income and opportunity losses
<b>Main Sector: Social Sector</b>		
<b>Lead Agency: DSWD</b>		
Housing	DSHUD - NHA	Damages to housing units  Income and opportunity losses
Education	DepED / CHED / TESDA	Damages to schools and other educational assets  Income and opportunity losses
Health and Nutrition	DOH / DSWD	Damages to health facilities and other assets  Income and opportunity losses
Culture	NCIP	Damages to cultural assets and heritage sites  Income and opportunity losses

<b>Main Sector: Productive Sector</b>		
<b>Lead Agency: DA</b>		
Agriculture	DA	Damages to high value crops, fisheries and agricultural infrastructure and equipment  Production and opportunity losses
Trade and Industry	DTI	Damages to assets of traders and manufacturers  Income and opportunity losses
Tourism	DOT	Damages to tourism-related assets  Income and opportunity losses
Mining	MGB-DENR	Damages to equipment and assets  Income and opportunity losses
<b>Cros-sectoral</b>		
<b>Lead Agency: DILG</b>		
Governance	DILG	Impacts on the overall delivery of public services, public order, and safety, among others
Employment and livelihoods	DOLE	Impacts on overall employment and sources of income
Social impact assessment	DSWD	Impacts on women, children, elderly, and other vulnerable or marginalized groups
Environment	DENR	Damage to the environment  Potential losses due to damages to the environment
Disaster risk reduction	OCD	Impact analysis of the event to the DRR efforts of the country
Macroeconomy	NEDA	Impacts on the local and National economic indicators

6.2.1. Additional sub-sectors may be added depending on the socio-economic configuration of the disaster-affected areas.

- 6.2.2. The various agencies at the National or Regional levels shall determine their respective appropriate Bureaus or Offices that shall represent them in the assessment teams.
- 6.2.3. The assessment of the sectors of the PDNA shall be based on the existing PDNA Guidance Notes and the Terms of Reference, which are formulated and disseminated by the OCD and included in the mission kit of deployed personnel.

### 6.3. Team Competencies and Skills

- 6.3.1. The Team composition will depend on the type, scale, and severity of the disaster and sectors involved. This emphasizes why the PDNA is conducted according to sectors and sub-sectors. The PDNA Team usually includes sector specialists, statisticians, sociologists, economists, medical officers, engineers, social workers, and agriculturists.
- 6.3.2. Prioritization of selection for deployment shall be based on proximity and encumbrance from the impact of the disaster. Priority shall be given to those nearest the deployment area who meet the necessary PDNA qualifications, skills, and competencies and can render duty for PDNA deployment. Selection for deployment shall consider the individual's knowledge of the disaster-affected area's culture, language, social practices, etc. The concerned Regional agency may request augmentation from the National or Regional Offices to ensure the timely, holistic, and efficient conduct of the PDNA.
- 6.3.3. Representative/s from the National Office of the concerned agency may be deployed to provide technical and management support to their Regional counterpart/s. National PDNA, which are called for significant disasters, shall require representatives from National Offices of the agencies.
- 6.3.4. The following are the necessary PDNA qualifications, skills, and competencies:
  - 6.3.4.1. Technical expertise in the sector to be assessed.
  - 6.3.4.2. Previous experience in PDNA or substantial knowledge on DRRM.
  - 6.3.4.3. Practical skills and flexibility in working under challenging circumstances.
  - 6.3.4.4. Good communication skills.
  - 6.3.4.5. Good knowledge on the roles and responsibilities of National and local governments.

- 6.3.4.6. Must be a Team Player with an excellent working attitude, sensitive to the needs of colleagues, gender-, and culture-sensitive.
- 6.3.4.7. Physically, emotionally, and psychologically fit.
- 6.3.4.8. Preferably must have undergone gender, cultural, and peace-promoting training.

