

Administrative Order

No. 08

Series of 2006

Subject: **GUIDELINES ON THE MONITORING OF DISASTER RELIEF DISTRIBUTION UNDER THE DSWD-INTERFAITH GROUPS PARTNERSHIP**

I. Background:

The Department of Social Welfare and Development (DSWD) as the Department Chair of the National Committee on Disaster Response (NCDR) of the National Disaster Coordinating Council (NDCC) is mandated to ensure a responsive and coordinated effort in the provision of comprehensive emergency assistance for victims of natural and man-made disasters.¹ It is cognizant of NDCC's vision consistent with the constitutional right of every Filipino to access the nation's resources in times of calamities.

Concomitant to the Department's disaster operations is the accountability and/or transparency on the utilization of resources, especially considering the inflow of donations from local and international donors for the affected populace. While public opinion surveys rated DSWD as one of the least corrupt agencies of the Philippine government, such commendation should not stop the Department from instituting measures to avert graft and corruption and promote good governance.

A report of Government (G)-Watch, a multi-sectoral campaign on governance reforms of the Ateneo University School of Governance indicates that disaster relief distribution is prone to corruption, if left unchecked.² Further, the United Nations Disaster Assessment and Coordination (UNDAC) team of UN's Office for the Coordination of Humanitarian Affairs (OCHA) during its mission in the Philippines similarly had the same findings in the country's disaster relief operations.³ It has recommended for the institutionalization of a system for measuring efficiency and accountability in the utilization of government resources for disaster response.

It is well acknowledged that the nation has a broad base of civil society players. Harnessing the efforts and potential of these groups will strengthen national and local capacities in disaster preparedness and response. The NCDR and DSWD recognize the role of civil society and non-government organizations (NGOs) in strengthening disaster management systems, particularly the delivery of emergency relief assistance. Thus, the Inter-Faith Groups were encouraged and invited by the DSWD to participate in the monitoring of the distribution of relief goods for victims of disasters.

¹ NDCC Memorandum Order No. 5, Series of 2002.

² G-Watch Report in DSWD's Relief Distribution, 2004, Ateneo University School of Governance, Ateneo de Manila University (ADMU), December 04, 2004

³ Assessment of the Philippine National Disaster Response Capacity, UNDAC Mission to the Philippines, May 18-June 01, 2005 J3474

The partnership between DSWD and the Inter-Faith Groups was formalized through a Memorandum of Agreement (MOA) on July 26, 2005. This partnership is an undertaking between and among the DSWD, the Catholic Bishops Conference of the Philippines (CBCP), the National Council of Churches in the Philippines (NCCP) and the Philippine Relief and Development Services (PHILRADS). It was conceptualized as a concrete measure of transparency in the Department's transactions and service delivery through proper monitoring, specifically during relief operations at the local level. This guideline seeks to ensure smooth implementation of the monitoring of relief distribution under the DSWD-Interfaith partnership.

II. Legal Basis:

1. Presidential Decree 1566

- Strengthening the Philippine Disaster Control Capability and Establishing the National Program on Community Disaster Preparedness

2. Republic Act (RA) Number 6713

- An act establishing a code of conduct and ethical standards for public officials and employees, to uphold the time-honored principle of public office being a public trust, granting incentives and rewards for exemplary service, enumerating prohibited acts and transactions and providing penalties for violations thereof and for other purposes.

3. Local Government Code of 1991 (Republic Act 7160)

- Provides the devolution of basic disaster services to the local government units (LGUs), and;
- Requires Local Chief Executives (LCEs) to be responsible for the efficient, effective and economical governance for the general welfare of the LGUs and their constituents.

4. Executive Order No. 16, Series of 1998

- Redirecting the functions and operations of the DSWD and mandating it to provide assistance to LGUs, other national government agencies (NGAs) non-government organizations (NGOs) people's organizations (POs) and other members of the civil society in implementing programs, projects and services that will alleviate poverty and empower disadvantaged individuals, families and communities for an improved quality of life.

5. NDCC Memorandum Circular No. 5, Series of 2002

- Constitution of the National Committee on Disaster Response (NCDR) under the Chairmanship of the DSWD.

