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MEMORANDUM CIRCULAR

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Subject : GUIDELINES FOR THE IMPLEMENTATION OF THE EMERGENCY SHELTER ASSISTANCE (ESA) PROJECT FOR FAMILIES WITH DAMAGED HOUSES DUE TO TYPHOON "RUBY"

I. Rationale:

On December 04, 2014, typhoon "Ruby" internationally named "Hagupit", entered the Philippine Area of Responsibility (PAR), leaving much of its 175 kph. packing wind damage in Eastern Visayas, the most devastated areas hit by typhoon "Yolanda" the previous year, before its PAR exit on December 10, 2014.¹

Data from the Department's Disaster Response Operations Monitoring and Information Center (DROMIC), revealed that typhoon "Ruby" affected 992,729 families with approximately 4.4 million persons in NCR, Regions III, IV-A, IV-B and V in Luzon, Regions VI, all regions in the Visayas and CARAGA Region in Mindanao. It displaced 65 percent of the affected families taking shelters in 13,097 evacuation centers, left 42,727 homeless families and 250,220 others with partially damaged houses.

Immediately after the onslaught of typhoon "Ruby", a P1.2 billion worth of early recovery and rehabilitation plan was submitted to the National Disaster Risk Reduction and Management Council (NDRRMC) and was approved on April 27, 2015 with the release of fund from the Department of Budget and Management (DBM) covered under SARO No. BMB-B-15-4886. The plan is based on the Post Disaster Needs Assessment (PDNA) indicating the primary need for Cash-for-Work (CFW) and Emergency Shelter Assistance (ESA) among the typhoon victims.

The ESA is a limited cash or material assistance for disaster-affected families with either partially or totally damaged houses located in safe areas or in sites provided with engineering or scientific interventions to make it habitable. In the ESA implementation, CFW shall be provided as a support component for the families' engagement in the house repairs as a form of temporary employment and source of income. The ESA like any other Disaster Risk Reduction and Management (DRRM) programs, projects and activities is designed to assist in restoring the normal social functioning of the typhoon "Ruby"-affected areas.

II. Objectives:

This guideline generally intends to provide standards in the ESA project implementation for family-victims of typhoon "Ruby" with either partially or totally damaged houses located in safe areas or in sites provided with engineering or scientific interventions to make it habitable.

¹ PAGASA Bulletin, Retrieved.

It specifically intends to:

1. Provide the eligibility and selection process for families qualified to avail the ESA;
2. Determine the documentary requirements for submission by the family-beneficiaries and LGUs;
3. Set the rate of assistance for ESA for families with either with partially or totally damaged houses; and,
4. Define the mechanism in the project implementation to include financial management.

III. Legal Basis:

1. Republic Act 10121, otherwise known as the “The Philippine Disaster Risk Reduction and Management Act of 2010”, which strengthen the DRRM of the country;
2. Republic Act 9729 or the “Climate Change Act of 2009” which mainstream climate change into government policy formulations;
3. Republic Act 7160 called the “Local Government code of 1991”, which supported the goals and objectives of disaster preparedness, prevention and mitigation programs through a strengthened local autonomy, devolving the delivery of basic services and functions of the national agencies to the LGUs;
4. Executive Order No. 15, Series of 1998 entitled “Redirecting the Functions and Operations of the DSWD”, which mandates the Department to provide assistance to the vulnerable sectors of the Philippine society including victims of natural disasters and human-induced emergencies;
5. DSWD Administrative Order No. 17, Series of 2010 or the “Omnibus Guideline on Shelter Assistance”, providing the mechanism in the implementation of permanent shelter and ESA;
6. DSWD Memorandum Circular No. 24, Series of 2014 entitled “Guidelines for the Implementation of the ESA Project for Families with Partially and Totally Damaged Houses due to Typhoon “Yolanda”, which stipulates the detailed policy on the ESA for the typhoon victims; and,
7. DSWD Memorandum Circular No. 08, Series of 2015 – Amendment to M.C. 24, Series of 2014 (Guidelines for the Implementation of the ESA Project for Families with Partially and Totally Damaged Houses due to Typhoon “Yolanda”).

