

Memorandum Circular No. 13
Series of 2021

SUBJECT : GUIDELINES IN THE IMPLEMENTATION OF RELIEF AID THRU CASH VOUCHER IN DISASTERS AND EMERGENCIES (RACVoDE)

I. RATIONALE

The DSWD, pursuant to RA 10121, otherwise known as the Philippine Disaster Risk Reduction and Management Act of 2010, is mandated to act as the Vice-chair for Disaster Response. Likewise, as a social welfare agency, the Department is mandated to provide various interventions and programs to the poor, disadvantaged, and vulnerable families and communities primarily in the vision to increase their adaptive capacities and lessen the socioeconomic and environmental impacts and effects of disasters including climate change. Aside from the primary mandate of the Department on disaster response, the DSWD also implements programs, projects, and activities along the thematic areas of preparedness and early recovery and rehabilitation.

To be responsive, it is necessary for the Department to institutionalize various modalities which are designed to respond to the needs of communities in preventing, preparing for, responding to, and recovering from the impacts of disasters and effects of climate change. Alongside the implementation of the Emergency Cash Transfer (ECT)¹ and provision of Food and Non-Food Items as relief strategies, the DSWD identifies the need to come up with a strategy that provides interventions to families and communities thru Cash-Voucher with power to purchase authorized items of expenditures at the Department's Partner Service Provider. This will enable them to obtain specific needs and requirements for items not included in the relief resources being provided by the Department. Likewise, this will ensure that the assistance provided to these families thru vouchers will be used to purchase items that will support their daily needs and their families' well-being. Hence, the guidelines in the implementation of Relief Aid thru Cash Vouchers in Disasters and Emergencies.

II. LEGAL BASES

1. National Laws/Policies and Issuances

- a. Republic Act No. 10121 or the Philippine Disaster Risk Reduction and Management Act of 2010 which mandates the DSWD to act as the Vice Chairperson for Disaster Response of the National Disaster Risk Reduction and Management Council and shall recognize local risk patterns across the country for disaster risk reduction and management.
- b. Republic Act No. 9184 and its Implementing Rules and Regulations or the Government Procurement Reform Act which prescribes the

¹ MC 17 S. 2019 Guidelines in the implementation of Emergency Cash Transfer (ECT) During Disasters



necessary rules and regulations for the modernization, standardization, and regulation of the procurement of the Government of the Philippines.

- c. Republic Act No. 7160 or the Local Government Code which establishes the system and defines the powers of the provincial, city, municipal and barangay governments. It provides for a more responsive local government structure instituted through a system of decentralization whereby Local Government Units are delegated more powers, authority, responsibilities and resources.
- d. Republic Act No. 7394 or the Consumer Act of the Philippines which protects the interests of the consumer, promotes general welfare, and establishes standards of conduct for business and industry.
- e. Republic Act No. 7581 as amended by Republic Act No. 10623 or the Price Act which ensures the availability of basic necessities and prime commodities at reasonable prices at all times without denying legitimate business a fair return on investment. It also provides effective and sufficient protection to consumers against hoarding, profiteering, and cartels with respect to the supply, distribution, marketing, and pricing of said goods, especially during periods of calamity, emergency, widespread illegal price manipulation, and other similar situations.
- f. Republic Act No. 9994 or the Expanded Senior Citizens Act which promotes a just and dynamic social order that will ensure the prosperity and independence of the nation and free the people from poverty through policies that provide adequate social services, promote full employment, a rising standard of living and an improved quality of life. It also provides social justice in all phases of national development and that the State values the dignity of every human person and guarantees full respect for human rights.
- g. Republic Act No. 8792 or the Electronic Commerce Act which recognizes the vital role of Information and Communications Technology in nation-building; the need to create an information-friendly environment which supports and ensures the availability, diversity and affordability of ICT products and services; the primary responsibility of the private sector in contributing investments and services in ICT; the need to develop, with appropriate training programs and institutional policy changes, human resources for the information age, a labor force skilled in the use of ICT and a population capable of operating and utilizing electronic appliances and computers; its obligation to facilitate the transfer and promotion of technology; to ensure network security, connectivity and neutrality of technology for the national benefit; and the need to marshal, organize and deploy national information infrastructures, comprising in both communications network and strategic information services, including their interconnection to the global information networks, with the necessary and appropriate legal, financial, diplomatic and technical framework, systems and facilities.