6. DSWD-Interfaith Groups Memorandum of Agreement (MOA) dated July 26, 2005

- DSWD partnership with the CBCP, NCCP and PHILRADS on monitoring of disaster relief distribution.

III. Objectives:

1. To provide operational guidelines in the monitoring of disaster relief distribution under the DSWD-Inter-Faith groups partnership;
2. To institute transparency and accountability in government's disaster relief operations consistent with existing policies on equitable distribution;
3. To maximize utilization and ensure equitable distribution of resources during disaster relief operations;
4. To encourage participation of non-government organizations (NGOs), civil society and other stakeholders in disaster relief operations, and;
5. To identify problems and recommend workable solutions for the enhancement of disaster relief operations.

IV. Scope and Coverage:

This partnership undertaking between and among the DSWD, CBCP, NCCP and PHILRADS covers the entire DSWD disaster relief operations efforts in all its sixteen (16) Field Offices (FOs) and the DSWD-Autonomous Region in Muslim Mindanao (ARMM). This involves, also, the participation of the networks of the partner groups involved in social and community services who shall be the frontliners in the actual disaster relief distribution monitoring to ensure compliance with existing policies on equitable and transparent distribution of government resources.

Each partner organization shall have its corresponding monitoring area of jurisdiction, *Luzon for NCCP, Visayas for PHILRADS* and *Mindanao for CBCP*. The operationalization of this partnership shall take effect upon execution of the MOA with partner groups and shall remain in full force and effect, unless otherwise revoked by mutual consent of the parties.

V. Institutional Arrangement:

The specific roles and functions of the major stakeholders on this undertaking are as follows:

A. Department of Social Welfare and Development (DSWD)

1. Central Office

A. Program Management Bureau (PMB)

- A.1 Orient partner organizations at the national level on the DSWD disaster relief operation system, policies and other disaster management-related information;
- A.2 Provide partner organizations at the national level with the monitoring and reporting tool/instrument;

- A.3 Recommend/identify project sites/areas to be monitored by the partner organizations based on the recommendations of the FOs;
- A.4 Generate, update and maintain a data bank of relief distribution monitoring efforts of partner organizations thru the Disaster Response Operations Monitoring and Information Center (DROMIC);
- A.5 Respond and undertake immediate and appropriate actions to queries and/or clarifications of partner groups relative to the relief distribution monitoring;
- A.6 Spearhead management and settlement of issues with partner groups as a result of the disaster relief distribution monitoring efforts;
- A.7 Conduct national post disaster evaluation conferences/meetings and annual project evaluations of the partnership undertaking, and;
- A.8 Prepare and submit a quarterly comprehensive national report on the monitoring to the DSWD Secretary thru the Undersecretary for Operations and Capacity Building Group (OCBG) head highlighting issues and concerns with corresponding recommendations.

B. Social Marketing Service (SMS)

- B.1 Prepare and implement a communication plan on the partnership undertaking to encourage participation/involvement among NGOs, people's organizations (POs) and ordinary citizens;
- B.2 Provide technical assistance to the FOs in the implementation of the communication plan;
- B.3. Release information to media entities on results of the disaster relief distribution monitoring, and;
- B.4 Document and disseminate success stories and best practices in the partnership undertaking for replication.

C. Standards Bureau (SB)

- C.1 Monitor the partner groups to ensure that they maintain their status of licensure and/or accreditation by the DSWD in the delivery and implementation of SWD services and programs, and;

C.2 Develop and enhance standards and policies on risk and disaster management in coordination with PMB.

D. Legal Service (LS)

D.1 Assist the PMB in the resolution of sensitive/crucial legal issues as a result of disaster relief distribution monitoring efforts.

