



MEMORANDUM
No. 090, s. 2022

JUN 23 2022

TO : ALL MEMBER AGENCIES AND OFFICES OF THE
DISASTER RESPONSE AND EARLY RECOVERY
PILLAR OF THE NDRRMC, RDRRMCs AND LDRRMCs

SUBJECT : DISASTER EARLY RECOVERY GUIDELINES AND
CREATION OF THE EARLY RECOVERY CLUSTER

1. REFERENCES

- 1.1. Republic Act (RA) No. 10121, Philippine Disaster Risk Reduction and Management (DRRM) Act of 2010
- 1.2. National Disaster Response Plans (NDRPs)
- 1.3. National Disaster Risk Reduction and Management Plan (NDRRMP) 2020 – 2030
- 1.4. National Disaster Risk Reduction and Management Council (NDRRMC) Resolution No. 09, s. 2021: Resolution Expanding the Coverage of Disaster Response and Early Recovery

2. RATIONALE

Republic Act (RA) 10121, otherwise known as the Philippine Disaster Risk Reduction and Management (DRRM) Act of 2010, institutionalized the four (4) Thematic Areas. One of which is the Thematic Area of Disaster Response. Chaired by the Secretary of the Department of Social Welfare and Development (DSWD), Disaster Response pertains to the provision of emergency services and public assistance during or immediately after a disaster in order to save lives; reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected.

Following the lessons from past major disasters after the enactment of RA 10121 in 2010, the NDRRMC adopted the Cluster Approach as strategic action for the overall implementation of Disaster Response services. To further operationalize this, as provided for in the National Disaster Response Plans (NDRPs), Response Clusters have been established in the NDRRMC to undertake coordination functions at the strategic level and to provide resource support for tactical response.

With the approval of the National Disaster Risk Reduction and Management Plan (NDRRMP) 2020 – 2030 and the adoption of the updated National Disaster Risk Reduction and Management Framework (NDRRMF) in 2020, the Disaster Response Thematic Area has been expanded to include Early Recovery. In general, Early Recovery takes place during the period wherein the emergency situation has already subsided and affected communities are gradually transitioning to their normal lives.

It serves as a bridge that connects the thematic areas of Disaster Response and Disaster Rehabilitation and Recovery.

To provide guidelines in the aspect of Early Recovery and clarify the roles of relevant government agencies and organizations, this NDRRMC Memorandum is hereby issued.

3. **PURPOSE**

The purpose of this NDRRMC Memorandum is to provide guidelines in the conduct of Early Recovery and the creation of the Early Recovery Cluster.

4. **OBJECTIVES**

The objectives of this NDRRMC Memorandum are as follows:

- 4.1. To establish the creation of the Early Recovery Cluster by specifying its composition, objectives, roles and interface with other Response Clusters of the NDRRMC;
- 4.2. To determine the timelines for the implementation of Early Recovery; and
- 4.3. To provide for the institutionalization of Early Recovery at the regional and local levels.

5. **SCOPE AND COVERAGE**

This NDRRMC Memorandum shall apply to all members of the Disaster Response and Early Recovery Pillar along with other relevant government and non-government stakeholders that are involved in Early Recovery operations. It shall also cover the agencies and offices involved in Early Recovery at the regional and local levels.

6. **DEFINITION OF TERMS**

- 6.1. **Disaster:** a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.
- 6.2. **Disaster Response:** the provision of emergency services and public assistance during or immediately after a disaster in order to save lives; reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected. Disaster response is predominantly focused on immediate and short-term needs and is sometimes called "disaster relief."
- 6.3. **Early Recovery:** an approach that addresses early recovery needs that arise during the humanitarian phase of an emergency; using humanitarian mechanisms that align with development principles. It enables people to use the benefits of humanitarian action to seize development opportunities, build

resilience, and establish a sustainable process of recovery from the disaster or emergency situation¹.

- 6.4. **Emergency:** unforeseen or sudden occurrence, especially danger, demanding immediate action.
- 6.5. **Essential Elements of Information (EEI):** critical information required by the NDRRMC that will help in planning, decision-making and performance of actions for response operations.
- 6.6. **Hazard:** a dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihood and services, social and economic disruption, or environmental damage.
- 6.7. **Impact Phase:** period when the disaster actually takes place. The period may last for minutes, days, weeks or even months, depending on the hazard. During this phase, emergency response measures and related plans are being implemented.
- 6.8. **Post-Disaster Recovery:** the restoration and improvement of appropriate 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".
- 6.9. **Post-Impact Phase:** period when the emergency situation is gradually transitioning to normalcy. Emergency lifesaving interventions have been completed while measures for life sustaining services are in effect. Further, preparations for long term rehabilitation and recovery are initiated.
- 6.10. **Rehabilitation:** 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.
- 6.11. **Response Clusters:** part of the NDRRMC's strategic action for providing humanitarian assistance and disaster response services. These are organized groups of government agencies that are designated to undertake coordination functions at the strategic level and to provide resource support for tactical response.