- h. Joint DTI-DA-DOE Administrative Order No. 17-01 and 02, series of 2017 or the Implementing Rules and Regulations on the Grant of Special Discounts to Persons with Disability on the Purchase of Basic Necessities and Prime Commodities.

2. **DSWD Issuances**

- a. Memorandum Circular No. 4, series of 2020 or the Special Guidelines on the provision of Social Amelioration Measures by the Department of Social Welfare and Development to the Most Affected Residents of the Areas under Enhanced Community Quarantine and continuation of the Implementation of the Social Pension for Indigent Senior Citizens and the Supplementary Feeding Programs, define the procedures for providing Emergency Subsidy Program in the form of Assistance to Individuals in Crisis Situation, Food and Non-Food Items, and Livelihood Assistance Grants.
- b. Memorandum Circular No. 17, series of 2019 or the Guidelines in the Implementation of the Emergency Cash Transfer during Disasters, define the procedures in implementing Emergency Cash Transfer as a strategy in responding to varied relief and early recovery needs.
- c. Administrative Order No. 3, series of 2015 or the Disaster Response Operations Guidelines define the procedures for providing augmentation support to disaster affected areas.
- d. Memorandum Circular No. 45, series of 2017 or the Guidelines on the Administration of the National Disaster Risk Reduction and Management Fund which promulgates an updated, comprehensive, and rationalized system for the management of NDRRM Fund enhancing responsiveness, transparency, and accountability.
- e. Executive Order No. 15, series of 1993 Redirecting the Functions of the Department of Social Welfare and Development which mandated the Department to provide assistance to Local Government Units, Non-Government Organizations, other National Government Agencies, People's Organizations and other members of civil society in effectively implementing programs, projects, and services that will alleviate poverty and empower disadvantaged individuals, families and communities for an improved quality of life.

III. **OBJECTIVES**

This guideline intends to provide clear definition of the RACVoDE, its features, rate of assistance, and implementation process for guidance of DSWD Offices, Bureaus, Services, and Units.

It primarily aims to:

1. Provide operational guidance to all concerned officials and staff in the implementation of the RACVoDE;
2. Provide clarity on the organization, procedures, and scope on the implementation of the RACVoDE to the Department's concerned OBSU and other partner organizations;
3. Define and specify roles and responsibilities of the DSWD and other partner organizations; and
4. Guide the operations of RACVoDE to ensure consistency, timeliness, and accuracy.

IV. DEFINITION OF TERMS

1. Cash Voucher – a coupon or voucher which will be provided to disaster affected families with the power to purchase authorized items set and identified by the Department.
2. Disaster Assistance Family Access Card (DAFAC) – a document which carries the information about a family which suffered from a disaster, the extent of damage to their social, physical, psychological, and economic aspects, the needs and the assistance extended to them.
3. Disaster – a serious disruption of the functioning of a community or a society involving widespread human, material, economic, or environmental losses and impact which exceeds the ability of the affected community or society to cope using its resources.
4. Disaster Response – provision of emergency services and public assistance during or immediately after a disaster to save lives, reduce health impacts, ensure public safety, and meet the basic subsistence needs of the affected population.
5. Emergency – unforeseen or sudden occurrence, especially danger, demanding immediate actions.
6. Emergency Shelter Assistance (ESA) – provision of emergency “self-build” shelter assistance through limited housing materials or financial assistance to augment resources of affected families who opted not to be transferred to a resettlement site to enable them to purchase shelter materials required in constructing or repairing damaged houses who are partially or totally destroyed as a result of natural or human-induced calamities.
7. Emergency Cash Transfer – an adaptive strategy in bridging the gaps between immediate disaster relief, humanitarian response, and early recovery support through the provision of unconditional cash to victims of disasters and emergencies requiring interventions.
8. Family – a basic social unit consisting of parent/s and child/children, considered as a group, and living in one dwelling unit.

