

MEMORANDUM CIRCULAR

No. 13
Series of 2016

Subject: GUIDELINE IN THE IMPLEMENTATION OF THE EMERGENCY SHELTER CASH ASSISTANCE PROJECT (ESCAP) FOR THE TYPHOON “LAWIN”- AFFECTED HOUSEHOLDS WITH DAMAGED HOUSES

I. Rationale

The level of preparedness for response by humanitarian stakeholders on the effects of typhoon “Lawin” in October 2016 was put to a test, gaining admirations from various sectors for a seamless collaboration between government and private responders. It has resulted to a relatively low fatality rate and the timely delivery of humanitarian aid.

With the feat, it may be construed that indeed all hierarchy of government and the communities have started to put into practice the many lessons learned our country had from the past hydro-meteorological hazards, notably typhoon “Yolanda”.

Reports on typhoon “Lawin” indicated that it has affected 432,279 families with 1.9 million persons in the Cordillera Administrative Region (CAR), Regions I, II and III with an estimated 88 percent displacement rate, part of which was the result of the forced evacuation implemented by local government units for their constituents living in areas with high susceptibility to multiple hazards such as flooding, flash flood, landslides, storm surge, etc.¹ With its maximum winds of 225 kph. and gustiness of 315 overarching an 800-kilometer diameter, typhoon “Lawin” left 29,514 homeless families with 170,480 other families with partially destroyed houses.²

By experience, a well-timed transitioning from relief to early recovery and rehabilitation remains a challenge for the government and development partners as the latter entails short, medium and long terms programs and projects requiring multi-level collaboration. Also, it requires a plentiful of financial resources to reconstruct damaged shelters, infrastructures, livelihood sources and among others, which all along lead in revitalizing the local economy of the affected areas. While reconstructing damaged houses is generally a medium-term intervention anchored on the “Build Back Better” principle of settlement for those in danger areas, a short term intervention for this should be in placed to mitigate the further exposure of families living in evacuation centers and/or temporary shelters to risks.

With this reality and the fundamental need to support the typhoon “Lawin”- affected families immediate live in decent houses, it is imperative for the Department, as primary government agency in promoting equality, protection and

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¹ DSWD-DROMIC Report No. 29 as of 05 November 2016.

² *Ibid.*

care, to develop a policy on emergency shelter assistance anchored on a “*maagap at mapagkalingang*” guiding principle on service delivery for those in need.

II. Legal Basis

- a. Republic Act 10121, otherwise known as the “The Philippine Disaster Risk Reduction and Management Act of 2010”, which strengthen the DRRM of the country;
- b. Republic Act 9729 or the “Climate Change Act of 2009” which mainstream climate change into government policy formulations;
- c. 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;
- d. 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;
- e. 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;
- f. DSWD Memorandum Circular No. 19, Series of 2015 – Guidelines for the Implementation of the Emergency Shelter Assistance (ESA) Project for Families with Damaged Houses due to Typhoon “Ruby”; and,
- g. DSWD Memorandum Circular No. 01, Series of 2016 – Amendment to Memorandum Circular No. 19, Series of 2015 (Guidelines for the Implementation of the Emergency Shelter Assistance Project for Families with Damaged Houses due to Typhoon “Ruby”).

III. Objectives

This guideline intends to provide standards in the Emergency Shelter Cash Assistance Project (ESCAP) implementation for the typhoon “Lawin”-affected households with damaged houses.

In particular, the guideline aims to:

- a. Provide the eligibility and selection process to qualify for the assistance;
- b. Determine the documentary requirements to avail the support;
- c. Set the rate for shelter repair and/or assistance;
- d. Provide and define the project mechanism to expedite the cash assistance distribution; and,

- e. Set-up a grievance and redress management system for issue resolutions, transparency and accountability.

IV. Project Reach/Geographical Coverage

This project covers the typhoon “Lawin”-affected areas in the Cordillera Administrative Region (CAR), Regions I, II and III.

V. Eligibility

The **household** shall be the basic unit in the provision of the assistance. For clarity, a house is defined as a dwelling/structure used for human habitation, especially one that is lived in by a family or small group of people. The household house owner with either totally or partially damaged house shall be the legitimate beneficiary under the ESCAP.