7. POLICY STATEMENT

This NDRRMC Memorandum will help to ensure the systematic and orderly conduct of Early Recovery as part of life sustaining services of Philippine government. This can be attained by clarifying the roles and commitments of all government organizations and other instrumentalities involved in Early Recovery operations. Further, the guidelines put premium on clear transition from Disaster Response to Disaster Rehabilitation and Recovery.

¹ Definition has been customized and adapted from the definition by the United Nations Development Programme

8. GUIDELINES

8.1. Creation of the Early Recovery Cluster

8.1.1. The Early Recovery Cluster of the NDRRMC is hereby created, with the following composition:

Lead: Office of Civil Defense (OCD)

Members:

Department of Agriculture (DA)

Department of Budget and Management (DBM)

Department of Labor and Employment (DOLE)

Department of the Interior and Local Government (DILG)

Department of Trade and Industry (DTI)

Department of Social Welfare and Development (DSWD)

Technical Education and Skills Development Authority (TESDA)

8.1.2. The Early Recovery Cluster shall include the participation of other government and non-government agencies/offices/organizations deemed necessary or relevant in the performance of the Cluster's objectives, roles, responsibilities, and deliverables.

8.2. Early Recovery Objectives

The general objectives of the Early Recovery Cluster shall be as follows:

- 8.2.1. Undertake assessment to determine the Early Recovery needs and priorities;
- 8.2.2. Establish mechanisms for the provision of livelihood and other economic opportunities to enable restoration to normal living conditions; and
- 8.2.3. Facilitate gathering of all available resources from various government and non-government stakeholders for the purpose of Early Recovery.

8.3. Roles and Responsibilities

The following are the general roles and responsibilities to be performed by the Early Recovery Cluster:

Roles and Responsibilities	In-Charge
1. Undertake multi-sectoral assessment to determine Early Recovery needs and priorities	OCD
2. Facilitate provision of financial assistance for beneficiary local government units (LGUs) for use in Early Recovery	DBM, DILG
3. Facilitate food-for-work and cash-for-work schemes	DSWD
4. Provide resources, services and alternatives to livelihood and economic opportunities for affected communities	DTI, DA, DOLE, TESDA

8.4. Early Recovery Priorities of Other Response Clusters

The following Response Clusters, if remaining as activated during the Early Recovery period, shall sustain respective operations with corresponding priorities:

Cluster	Lead	Priorities
Camp Coordination and Camp Management Cluster	DSWD	Facilitate continuous provision of camp management and protection services for the displaced communities
Protection Cluster	DSWD	Facilitate continuous provision of camp management and protection services for the displaced communities
Food and Non-Food Items Cluster	DSWD	Sustain the stable provision of food and non-food items to affected communities
Health Cluster	DOH	Ensure uninterrupted access of communities to health services
Education Cluster	DepEd	Ensure continuous delivery of education services amidst the emergency situation
Logistics Cluster	OCD	Coordinate with concerned service utilities/ offices for restoration of critical lifelines and facilities; Coordinate with government and non-government service providers for mobility of resources for early recovery operations
Emergency Telecommunications Cluster	DICT	Restore functionality of communications facilities
Shelter Cluster	DHSUD	Provide financial shelter assistance and other support activities for the construction of temporary/emergency shelters of affected families who are rendered homeless

Law and Order Cluster	PNP	Maintain law and order in the affected areas as well as the areas where humanitarian actors operate
Phil. International Humanitarian Assistance Cluster	DFA	Coordinate international humanitarian assistance in support of the provision of Early recovery needs of the affected population and communities

8.5. Reporting

8.5.1. The Early Recovery Cluster shall periodically report the following Essential Elements of Information (EEI), together with detailed breakdown and other necessary attachments:

- No. of beneficiary families/individuals
- Total cost of assistance/services provided

8.5.2. The Early Recovery Cluster report shall also include information on other additional Early Recovery needs as identified by the affected LGUs and/or Regions.