9. Internally Displaced Persons (IDPs) – persons or group of persons who have been forced or obliged to flee or to leave their homes or place of habitual residence, in particular as a result of or in order to avoid the effects of natural or human induced disasters, and who have not crossed an internationally recognized state border.
10. Listahanan – or the National Household Targeting System for Poverty Reduction (NHTS-PR) is an information management system that provides national government agencies, development partners, and other social protection duty-bearers with information on who and where the poor are in the Philippines. This information is used for identification of potential beneficiaries of social protection programs.
11. Partner Service Provider – a company, organization, or entity that provides various services to another party. In this case, partner service provider is considered as a company, organization or entity with existing Memorandum of Agreement (MOA) with the DSWD in the delivery of services in line with the implementation of the RACVoDE.

V. PROGRAM DESCRIPTION

The RACVoDE is an adaptive strategy and modality that provides assistance to families and communities in the form of Cash Voucher with the power to purchase authorized items set and identified by the Department. This modality can be utilized as response and early recovery and rehabilitation assistance to disaster-affected families.

RACVoDE, like the ECT, reduces the financial and administrative costs to the government, in general and DSWD, in particular. It aims to engage partner service providers through a signed and approved Memorandum of Agreement. It also minimizes security risks for personnel, lessen logistical demands, and support families through the purchase of immediate needs. RACVoDE also ensures that assistance provided by the DSWD to affected families will be used to immediately and conveniently purchase essential goods and commodities, excluding any form of unnecessary luxurious goods and/or services.

Attached as Annex A is the voucher template developed by the Social Marketing Service in compliance with the prescribed DSWD Branding incorporating Security Features.

VI. PROGRAM COVERAGE

1. Triggers to Implement

RACVoDE may be implemented in complementation with the ECT primarily targeting families and communities in urbanized cities and municipalities with existing MOA with partner service providers. To trigger the RACVoDE implementation, an assessment by the DSWD Filed Office should be done to determine the following:

- a. Magnitude of the disaster in terms of population adversely affected and extent of the devastation on the physical, social, and means of production and other aspects;
- b. Active and operational markets of partner service providers where the IDPs can purchase the cash vouchers; and
- c. Urgent priority requirements based on the reports generated through the Disaster Response Operations Monitoring and Information Center (DROMIC) or the Rapid Damage Assessment and Needs Analysis (RDANA).

Attached as Annex B is the criteria to guide the Field Offices in their assessment of the factors that will bring about the implementation of RACVoDE.

2. Complementation with other DSWD Social Protection Programs

- a. DSWD's Food and Non-food Items (FNI) will be provided to all disaster affected families, more so, if the markets within the affected areas have not yet resumed operations;
- b. ECT and RACVoDE shall be provided on top of the FNI;
- c. ECT shall be a priority modality for 4Ps Card Holders as top-up assistance and target beneficiaries in Geographically Isolated and Disadvantaged Areas;
- d. RACVoDE shall be a priority modality for non-4Ps, non-card holders, and other families where service providers are available in terms of proximity; and
- e. RACVoDE may be provided in conjunction with other services or interventions of the Department based on the assessment of a DSWD Social Worker

VII. RATE OF ASSISTANCE

In the implementation and provision of the RACVoDE, the following are the appropriate rate of assistance responsive to the needs of the disaster affected population:

1. Preparedness for Response Strategy

Cash Voucher/s will be prepositioned to the Field Offices for immediate provision on the onset of a disaster or calamity. The Cash Voucher will be equivalent to one (1) week provision amounting to 75% of the prevailing Regional Daily Minimum Wage Rate per day. The DRMG shall conduct vulnerability assessment for this purpose and shall issue a memorandum indicating the allocation of Cash Vouchers to FOs based on the result of the assessment and shall further provide fund requirement thereto.

2. Response Assistance

For a maximum period of three (3) months, subject to assessment of the DSWD FOs of the impact of disaster and availability of funds, there shall be

an assistance given to affected families equivalent to seventy-five (75%) percent of the prevailing Regional Daily Minimum Wage Rate where they are residing. The cash voucher may be used to purchase nutritious food items and other supplies not included in the DSWD Family Food Packs and other Non-Food Items Kits. RACVoDE shall be provided to target families consisting of five (5) family members, regardless of whether they are living with other families within a household. If a family consists of more than five (5) members, additional assistance may be given after validation of LGU and DSWD FO.