2. Field Offices (FOs)

- A. Orient LGUs and partner organizations at the local level on the DSWD disaster relief operation system, policies and other risk and disaster management-related information;
- B. Recommend to PMB project sites/areas to be monitored by the partner organizations;
- C. Provide partner organizations at the local level with the monitoring and reporting tool/instrument;
- D. Generate, update and maintain a data bank of relief distribution monitoring efforts from partner organizations at the regional level thru DROMIC;
- E. Respond and undertake immediate and appropriate actions to queries and/or clarifications of partner groups relative to the relief distribution monitoring;
- F. Spearhead management and settlement of issues with partner groups as a result of the disaster relief distribution monitoring efforts;
- G. Release information to media entities on results of the disaster relief distribution monitoring only upon settlement of issues with partner groups;
- H. Conduct regional post disaster evaluation conferences/meetings and annual project evaluations of the partnership undertaking;
- I. Prepare and submit a quarterly regional report to PMB on the monitoring efforts highlighting issues and concerns with corresponding recommendations;
- J. Assist the SB and PMB in the enhancement of standards and policies on disaster management, and;
- K. Coordinate with SMS in the preparation and implementation of a communication plan on the partnership undertaking to encourage participation/involvement among NGOs, POs and ordinary citizens.

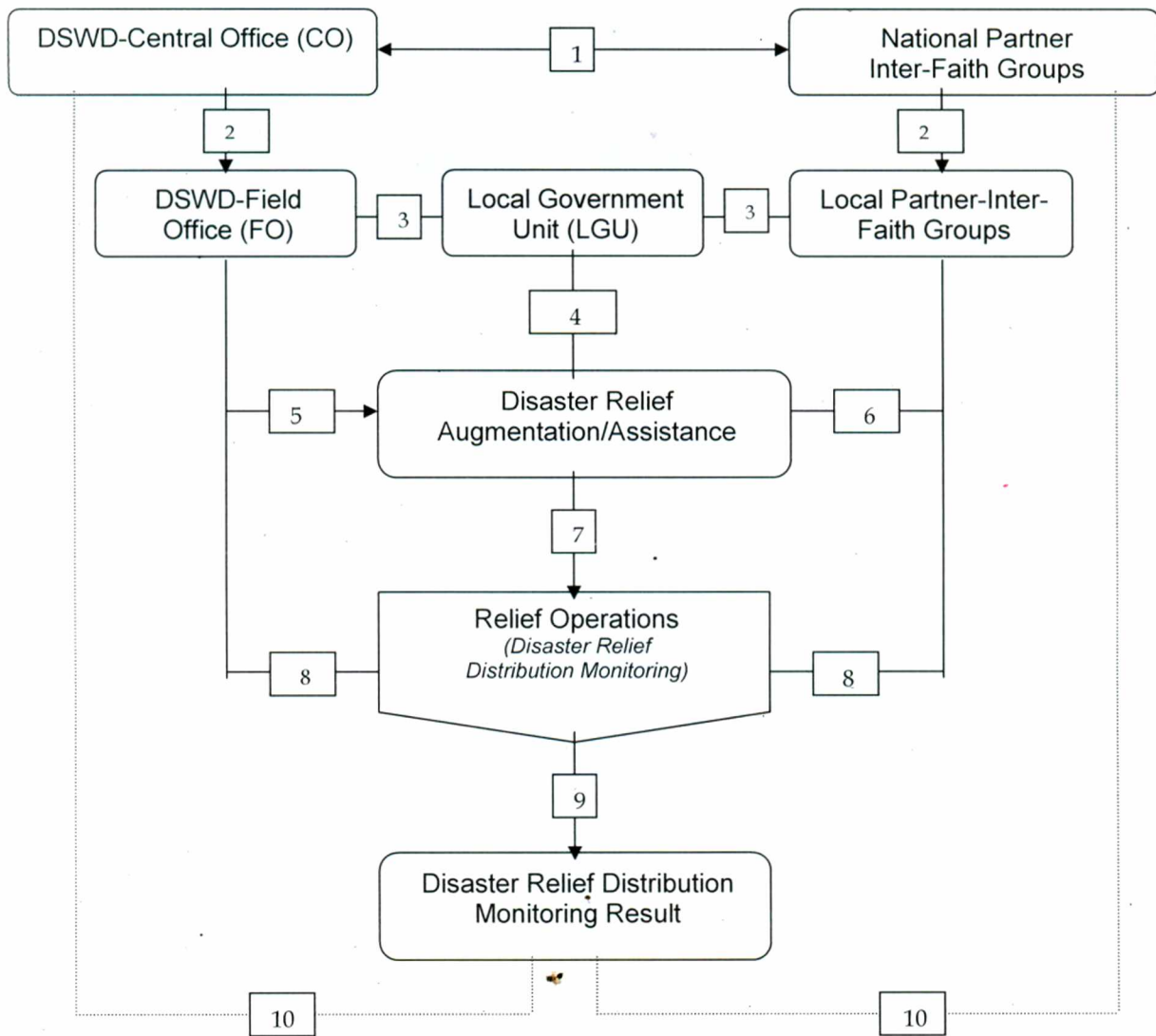
**B. Partner Organizations/Groups
(CBCP, NCCP and PHILRADS)**