The following classification shall be used in determining the degree or extent of damage to houses:

- a. **Partially damaged house**– livable with reusable shelter materials and/or with the following existing/remaining features based on its original structure:
 - a.1 Footing/foundation;
 - a.2 Posts/columns;
 - a.3 Floor beams/supports;
 - a.4 Walling beams/supports; and,
 - a.5 Roof beams/supports.
- b. **Totally damaged house** - entirely destroyed and unfit for habitation or without any of the structural feature indicated on the partially damaged house.

VI. Rate of Assistance

A household with a totally damaged house shall avail P30,000.00, while P10,000.00 for those with partially destroyed houses.

As an urgent response for immediate intervention *vis a vis* the availability of fund, the hereunder modality in the distribution of assistance shall be used:

| Category of Assistance | Household with Totally Damaged House | Household with Partially Damaged House |
|-------------------------|--------------------------------------|----------------------------------------|
| 1. Immediate assistance | P 5,000.00 | P 5,000.00 |
| 2. Full assistance | P25,000.00 | P 5,000.00 |
| Total | P30,000.00 | P10,000.00 |

Payment for the balance of full assistance shall be immediately distributed upon availability of fund.

VII. Modality of Assistance

Consistent with its objective to provide assistance the earliest possible time, the ESCAP shall be implemented through direct cash pay-out to the household-beneficiaries by the DSWD-FOs' authorized Special Disbursing Officers (SDOs).

VIII. Implementation Mechanism

1. Social Preparation

a. Local Government Unit (LGU)

- a.1 Convene all city/municipal and barangay officials for the project orientation and support in collaboration with the DSWD-FOs;
- a.2 Public dissemination on the project implementation;
- a.3 Assist in the identification/validation and administration of the ESCAP Application Form for the household-beneficiaries;
- a.4 Issuance of Barangay Certificate on the residency and house ownership status of the household-beneficiaries; and,
- a.5 Assist the DSWD-FOs along complaints management.

b. DSWD-Field Office (FO)

- b.1 Convene all implementing stakeholders for the project orientation and support:
 - b.1.a Provincial, City and Municipal Actions Teams (P/C/MATs) of the DSWD-FOs;
 - b.1.b Local Chief Executives (LCEs) and/or its Provincial, City and Municipal Social Welfare and Development Officers (P/C/MSWDOs);
 - b.1.c Civil Society Organizations (CSOs), Non-Government Organizations (NGOs) and People's Organizations (POs); and,
 - b.1.d Other government agencies/organizations.
- b.2 Explore partnership with CSOs, NGOs, POs and other government organizations along identification and validation of household beneficiaries, project monitoring and evaluation;

- b.2. Deploy regional staffs and P/C/MATs to undertake the following in coordination with the LGUs and partner CSOs, NGOs and POs and other government agencies/organizations :
 - b.2.a Identification, validation, masterlisting and administration of the DSWD-ESCAP Application Form;
 - b.2.b Preparation of project proposals, payrolls and liquidation reports;
 - b.2.c Complaints management; and,
 - b.2.d Monitoring, reporting and evaluation.
 - b.3 Undertake direct cash pay-out to the household-beneficiaries;
 - b.4 Explore workable strategies in expediting the cash distribution taking into account financial risks; and,
 - b.5 Designate a focal person for the complaints management system.
- c. DSWD-Central Office**
- c.1 Develop/issue the guideline for the project management;
 - c.2 Generate funds for the total budgetary requirement based on the needs of the DSWD-FOs;
 - c.3 Formulate and disseminate advocacy materials for the project management.
 - c.4 Provide technical assistance to the DSWD-Field Offices (FOs) covering the project cycle from the social preparation stage, distribution of assistance, monitoring, evaluation, financial management, etc.
 - c.5 Augmentation staff, if necessary, for the project implementation;
 - c.6 Develop a complaint management system for issue resolutions; and,
 - c.7 Designate a focal person for the complaints management system and to provide technical assistance to the DSWD-FOs on its operation and/or maintenance.