3. Early Recovery and Rehabilitation Assistance

Equivalent to the approved rate for Emergency Shelter Assistance (ESA) for families with damaged houses for the covered fiscal year which may be used for the purchase of materials needed for the urgent repair of damaged shelter units, construction materials, food and other non-food items, furniture and fixtures and other livelihood inputs. The amount per schedule of release shall be dependent on the availability of funds for this purpose.

VIII. VALIDITY AND RESTRICTIONS OF THE CASH VOUCHER

The Cash Voucher shall not be for sale and may not be converted to cash. In addition, the issued voucher shall be exclusively for the use of the named beneficiary and shall not be transferable. However, if the identified beneficiary is no longer capable to redeem the voucher, an immediate member of his/her family may be allowed to redeem the voucher, provided that an authorization letter is presented together with the valid identification cards of both parties.

The cash voucher shall not be used for the purchase nor availment of any of the following non-essential goods and services:

1. Liquor Products and Services;
2. Cigarettes and other Tobacco Products;
3. Cosmetic Products and/or Salon Services;
4. Gambling Products and Services;
5. Payment of Credits or Loans; and
6. Other Similar or Related Goods/Items.

Cash Vouchers shall be valid for fifteen (15) days upon receipt of the beneficiaries and shall be consumed on a one-time basis to ensure timely facilitation of payment to the Partner Service Providers.

IX. SELECTION OF BENEFICIARIES

Only one (1) member per family of legal age is entitled to be a recipient of the RACVoDE. If all members of legal age within the family are unable to access the service due to disability, sickness, and other valid reasons, a minor member may be considered based on the assessment of the LGU. Prioritization of program beneficiaries shall be based on the result of the *Vulnerability Assessment Index (VAI) attached as Annex C.*

While inclusiveness is one of the primary aims of the project coverage, the following criteria shall be the guiding principle in the selection and prioritization of beneficiaries taking into consideration the magnitude of disasters, financial and security risks and availability of funds:

1. Priority target are the poor listed in the National Household Targeting System (NHTS) data base:

- a. Beneficiaries of the Pantawid Pamilyang Pilipino Program (4Ps) who are bona fide residents of the areas affected by disasters; and
- b. Families considered as poor in the Listahanan (updated database) and are not qualified under 4Ps including the beneficiaries of UCT Listahanan.

2. When not included as poor in the NHTS data base:

- a. Families not listed as poor but residing in Urbanized Areas, Cities, and Municipalities with existence of Partner Service Providers by the Department;
- b. Families with members who are persons with disability, elderly, children, pregnant or lactating women;
- c. Single headed families/households;
- d. Orphaned children;
- e. Families with dead family members caused by the disaster;
- f. Families with damaged houses; and
- g. Families which due to the damage they sustained became transitional or "new poor" and are not able to provide their own requirement especially during relief phases.

The RACVoDE may be provided more than once to a family affected by multiple and diverse disasters. However, provision of such assistance shall be subjected to the needs assessment.

Further, additional support for large-sized families or with members exceeding the average number of five (5) members may be favorably considered subject to assessment in consideration with the actual needs of the family.

X. SELECTION OF PROGRAM PARTNERS

A partner can be formally engaged for the program provided that it has existing legal and valid documents to operate² as mandated by law subject to CO and FO's assessment of their financial or operational capacity to provide the required services. The FOs may engage as many partner service providers as possible. However, redemption of vouchers from each service provider shall only be limited to a maximum of ten thousand (10,000) vouchers based on the absorptive capacity. In the event that all existing partners within the affected area are operational and readily available to provide the service, equal distribution of allocation may be considered by the FO to ensure that all partners will be engaged to provide the service.