8.5.3. Usual reporting channels, timelines and other requirements of the NDRRMC Response Clusters shall be observed in the submission of reports by the Early Recovery Cluster.

8.6. Timelines for Early Recovery

8.6.1. While Early Recovery takes place during the Post-Impact phase of the emergency situation, planning shall already commence immediately even during the Impact Phase.

8.6.2. The period for Early Recovery shall officially commence provided that all the following conditions are met:

8.6.2.1. The overall priority of emergency management has shifted from life saving to life sustaining;

8.6.2.2. The emergency situation has been stabilized (i.e. hazard/threat has been neutralized) and operations in the affected areas are completely safe and permissible for the conduct of various forms of humanitarian assistance;

8.6.2.3. Present number of displaced population has peaked and there is an observed and sustained downward trend; and

8.6.2.4. There is an established and uninterrupted disaster relief system to sustain the provision of emergency food and non-food items to affected families.

8.6.3. Agencies such as the Department of Science and Technology - Philippine Institute of Volcanology and Seismology (DOST-PHIVOLCS), Department of Science and Technology - Philippine Atmospheric, Geophysical and Astronomical Services Administration (DOST-PAGASA), Department of Environment and Natural Resources - Mines and Geosciences Bureau (DENR-MGB), DOH and other expert agencies and organizations shall provide technical advice in determining whether the situation is safe and conducive for the commencement of Early Recovery operations.

8.6.4. Depending on the circumstances of the disaster situation as well as the nature of the hazard/s involved, Early Recovery may last for days, weeks, months and even years.

8.7. Termination of Early Recovery

8.7.1. The Early Recovery period and the operations of the Early Recovery Cluster shall be concluded provided that the execution of Early Recovery Programs, Projects and Activities (PPAs) are already in place and sustained with no major issues and concerns observed or determined, based on assessment by the OCD. Such indicates that the target beneficiaries have established access to development resources and opportunities to build their capacities and provide for their Early Recovery needs.

8.7.2. The NDRRMC, upon recommendation of the OCD as the head of the Early Recovery Cluster, shall issue directive for the following, as appropriate to the situation:

8.7.2.1. Termination of the Early Recovery period;

8.7.2.2. Deactivation of Response Clusters;

8.7.2.3. Downscaling of Alert Level from Emergency Condition to Normal Condition; and

8.7.2.4. Transition to Disaster Rehabilitation and Recovery.

8.7.3. It is understood that even at the termination of Early Recovery period, the operations of relevant government agencies, local government units (LGUs) and other relevant stakeholders may continue based on respective mandates, specific requirements of the situation, as well as directives from authorities.

8.8. Replication at the Regional and Local Levels

8.8.1. At the regional level, the creation of Early Recovery Cluster as well as the Early Recovery arrangements shall be replicated².

² In the case of Metro Manila and BARMM, the creation of the Early Recovery Cluster shall be determined by MMDA and BARMM Government, respectively.

8.8.2. At the local level, the local government units (LGUs) shall have the authority to establish respective Early Recovery Cluster based on needs and localize the arrangements provided for in this NDRRMC Memorandum.

9. INSTITUTIONAL ARRANGEMENTS

- 9.1. The DSWD, as the Vice Chairperson for Disaster Response, shall exercise leadership in overall execution of operations relevant to Disaster Response and Early Recovery.
- 9.2. The OCD, as the Executive Arm and Secretariat of the NDRRMC as well as the designated Head of the Early Recovery Cluster, shall work with the entire NDRRMC Disaster Response and Early Recovery Pillar and other stakeholders to develop the necessary tools, templates, procedures, and process flows to operationalize the provisions of this Memorandum.
- 9.3. All concerned member agencies and offices of the NDRRMC Disaster Response and Early Recovery Pillar shall implement the provisions stated in this Memorandum and undertake parallel dissemination to respective stakeholders.

10. REPEALING CLAUSE

All existing issuances inconsistent herewith are hereby repealed or modified accordingly.

11. SEPARABILITY CLAUSE

In the event that any provision or part of this NDRRMC Memorandum is deemed invalid by a court of law or competent authority, the remaining provisions hereof which are not affected thereby shall continue to be in full force and effect.

12. EFFECTIVITY

This NDRRMC Memorandum shall be effective immediately.

For the NDRRMC Vice Chairperson for Response:



USEC FELICISIMO C BUDIONGAN
Alternate Vice-Chairperson for Response, NDRRMC
Undersecretary for Disaster Response Management Group, DSWD