1. Submit to DSWD-CO, copy furnished the concerned DSWD-FOs and LGUs, their designated liaison officers and the list of those who shall conduct relief distribution monitoring to facilitate coordination and linkages;
2. Conduct monitoring of relief distribution in coordination with the DSWD-FOs, NGOs, POs and LGUs;
3. Submit a monitoring report utilizing the prescribed monitoring and reporting tool/instrument to the DSWD-FOs concerned, copy furnished DSWD-CO and the LGUs concerned, a week upon termination of the disaster relief operations;
4. Discuss exclusively and internally with the DSWD-FO on the settlement of issues as result of the disaster relief distribution monitoring efforts;
5. Release information to media entities on results of the disaster relief distribution monitoring only upon settlement of issues with DSWD, and;
6. Participate in the regional and national post disaster evaluation conferences/meetings and annual project evaluation of the partnership undertaking.

**C. Local Government Units (LGUs)
(Provincial/City/Municipal Social Welfare and Development Offices
(P/C/MSWDOs))**

1. Support the partnership undertaking through transparency in disaster relief distribution, monitoring and reporting;
2. Comply with disaster operations system and policies on disaster management;
3. Coordinate and assist the DSWD and partner organizations in disaster relief distribution monitoring;
4. Provide the DSWD-FOs and partner groups accurate and timely data and information on areas for monitoring;
5. Recommend workable solutions on issues and concerns on disaster relief distribution, and;
6. Institute reforms based on recommendations on issues and concerns on disaster relief distribution.

Figure 1: Flow Chart for Disaster Relief Distribution Monitoring



VI. Description of the Flow Chart:

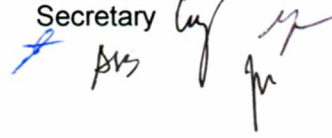
1. Close and continuing coordination between the DSWD-CO and the National Partner Inter-Faith Groups in the disaster relief distribution monitoring efforts;
2. The DSWD-FOs and local inter-faith partner groups take direction from their corresponding central and/or national offices;
3. The DSWD-FOs, local inter-faith partner groups and the LGUs establish close coordination in the disaster relief distribution monitoring efforts;
4. The LGUs receives relief/augmentation from the DSWD-FOs;
5. The DSWD-FOs extend relief augmentation/assistance for disaster-affected LGUs;

6. The local inter-faith partner groups are informed on the release of augmentation/assistance to disaster-affected LGUs for relief distribution monitoring;
7. The LGUs takes the lead in disaster relief operations with support from national agencies, non-government organizations (NGOs) and other stakeholders;
8. The DSWD-FOs extend technical assistance to the LGUs in the relief distribution efforts;
9. The local inter-faith partner groups conduct disaster relief distribution monitoring and come up with independent findings on the relief distribution efforts, and;
10. The local inter-faith groups submit its findings/reports to the DSWD-FOs, copy furnished the DSWD-CO and national inter-faith partner groups on the disaster relief distribution monitoring. Reconciliation, discussion and resolutions of issues, concerns and/or clarifications undertaken with corresponding recommendations and workable solutions.

VII. Effectivity:

This Administrative Order (AO) shall take effect this 22 day of September 2006 and shall supersede any provisions in any previous orders or issuances inconsistent thereto.


DR. ESPERANZA I. CABRAL
Secretary


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