² Required documents for business to legally operate per set guidelines by the DTI/SEC, Business Permit and Licensing Office, or BIR

Participation and engagement of partner service providers shall be governed by a signed and forged Memorandum of Agreement (MOA) subject to existing accounting rules and regulations of the government. Likewise, procurement shall no longer be utilized for this purpose based on the hereto attached *Technical Guidance of the Government Procurement and Policy Board (GPPB)*³ as Annex D.

Attached is the Checklist for the Identification of Potential Partner Beneficiaries as Annex E.

XI. CASH VOUCHER REDEMPTION

Redemption of cash vouchers can be accessed through the following strategies subject to the capability of the service provider which will be indicated in the partnership document:

- 1. Mobile Store**
Service Providers may utilize rolling or mobile stores which can be stationed near disaster affected communities or evacuation centers.
- 2. Online Platform**
Services may also be accessed thru the existing online platform of the Service Provider.
- 3. In-Store Special Lane**
For in-store transactions, the service provider shall provide a special lane to cater beneficiaries of the RACVoDE.

XII. IMPLEMENTATION PROCEDURES

1. Pre-Implementation Stage

- a. Orientation and Socialization Process with Internal Stakeholders:

The DRMB shall undertake the following:

- Conduct of orientation and consultation with the DSWD Central Office bureaus, offices, services, and units and with the DSWD FOs on RACVoDE for onward cascading and orientation to concerned LGUs;
- Provide technical support and capacity building to the DSWD FOs;
- Formulate Work and Financial Plan (WFP) required for a specific fiscal year;
- Spearhead the partnership engagement with stakeholders;
- Develop a monitoring and evaluation result framework with the assistance of the Policy Development and Planning Bureau (PDPB);
- Develop Information, Education and Communication (IEC) materials translated into major dialects with the technical support of the Social Marketing Service (SMS);

³ Technical Guidance from the GPPB dated 23 October 2020 re: RACVoDE

- Develop Management Information System (MIS) for RACVoDE with the technical assistance of the Information and Communication Technology Management Service (ICTMS); and
- Conduct forum and workshops with the DSWD FOs to proact the potential RACVoDE issues in order to come up with strategies to prevent these issues from occurring.

b. Engagement of Partner Service Providers

- DRMB to conduct consultation and coordination meetings with potential private partners in the implementation of the RACVoDE;
- DRMB to draft a Memorandum of Agreement (MOA) in coordination with potential partners subject to further review and technical assistance by the Legal Service (LS);
- DRMB to conduct MOA Signing with partner service providers.

Partnerships with Service Providers may be undertaken in different levels:

- National Level – the DSWD CO to undertake partnership with the Head/National Office of the service providers which will be cascaded to all the Field Offices. Signing of MOA with networks/chain of Service Providers shall be centralized thru DRMB.
- Regional Level – Local Service Providers not connected with any network/chain of grocery stores forged with MOA at the DSWD-CO thru DRMB shall be engaged into partnership by the DSWD-FO (DRMD).

c. Conduct of Social Preparation

Selection of RACVoDE Beneficiaries:

- All families who are victims of disasters may benefit from RACVoDE, however, the families who are listed as poor and vulnerable under the NHTS data base who are living in areas with the presence of existing partner service providers by the Department shall be prioritized; and
- Targeting, selection, enrolment and prioritization of RACVoDE beneficiaries are provided under Section VI and VII of these guidelines.

The DSWD CO shall engage the DSWD FOs on the RACVoDE implementation and partner service providers for the set-up and process of the cash voucher system:

- DRMB shall engage and orient the DSWD FOs on the details of the RACVoDE to prepare them for its implementation; and

- The DSWD FOs shall engage the LGUs to prepare them for the identification of areas and beneficiaries in case RACVoDE will be implemented in their respective areas.