#### **6.4. Tasks and Responsibilities of the PDNA teams**

The following are generally the tasks of the PDNA teams:

- 6.4.1. With the guidance from OCD, formulate a deployment plan to be approved by the team leader. The deployment plan must adhere to the security and safety protocols coordinated at the EOC.
- 6.4.2. Gather and consolidate baseline information from LGUs, particularly at the local offices and barangay level.
- 6.4.3. Work closely with relevant National and Regional agencies.
- 6.4.4. Undertake field visits in disaster-affected areas to collect information on damages and losses.
- 6.4.5. Write assessment reports on damages and losses, needs, and impacts.
- 6.4.6. Identify strategies for recovery and reconstruction phase to institutionalize the "Build Forward Better" principle.
- 6.4.7. Facilitate consultation and validation of the Assessment Report to sector and broad sector groups.
- 6.4.8. Finalize the Report based on the inputs received from broader consultation. The final output is the PDNA Report.
- 6.4.9. Signs a non-disclosure agreement and waivers.

#### **6.5. Responsibilities of the Office of Civil Defense in the conduct of PDNA**

- 6.5.1. The concerned RRMS, through the Civil Defense Administrator, shall call for capable and trained personnel of National and Regional government agencies, GOCCs, civil society organizations or subject matter experts to render missions to disaster or conflict-affected areas.
- 6.5.2. The Civil Defense Administrator through the Post-Disaster Evaluation and Management Division (RRMS-PDEMD) shall lead or designate the lead, whenever appropriate from concerned OCD ROs and organize PDNA teams whose activities shall be considered a special project of the OCD.



- 6.5.3. The OCD shall ensure the appropriate initiation and timing of deployment for the PDNA mission. The PDNA shall not be conducted while humanitarian assistance and early recovery activities are ongoing.
  - 6.5.4. OCD shall ensure that the concerned Chair of the RDRRMCs and Local Chief Executives are adequately informed about the PDNA. Subsequently, the concerned Local DRRMOs shall coordinate and recommend participants from their LGUs.
  - 6.5.5. Before deployment, OCD shall ensure the availability of needed basic supplies and logistics and conduct a proper briefing for the safety and security of the PDNA team. OCD Regional Directors shall supervise the personnel in the deployment site under their area of responsibility.
  - 6.5.6. Coordinate with the local governments for the participation of their officials in undertaking the PDNA in their geographical coverage area.
  - 6.5.7. The OCD shall ensure the safety and security of the deployed personnel. Welfare and morale must be promoted at all times during the deployment. Psychosocial preparation and debriefing shall be held at the Emergency Operation Center (EOC) / deployment site before the demobilization of the PDNA teams.
  - 6.5.8. Upon approval of the Chair of the NDRRMC, the OCD shall inform/invite international development agencies/partners who may want to participate and contribute to the conduct of the PDNA. Subject to the provisions of Sections 6.4 and 6.7 and other pertinent provisions of this Memorandum.
  - 6.5.9. The OCD shall prepare and secure accommodation, food, and transportation arrangements for the PDNA Team from the port/airport/terminal to the Office of Regional OCD/EOC and throughout the assessment.
  - 6.5.10. The OCD shall, in coordination with the DOH, ensure that appropriate vaccinations and medical kits are provided to the PDNA team members before field assessment.
- 6.6. **Responsibilities of the Department of Interior and Local Government**  
The Department of the Interior and Local Government (DILG), as a member of RDRRMC, shall direct local government officials to allow the access of PDNA Teams to available data, provide focal personnel counterparts to the team/s and ensure the safety and security of the PDNA Teams.

## **6.7. Responsibilities of Cooperating Agency Involved in PDNA Deployment**

- 6.7.1. National Offices of the participating Agencies in the PDNA shall provide suitable personnel for deployment and issue appropriate office orders for the PDNA deployment.
- 6.7.2. Cooperating Agencies participating in the PDNA shall provide Hazard Duty Pay and ensure that said personnel are covered by appropriate insurance (i.e., GSIS for government employees) for the deployment duration.
- 6.7.3. Traveling expenses of deployed personnel of the Cooperating Agencies to the deployment site shall be charged against the participating agencies' funds.