2. Documentary Requirement

Under the direct cash pay-out scheme, the household-beneficiaries are required to have the **ESCAP Application Form** administered indicating the demographic information of the household-beneficiary, Certificate of Eligibility and Barangay Certificate on the residency and house ownership status of the household-beneficiary.

3. Financial Management:

The project primarily aims to immediately access the cash assistance to households with damaged houses through direct cash pay-out to the beneficiaries.

Strategies may be developed to expedite the cash distribution discounting the critical need for financial risk management and the compliance to government auditing rules and regulations. These strategies may include:

- a. Designation of additional number of bonded personnel or SDOs;
- b. Increasing the bonded amount of SDOs;
- c. Offsite pay-out; and,
- d. Cheque issuance to the household-beneficiaries for encashment at the nearest authorized bank or conduit financial institutions.

4. Period of Implementation

The project implementation shall commence immediately and is expected to be completed before December 31, 2016.

5. Reporting, Monitoring and Evaluation

a. Reporting Timelines:

| Reporting Office | End User | Timeline |
|------------------|-------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|
| a.1 DSWD-FOs | DSWD-DReAMB (dreamb@dswd.gov.ph) | <ul style="list-style-type: none">• Every Wednesday on a weekly basis; and,• Every Tuesday if a Wednesday falls on a holiday. |
| a.2 DSWD-DReAMB | DSWD-EXECOM and MANCOM | <ul style="list-style-type: none">• Every Friday on a weekly basis; and,• Every Thursday if a Friday falls on a holiday. |
| a.3 DSWD-DReAMB | External (DBM, NEDA, NDRRMC, etc.) | <ul style="list-style-type: none">• As required subject for timeline and report template harmonization for more than one requesting agency. |

b. Reporting Templates (Annexes):

b.1 Status of Budgetary Allocation (Form 1)

- b.1.a Indicates the funding status *vis a vis* the total targets; and,

b.1.b Regional, provincial and city/municipal levels.

b.2 Status of Distribution (Form 2)

b.2.a Indicates the number of household-beneficiaries who have already received the assistance *vis a vis* the total funded target; and,

b.2.b Regional, provincial and city/municipal levels.

6. Complaints Management

The *e-reklamo*, a complaints management ticket system, shall be the primary platform for grievance management. The system shall provide the mechanism in effectively managing complaints on the ESCAP implementation and among other disaster risk reduction and management programs, projects and activities. It shall promote transparency and accountability in the project management as enshrined under the DSWD Citizens' Charter.

7. Partnership Engagement

The DSWD-FOs are encouraged to tap the pool of CSOs, NGOs, POs and other government agencies/organizations for engagement along project monitoring, validation and evaluation.

The partnership shall be founded on the principle of independence and objectivity of the partner stakeholders to instil transparency and accountability by the DSWD-FOs, as direct implementer of the ESCAP.

IX. Effectivity

This guideline shall take effect immediately and supersedes previous issuances inconsistent herewith.

Issued this 11th day of November 2016 in Quezon City, Philippines.


JUDY M. TAGUIWALO
Secretary

Certified Copy:


EMYLOU P. MIRAVALLS
OIC-Chief, General Services Division

fn:ESCAP.GuidelineV5@11.08.16
JMT/VBC/FOCV/remartija



ESCAP

Emergency Shelter Cash Assistance Project

IDENTIFYING INFORMATION

Name of Household Head: _____ Age: _____

Birth Date: _____ Birth Place: _____

Address : _____

Occupation: _____ ID Card Presented: _____

| Household Members | Sex | Age | Relation to Client |
|-------------------|-----|-----|--------------------|
| 1. | | | |
| 2. | | | |
| 3. | | | |
| 4. | | | |
| 5. | | | |

EXTENT OF DAMAGE TO SHELTER:

Partially

Totally

HOUSEHOLD CLASSIFICATION:

4Ps Beneficiary

Indigenous People (IP)

RECOMMENDATION/S:

Household-Beneficiary
 (Signature/Thumbmark)
 Date: _____

P/C/MAT Leader/Social Worker
 (Signature over Printed Name)
 Date: _____



ESCAP

Emergency Shelter Cash Assistance Project

IDENTIFYING INFORMATION

Name of Household Head: _____ Age: _____

Birth Date: _____ Birth Place: _____

Address : _____

Occupation: _____ ID Card Presented: _____

| Household Members | Sex | Age | Relation to Client |
|-------------------|-----|-----|--------------------|
| 1. | | | |
| 2. | | | |
| 3. | | | |
| 4. | | | |
| 5. | | | |

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HOUSEHOLD CLASSIFICATION:

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RECOMMENDATION/S:

Household-Beneficiary
 (Signature/Thumbmark)
 Date: _____

P/C/MAT Leader/Social Worker
 (Signature over Printed Name)
 Date: _____

CERTIFICATE OF ELIGIBILITY

This is to certify that _____ aged _____, residing at _____ has been found eligible for the Emergency Shelter Cash Assistance Project (ESCAP) after having been interviewed and assessed. Client is recommended for _____ assistance in the amount of _____ (Php _____).

Certified by:

Approved by:

P/C/MAT/Social Worker
(Signature over Printed Name)

Regional Director
(Signature over Printed Name)

Date: _____

Date: _____



HOUSEHOLD HEAD'S CERTIFICATION

I hereby certify that the aforementioned information I have given are true and correct to the best of my knowledge. I further certify / promise that I will utilize the amount I have received solely for the needed materials and/or labor to repair my damaged shelter; and that misuse of such assistance will mean forfeiture of further assistance that may still be granted to me.

Household-Beneficiary
(Signature/Thumbmark)

Witness
(Signature over Printed Name)



BARANGAY CERTIFICATION

(Residency and House Ownership)

Resident

House Owner

Barangay Captain
(Signature over Printed Name)
Date: _____

CERTIFICATE OF ELIGIBILITY

This is to certify that _____ aged _____, residing at _____ has been found eligible for the Emergency Shelter Cash Assistance Project (ESCAP) after having been interviewed and assessed. Client is recommended for _____ assistance in the amount of _____ (Php _____).

Certified by:

Approved by:

P/C/MAT/Social Worker
(Signature over Printed Name)

Regional Director
(Signature over Printed Name)

Date: _____

Date: _____



HOUSEHOLD HEAD'S CERTIFICATION

I hereby certify that the aforementioned information I have given are true and correct to the best of my knowledge. I further certify / promise that I will utilize the amount I have received solely for the needed materials and/or labor to repair my damaged shelter; and that misuse of such assistance will mean forfeiture of further assistance that may still be granted to me.

Household-Beneficiary
(Signature/Thumbmark)

Witness
(Signature over Printed Name)



BARANGAY CERTIFICATION

(Residency and House Ownership)

Resident

House Owner

Barangay Captain
(Signature over Printed Name)
Date: _____



STATUS OF BUDGET ALLOCATION
Re: Emergency Shelter Cash Assistance (ESA) for the Typhoon "Lawin"-Affected Households
(Region _____)
As of _____

| Project Areas | | Target | | | | | Budget Allocation ¹ | | | | | Gap for Funding | | | |
|---------------|-----------|----------------|-----------|-------|----------|-------|--------------------------------|-----------|-------|------|----------------|-----------------|-------|------|------|
| | | Damaged Houses | | | Cost | | Damaged Houses | | | Cost | Damaged Houses | | | Cost | |
| Prov. | City/Mun. | Totally | Partially | Total | Unit | Total | Totally | Partially | Total | | Totally | Partially | Total | | Cost |
| Total | | - | - | - | | - | - | - | - | - | - | - | - | - | |
| | | - | - | - | | - | - | - | - | - | - | - | - | - | |
| | 1. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |
| | 2. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |
| | 3. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |
| | 4. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |
| | 5. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |
| | 6. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |
| | 7. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |
| | 8. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |
| | 9. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |
| | 10. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |
| | 11. | - | - | - | 5,000.00 | - | - | - | - | - | - | - | - | - | |

Note: ¹ With approved allotment based on available fund at the DSWD-FO.

Prepared by:

Approved by:

Focal Person

Regional Director