2. Implementation Stage

- The DSWD-FO shall conduct orientation to LGU representative/s;
- The DSWD FO shall undertake validation of the LGU-submitted list of disaster victims using the prescribed and issued DSWD DAFAC Forms;
- The DSWD FO shall conduct rapid assessment of the situation and needs of the affected areas and recommend to the DRMB activation of the RACVoDE strategy when appropriate;
- The DRMB shall conduct immediate validation of the appropriateness of RACVoDE to respond and/or implement immediately;
- The DRMB shall assess and recommend the amount of RACVoDE support for release to DSWD FO to the Office of the Secretary through the Office of the Undersecretary for DRMG;
- The DRMB shall validate the appropriateness of the delivery modality;
- The DRMB shall provide technical assistance and support to the DSWD FO and LGUs on appropriate modality. Eligible beneficiaries will be notified by the Barangay LGU to a chosen distribution site/venue where they will directly receive the cash voucher from the authorized DSWD staff. The LGUs shall choose and provide security to the payout venue;
- The DSWD FO shall be responsible in accessing and acquiring the cash voucher from the partner service providers;
- The DRMB shall monitor the distribution of cash vouchers to ensure that the would-be beneficiaries receive their assistance on time and that the cash vouchers are distributed as scheduled to avoid being dormant;
- The DRMB, in coordination with the ICTMS, shall develop a Management Information System (MIS) that would track and generate periodic reports of project milestone;
- The DRMB and DSWD FO shall manage all complaints under the E-Reklamo system or other platforms as may be further identified; and
- The RACVoDE National Program Management Team (NPMT) shall undertake regular monitoring and conduct evaluation to determine the areas for enhancement of guidelines based on need and relevance to the current situation.

3. Post Implementation Stage

- The DRMB shall conduct project evaluation to ascertain the impact, outcomes, effectiveness, and sustainability of the intervention;
- The DRMB organizes and conduct Program Review and Evaluation Workshop (PREW) on the RACVoDE implementation after its first year of implementation as an essential part of program enhancement and development; and
- The RACVoDE NPMT shall conduct a Strategy Implementation Review (SIR) upon completion of the pilot implementation to determine areas for enhancement particularly in the coordination mechanism and strengthening cooperation between and among internal stakeholders (DSWD) and external partners (LGUs, BARMM, UN, Donors, other agencies and service providers).

XIII. DOCUMENTARY REQUIREMENTS

1. The following documentary requirements from the Local Government Units shall be prepared and recommended by the City/Municipal Social Welfare Head and duly signed by the Local Chief Executive (LCE):
 - a. Endorsement Letter or Letter of Intent; and
 - b. List of Eligible Beneficiaries duly certified by the MSWDO Head and approved by the LCE – *Master List of Beneficiaries attached as Annex F*
2. As proof of access and receipt of the Cash Voucher, the beneficiaries are required to present at least one (1) of the following valid Government-Issued Proof of Identification which must be validated/verified against the master list before the receipt or distribution of the CV.
 - a. Passport;
 - b. Unified Multi-Purpose ID (UMID);
 - c. Persons with Disability (PWD) ID;
 - d. Senior Citizen ID;
 - e. Barangay ID or Barangay Certificate;
 - f. Postal ID;
 - g. PSA-issued Birth Certificate;
 - h. Pag-ibig Loyalty Card;
 - i. Professional Regulation Commission (PRC) ID;
 - j. Voter's Certification;
 - k. Police Clearance;
 - l. Solo Parent ID;
 - m. Driver's License;
 - n. TIN ID;
 - o. Philhealth ID;
 - p. One (1) valid Office or Company ID; or
 - q. DAFAC Form supported by a Barangay Certificate.
3. Relief Distribution Sheet, signed by the beneficiaries upon receipt of the Cash Voucher, submitted by the City/Municipal Social Welfare Head certified by the Local Chief Executive (LCE) or the Disaster Response Management Division (DRMD) Head and certified by the Regional Director (RD).
4. A photocopy of the ID presented and the Tape Receipt reflecting the good and services purchased/redeemed thru the Cash Voucher shall be submitted to the DSWD FO by the Partner Service Provider as a document reference which will serve as attachment to the Relief Distribution Sheet.
5. Documentary Requirements from the Field Office shall be prepared by the Disaster Response Management Division (DRMD) Head and approved by the Regional Director (RD):
 - a. Endorsement Letter addressed to the Disaster Response Management Group Undersecretary inclusive of the Request for Funding with reference to the DROMIC Report or the result of the conducted Rapid



Damage Assessment and Needs Analysis (RDANA) or Post Disaster/Conflict Needs Assessment (PDCNA) or declaration of State of Calamity;

- b. Work and Financial Plan (WFP) vis-à-vis Monthly Disbursement Program (MDP); and
- c. Copy of the Memorandum of Agreement or Understanding (MOA/U) with Service Providers in the case of a Regional Level Partnership.