IV. Classification of Damaged Shelters:

The following classification shall be used in determining the degree of damage to shelter units:

1. **Partially damaged house** – livable with reusable shelter materials and with the following existing/remaining features based on its original structure:
 - a. Footing/foundation;
 - b. Posts/column;
 - c. Floor beams/support;
 - d. Walling beams/support;

e. Roof beam/support

2. **Totally damaged house** – entirely destroyed and unfit for habitation or without any of the structural feature indicated on the partially damaged house.

V. Coverage:

The ESA for typhoon “Ruby” covers 68,988 families with totally damaged houses and 12,034 others with partially destroyed houses totally costing P1,050,900,000.00.

In case of budgetary shortfall, prioritization of beneficiaries shall be undertaken considering the criteria set under the Eligibility (V) component of this guideline. No further funding shall be made available for additional families.

Region	Partially Damaged		Totally Damaged		Total	
	No.	Cost	No.	Cost	No.	Cost
IV-B	229	2,290,000.00	20	600,000.00	249	2,890,000.00
VI	2,151	21,510,000.00	214	6,420,000.00	2,365	27,930,000.00
VIII	66,608	666,080,000.00	11,800	354,000,000.00	78,408	1,020,080,000.00
Total	68,988	689,880,000.00	12,034	361,020,000.00	81,022	1,050,900,000.00

VI. Eligibility:

Given the lapse of time, the determining period of assessment on the economic status of the beneficiaries shall be within a month after the occurrence of typhoon “Ruby” in December 2014.

1. General Qualifications:

- a. Families either with partially or totally damaged houses;
- b. Families located in safe sites or areas provided with engineering or scientific interventions to make it habitable. The Comprehensive Land Use Plan (CLUP) and the multi-hazard maps of the LGUs shall be utilized in providing ESA to ensure that the area is safe from any hazard;
- c. Families with a monthly net income of not more than P15,000.00 based on the national average per capita poverty threshold². Under the income requirement, a pension and other similar benefits are classified as net earnings, and,
- d. Families included in the LGU masterlist based on the issued DSWD-Disaster Assistance Family Access Card (DAFAC).

2. Specific Eligibility Requirements:

- a. Family owners;
- b. Family sharers and renters with a three (3) month minimum occupancy period prior to the onslaught of typhoon “Ruby”;
- c. Families who already did self-repair/rebuilding;
- d. Lone survivors;
- e. Families who have not availed of full permanent shelter assistance from government agencies and other shelter implementing stakeholders. A full permanent shelter consists of following basic fixtures:

² Rounded off to the nearest thousand based on the latest NSCB data in CY 2012 at P18,935.00 and CY 2014 (1st semester) at P10,534.00.

- Roof made of galvanized iron;
- Concrete foundation;
- Posts made of concrete materials or good lumbers;
- Rest room with toilet bowl;
- With door and window covers; and,
- Walling made of good lumber or concrete hollow blocks (CHBs).

- f. Family-recipients of the ESA for typhoon “Yolanda” who have received the assistance prior to the PAR entry and onslaught of typhoon “Ruby” on December 04-10, 2014, whose houses were again destroyed;
- g. Family-survivors of typhoon “Yolanda” who have not availed of the assistance intended for that purpose and have been also affected by typhoon “Ruby”;
- h. Family-survivors of typhoon “Yolanda” who have availed of permanent shelter from various shelter implementing agencies/organizations but whose houses were destroyed by typhoon “Ruby”.

3. Prioritization Criteria

- a. Families with totally damaged houses;
- b. Death of family member/s due to typhoon “Ruby”;
- c. Fully orphaned child-survivors living alone or under the care of surrogate parents;
- d. A female-headed family;
- e. A single parent-led family
- f. A family with three (3) or more members below the age of twelve (12) years old;
- g. A family with a differently-abled member/s;
- h. A family with a senior citizen; and;
- i. House owners

VII. Rate of Assistance:

The following sets the rate of assistance for families with damaged houses:

Classification	Partially Damaged	Totally Damaged
1. House owner	P10,000.00	P30,000.00
2. House renter	P 5,000.00	P10,000.00
3. House sharer	P 5,000.00	P10,000.00

In case of budgetary limitation *vis a vis* the total required funding, the LGU thru its Sangguniang Panglungsod/Bayan may pass and submit a resolution to the DSWD-Field Office (FO), for its approval, adopting a pro-rated assistance for families with totally damaged houses. The rate of the assistance for families with partially damaged shall remain at P10,000.00 for house owners and P5,000.00 for house sharers and renters.