## **7. Deployment Operating Procedures**

### **7.1. Pre-Deployment**

- 7.1.1. Once a deployment notification is received, the Cooperating Agencies shall arrange and facilitate the deployment's logistical requirements such as travel orders/travel authorities, food, accommodation, transportation, and other logistical needs in the deployment site within six (6) working days. Submission of agency's list of participants to the conduct of the PDNA shall be consolidated prior to the issuance of travel orders and Terms of Reference (TOR).
- 7.1.2. Any situation requiring adjustments on mission Terms of Reference must be reported to the OCD through the appropriate OCD Office to consider appropriate changes.
- 7.1.3. Upon arrival to the duty station, personnel must check-in immediately to the OCD Regional Office- / EOC- designated area for briefing, orientation, team composition, and pre-planning.
- 7.1.4. The standard data gathering and reporting for the PDNA shall be in accordance with the WB PDNA Guidance Notes/templates.
- 7.1.5. All Personal Protective Gears (PPGs) and equipment (PPEs), power bank, cellphone load, hand-held radio, satellite phone, GPS, if needed, including access to basic computers and printers, shall be provided at the OCD Regional Office/EOC to all the PDNA team members chargeable to the QRF of the National OCD in relation with the conduct of the PDNA.

### **7.2. During Deployment**

- 7.2.1. The cost of food, accommodation, and mobility like van rental and other miscellaneous expenses during the conduct of the PDNA shall

be assumed by the OCD Regional Office chargeable against the QRF of the National OCD.

- 7.2.2. The concerned OCD RO shall provide all the information listed below directly to the deployed personnel:

Job Number:  
Tour Duty Station:  
Point of Contact (POC) for the Assignment:  
POC Phone Number:  
Travel Authorization Code:  
Car Rental Authorization (if vehicle authorized):  
Required Arrival Date & Time:  
Estimated Duration of the Deployment:  
Special Instructions:

- 7.2.3. When arriving at the deployment destination, all personnel are to:

7.2.3.1. Provide emergency contact information to the Duty Station Administrator.

7.2.3.2. Obtain an OCD ID card or Site-Specific ID, as required.

7.2.3.3. Report to your Supervisor after checking in.

7.2.3.4. Request for work assignment standards or limitations from the Supervisor.

7.2.4. All deployed personnel for the PDNA mission shall wear appropriate fieldwork attire and personal protective equipment (PPE).

7.2.5. Equipment like laptops, android phones, tablets, and other specialized equipment to be used during assessment for every deployed personnel must be provided by the sending agency.

7.2.6. Necessary ICT equipment during consolidation/writeshop such as laptop/desktop for a centralized repository of information, printers, scanners, etc., shall be provided to each PDNA team by the concerned OCD RO.

7.2.7. The EOC shall provide a medical team through the ACDVs or RDRRMC while a PDNA mission is ongoing to ensure that adequate services shall be provided to the deployed personnel.

7.2.8. If the agency recalls their personnel due to exigency of service relating to their mandate, the concerned agency shall:

7.2.8.1. Provide a replacement with equal capacity stipulated in 6.3.4 of this Memorandum.

- 7.2.8.2. Assume the traveling expenses of the recalled personnel and their replacement.
- 7.2.9. A PDNA Team Member may be authorized to return earlier than scheduled due to personal illness, accident, or in the event of emergencies at home.
- 7.2.10. If a PDNA team member refuses to be demobilized even after a medical condition, they shall be required to sign a waiver.
- 7.2.11. Expenses incurred as a result of emergency demobilization shall be assumed by the OCD EOC Duty Station chargeable against the QRF.
- 7.2.12. A PDNA Team Member/Team Leader may be pulled out/demobilized by OCD at any given time during the actual field workshop and PDNA writeshop if:
  - 7.2.12.1. Substantial information proves that he/she is not performing his/her duties and responsibilities.
  - 7.2.12.2. Substantiated and proven complaints from team members or team leader against the member's work ethics.
  - 7.2.12.3. Unable to perform his duties and responsibilities due to physical injury/ disability.
- 7.2.13. All PDNA Team Members must complete a timesheet every week during deployment. An on-site Supervisor's signature is required for verification. The timesheet shall be forwarded to the regular timekeeper for the PDNA Team Member's agency/organization or processed according to EOC Finance/Admin guidance.
- 7.2.14. When the assignment/deployment is completed before demobilization, all personnel must:
  - 7.2.14.1. Obtain a copy of their performance evaluation from OCD, if applicable.
  - 7.2.14.2. Surrender to OCD all Memorandum of Receipt (MR) equipment and get copies of the receipt.
  - 7.2.14.3. Complete final timesheet signed by OCD.
  - 7.2.14.4. Submit to OCD all travel and supporting receipts to "voucher out".
  - 7.2.14.5. Obtain from OCD a copy of the certificate of completion of the post-debriefing session.

### 7.3. Post Deployment

- 7.3.1. Information gathered by the PDNA teams should not be divulged to the media, the general public, etc.
- 7.3.2. All documents and reports including pictures, sub-sectoral reports, liquidation reports for reimbursement, equipment, among others required for submission shall be turned over to the OCD before demobilization.
- 7.3.3. Before checking out from the area of assignment, OCD shall arrange the facilitation of physical/medical examination, psychosocial debriefing, stress debriefing activities (to include physical therapy) for all deployed personnel for PDNA.
- 7.3.4. OCD should provide all deployed personnel with a Certificate of Commendation, Certificate of Participation, and Certificate of Appearance.

### 8. Funding

- 8.1. Funds for the conduct of PDNA shall be charged from the OCD RO's Quick Response Funds.
- 8.2. The concerned OCD ROs shall facilitate requests for the augmentation of funds for the conduct of PDNA. All funding requests shall be accompanied by a proposal detailing the Work and Financial Plan (WFP), project duration, team composition, Terms of Reference, and budgetary requirements.
- 8.3. Funding requests shall be officially transmitted to the Civil Defense Administrator, Attention Post-Disaster Evaluation and Management Division, Rehabilitation and Recovery Management Service (RRMS-PDEMD).

### 9. Timeline

The timeline for the duration of the PDNA and RRP development process shall strictly follow the schedule below:

<b>Date</b>	<b>Activity</b>	<b>OPR</b>
27 December 2021 – 03 January 2022	Activation and Organization of PDNA Teams Compilation of Baseline Data	OCD ROs Concerned Agencies
	Assess disaster effects and validate losses and damages information	PDNA Teams

03 – 31 January 2022	Analysis of financing options and drafting of the implementation plan for short, medium-, and long- term programs	Concerned Agencies  PDNA Development Team
	Preparation of PAPs  Draft PDNA Report	Concerned Agencies  PDNA Development Team
	PDNA Teams Demobilization	OCD ROs and Concerned Agencies
	Presentation of the PDNA and RRP to the Concerned RDRMCs	PDNA Development Team
18 February 2021	Presentation of the PDNA and RRP to the NDRMC	Concerned C, RDRMC

## 10. Reporting

The Rehabilitation and Recovery Management Service shall be updated at least weekly and furnished duly approved PDNA Reports and RRP for consolidation and preparation of the National PDNA and RRP for TY ODETTE and shall serve as the basis for all NDRRM Fund requests.

## 11. Repealing Clause

All existing issuances by the NDRRMC which are inconsistent with this Memorandum are hereby deemed repealed accordingly.

For information and guidance.

For the Chairperson, NDRRMC:

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