XIV. INSTITUTIONAL ARRANGEMENTS:

1. DSWD Central Office

- a. Office of the Secretary
 - Issues a memorandum authorizing the provision of Relief Aid thru Cash Voucher in Disasters and Emergencies as endorsed by the DRMG Undersecretary;
 - Approves downloading of funds to the Field Offices with the amount consistent with the delegated authority; and
 - Spearheads discussion with oversight agencies and congress for the inclusion of ECT as a strategy for disaster response and early recovery.
- b. Office of the Undersecretary for Disaster Response Management Group (DRMG)
 - Endorses to the Secretary for the implementation of RACVoDE based on the recommendation of the DSWD FOs and assessment and validation of the DRMB;
 - Approves the downloading of funds to the DSWD FOs with the amount consistent with the delegated authority; and
 - Reports updates/status of the program to the Department Secretary.
- c. Disaster Response Management Bureau (DRMB)
 - Spearheads the overall implementation, monitoring and evaluation of the program at the National Level;
 - Undertakes coordination meeting with concerned DSWD offices;
 - Provides learning and development intervention to DSWD CO and DSWD FO personnel;
 - Identifies priority target areas and beneficiaries;
 - Formulates WFP;



- Manages all complaints with the DSWD FO under the E-Reklamo System or other platforms as may be further identified;
- Develops Grievance and Redress Management System for RACVoDE;
- Develops Information Management System for RACVoDE with the support of the ICTMS;
- Develops IEC Material with the support of the SMS;
- Undertakes resource generation strategy and campaign;
- Assess/Validates the recommendation of the DSWD FO on RACVoDE implementation for endorsement to the DRMG Undersecretary;
- Presents the RACVoDE to the NDRRMC, UN Agencies, and International Organizations for adoption;
- Facilitates forging of MOA to identified potential partner service providers;
- Develops Terms of Reference (TOR) and guidelines for the involvement of 3rd party monitoring organizations;
- Sustains collaboration with all internal and external implementing stakeholders;
- Undertakes periodic reporting of project milestone;
- Conducts regular periodic review/enhancement of guidelines based on need/applicability;
- Conducts Strategic Implementation Review (SIR);
- Conducts Program Review and Evaluation Workshop (PREW);
- Recommends release of fund to FOs;
- Conducts workshops and discussions on RACVoDE institutionalization;
- Provides technical assistance to the DSWD FO on the RACVoDE implementation;
- Undertakes field monitoring; and
- Lobbies/advocates policy support in the enhancement of the program.

d. National Resources and Logistics Management Bureau

- Ensures program/service complementation through Food and Non-Food Items;
- Provides input on the continuing review/enhancement of the RACVoDE; and
- Participates in the conduct of SIR, PREW, and among others.

e. Pantawid Pamilyang Pilipino Program – National Project Management Office

- Provides the updated list of 4Ps and MCCT beneficiaries;
- Assists in the operationalization of the Cash Voucher to existing 4Ps beneficiaries;
- Provides inputs on the continuing review/enhancement of the RACVoDE guidelines; and
- Participates in the conduct of SIR, PREW, and among others.