VIII. Modality of Assistance:

ESA may be provided either thru cash or construction material assistance dependent on the situation favourable to the beneficiaries and the timeline set for the project implementation.

IX. Implementation Procedures:

A. Selection and Social Preparation Process:

1. DSWD-FO level:
 - a. Convening of the LSWDOs for the project orientation and revisiting/revision of the work and financial plans (WFP) based on current need; and,
 - b. Validation by the DSWD-FO on the LGU masterlist of beneficiaries.
2. LGU level:
 - a. Convening of concerned city/municipal and barangay officials and employees for the project orientation;
 - b. Conduct of advocacy activities with the communities and project beneficiaries;
 - c. Administration in the profiling of the project beneficiaries using the DSWD-DAFAC; and,
 - d. Identification and masterlisting of family-beneficiaries based on the DSWD-DAFAC.

B. Documentary Requirements

1. Beneficiaries
 - a. DSWD-DAFAC which shall serve as the basis for the masterlisting;
 - b. Barangay Certification:
 - Residency status either as a house owner, share or renter;
 - Classification of family either with partially or totally damaged house;
 - c. A ten (10)-year minimum occupancy lease agreement for families whose houses are built in lots not of their own; and,
 - d. Pay slip or Certificate of Employment for indicating the monthly net income for personnel in the government and private sectors.
2. City and Municipal Local Government Units (C/MLGUs):
 - a. Disaster terminal report;
 - b. Project proposal;
 - c. Rehabilitation plan;
 - d. Certificate of Eligibility of the Beneficiaries;
 - e. Masterlist of beneficiaries prepared by the C/MSWDO and approved by the Local Chief Executive (LCE);
 - f. Comprehensive Land Use Plan (CLUP); and,
 - g. Certification either from the Provincial, city or Municipal Engineering Office attesting that the locations/lots of the family-beneficiaries are safe from any hazard based on the CLUP.

C. Period of Implementation:

1. The timeline of implementation should last for a three (3)-month period from the issuance of this guideline to the actual receipt of assistance by the beneficiaries as the major final output or project accomplishment.

D. Financial Management

1. The modality/scheme to be pursued for the project implementation could be one of the following:
 - a. Fund transfer from DSWD-FO to LGU formalized thru a Memorandum of Agreement (MOA);
 - b. Direct cash or check pay-out by the DSWD-FO thru a Special Disbursing Officer (SDO) to the beneficiaries;
 - c. Cash voucher system which the beneficiaries can exchange for shelter construction in designated hardware stores/suppliers.
2. A MOA between the DSWD-FO and the proponent LGU shall be executed, detailing the following among others:
 - a. Number of beneficiaries;
 - b. Funding support;
 - c. Three (3) month period of implementation;
 - d. Delineation of tasks and responsibilities;
 - e. Financial management scheme; and,
 - f. Reportorial obligations of the LGU,
3. The funding support should be released to the LGUs on a one time basis only given the three (3) month period of implementation;
4. The DSWD-FO should undertake direct cash pay-out to beneficiaries for non-compliant LGUs in relation to the ESA implementation for the typhoon "Yolanda"-affected families:
 - a. City/Municipal local government units which officials and employees are subject of complaints currently under verification and/or investigation by the DSWD-FO, other government agency or by any DSWD-designated monitoring partner;
 - b. LGUs which did not meet the September 10, 2015 deadline for the complete ESA distribution; and,
 - c. LGUs with unliquidated or funding obligations with the DSWD-FO.
5. For ESA thru the cash voucher system, the following should be undertaken by the LGUs:
 - a. Organization of beneficiaries into a Neighborhood Association for Shelter Assistance (NASA) for collective action to facilitate and fast track the implementation; and,
 - b. Engagement with hardware stores/suppliers within the locality for the purchase by the beneficiaries of the housing material pursuant to government procurement and accounting and auditing rules and regulations;

E. Reporting, Monitoring and Evaluation:

1. The LGU-recipients shall submit a weekly physical and financial accomplishment report on a barangay level to the DSWD-FO indicating the following as indicated on the attached reporting tools marked as Annex A:
 - a. Project reach;
 - b. Approved target number of family-beneficiaries for partially and totally damaged houses;
 - c. Total amount and date of release of fund by the DSWD-FO to the LGU for families with partially and totally damaged houses;
 - d. Date of distribution and number of families with partially and totally damaged houses who have received the assistance;
 - e. Gap on the number families still have to receive the assistance and the scheduled date of distribution/completion;
 - f. Form of assistance either in cash or material assistance;
 - g. Issues/concerns and recommendations/actions undertaken in the project implementation;
 - h. Grievances/complaints and the actions undertaken and/or for follow-thru interventions; and,
 - i. Photo documentation on the distribution of assistance and actual repair of houses, if any.

2. The DSWD-FO shall submit a weekly physical and financial accomplishment report, on a provincial, city and municipal levels, to the Secretary, copy furnished the Disaster Response Assistance and Management Bureau (DReAMB), due every Wednesday, indicating the following as incorporated on the attached reporting tools marked as Annex B:
 - a. Project reach;
 - b. Approved target number of family-beneficiaries for partially and totally damaged houses;
 - c. Total amount and date of release of fund by the DSWD-FO to the LGU for families with partially and totally damaged houses;
 - d. Funding gap and schedule of release to the LGUs;
 - e. Date of distribution and number of families with partially and totally damaged houses who have received the assistance either from the DSWD-FO or LGUs;
 - f. Gap and schedule of distribution of assistance for families who have still to receive the assistance either from DSWD-FO or LGUs;
 - g. Form of assistance either in cash or material assistance;
 - h. Issues/concerns and recommendations/actions undertaken in the project implementation;
 - i. Grievances/complaints and the actions undertaken and/or for follow-thru interventions; and,
 - j. Photo documentation on the distribution of assistance and actual repair of houses, if any.

3. Actual on-site monitoring of DSWD-FO or Central Office (CO) personnel confirming the LGUs' compliance to the implementation mechanism and documentary requirements; and,

4. Conduct of a Post Implementation Review (PIR) by the DSWD-FO with the participation of LGU-beneficiaries and other stakeholders to identify success stories and areas for enhancement in the project implementation.

F. Redress and Grievance Management:

The DSWD-FO may utilize the following strategies in the management of complaints/grievances;

- a. Organization or maximization of the existing mechanism of the City/Municipal Action Teams (C/MATS) and the Social Welfare and Development (SWAD) teams at the local levels;
- b. Maximum use of the social media;
- c. Installation of SMS and telephone hotlines; and,
- d. Partnership with DSWD-registered non-government organizations (NGOs) and Civil Society Organizations (CSOs) for the project monitoring.

The following levels of grievance/redress management shall be pursued subject for action based on applicable laws and regulations:

Classification of Redress/Grievance	Responsible Office/ Organization for Action
1. Project implementation e.g. selection, eligibility requirements, etc.	• Barangay officials with the assistance of the C/MSWDO;
2. Complaints directed against barangay officials.	• C/MSWDO with the assistance of the DSWD-FO.
3. Complaints directed against barangay officials beyond the capacity of the C/MSWDO to address.	• DSWD-FO with the assistance of the DSWD-CO.
4. Complaints directed against City/Municipal officials/employees.	• DSWD-FO with the assistance of the DSWD-CO.
5. Complaints directed against DSWD-FO personnel.	• DSWD-CO

Further, a report on grievances/complaints shall form part of the regular weekly reports for submission as stated on the reporting, monitoring and evaluation component of this guideline.

Issued this 3rd day of December 2015 at DSWD-CO, Batasan Pambansa Complex, Constitution Hills, Quezon City

Certified Copy:

MW 12.3.15
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