- f. National Household Targeting Office
- Provides updated list of the poor household based on the database through a signed Memorandum of Agreement with the DRMB; and
 - Provides input on the continuing review/enhancement of the RACVoDE; and
 - Participates in the conduct of SIR, PREW, and among others.
- g. Internal Audit Service
- Examines and evaluates the adequacy and effectiveness of the system of internal control and the quality of performance in the implementation of RACVoDE;
 - Provide inputs on the continuing review/enhancement of the RACVoDE; and
 - Participates in the conduct of SIR, PREW, and among others.
- h. Finance and Management Service
- Operationalize and provide interim guidance on the disposition of funds in coordination with the DRMB;
 - Certify availability of funds for the implementation of the program;
 - Facilitate the downloading of funds and issuance of Sub Allotment Advise to FOs; and
 - Provide technical assistance along financial matters on the implementation of the program.
- i. Policy Development and Planning Bureau
- Assists the DRMB in developing a monitoring and evaluation results framework; and
 - Provides input on the continuing review/enhancement of the RACVoDE; and
 - Participates in the conduct of SIR, PREW, among others.
- j. Social Marketing Service
- Assist the DRMB in formulating a communication plan for the program;
 - Provide inputs on the continuing review/enhancement of the RACVoDE; and
 - Participates in the conduct of SIR, PREW, and among others.
- k. Information, Communication, and Technology Management Service
- Assist the DRMB in developing a Management Information System for reporting and database of the program;
 - Provide inputs on the continuing review/enhancement of the RACVoDE; and

- Participates in the conduct of SIR, PREW, and among others.

I. Social Welfare Institutional and Development Bureau

- Assists the DRMB in conducting Learning Development Interventions;
- Provides input on the continuing review/enhancement of the RACVoDE; and
- Participates in the conduct of SIR, PREW, and among others.

2. **DSWD Field Offices**

- Spearhead in the field implementation, monitoring and evaluation of RACVoDE in its regional jurisdiction;
- Participate in the conduct of all Learning Development Interventions;
- Verify and validate RACVoDE priority beneficiaries in disaster affected areas;
- Undertake regional level partnerships with partner service providers thru a Memorandum of Agreement or Understanding (MOA/U) in their jurisdiction;
- Present the RACVoDE to Regional Disaster Risk Reduction and Management Council (RDRRMC);
- Sustain collaboration with all implementing stakeholders for resolution of new and recurring issues and concerns;
- Participate in all workshops, discussions and implementation reviews; and
- Prepare status/accomplishment reports on the implementation of the program for submission to the DRMB.

a. **DSWD FO IX**

- Spearheads the field implementation of RACVoDE in the Provinces of Basilan, Sulu, and Tawi-tawi in BARMM in collaboration with the Ministry of Social Service (MSS) in addition to its project management within its regional jurisdiction.

b. **DSWD FO XII**

- Spearheads the field implementation of RACVoDE in the Provinces of Lanao Del Sur and Maguindanao in BARMM in collaboration with the Ministry of Social Service (MSS) in addition to its project management within its regional jurisdiction.

c. **Ministry of Social Service – Bangsamoro Autonomous Region in Muslim Mindanao**



- Participates in all capacity building and orientation activities conducted by DSWD FOs on the RACVoDE implementation in BARMM;
- Supports DSWD FOs in all its advocacy activities to LGUs and BARMM Offices;
- Provides technical support to the LGUs in the submission of all documentary requirements for the approval of the RACVoDE implementation;
- Assists in the verification and validation of LGU-identified disaster affected families recommended for the RACVoDE;
- Provide inputs on the continuing review/enhancement of the RACVoDE; and
- Participates in the conduct of SIR, PREW, and among others

3. Local Government Units

- Endorse Non-NHTS Beneficiaries to the DSWD FO subject for validation;
- Conduct social preparation activities for the beneficiaries in coordination with the Field Offices; and
- Submit the required documentary requirements enumerated under XIII of this circular for the RACVoDE implementation.

4. Partner Service Providers

- Accommodate and provide services to beneficiaries under the parameters stipulated in the signed agreement with the Department;
- Ensure the security feature of the voucher to eliminate risk of fraud; and
- Participate in program reviews and evaluation and set periodic review of partnerships.

5. **Other Government Partners** such as the Department of Interior and Local Government, Office of Civil Defense, Philippine National Police, Armed Forces of the Philippines, Philippine Coast Guard, Bureau of Fire Protection, Philippine Statistics Authority, Department of Information and Communications Technology, and other relevant agencies and organizations which may provide security and mobility to beneficiaries, DSWD, and LGU personnel involved in the RACVoDE implementation which may be formalized through MOU/LOUs or a Resolution of the RDRRMC to support the implementation.

6. **United Nations (UN) Agencies and International Organization (IOs)** shall operate consistent with its Charter as a sovereign entity.

XV. FUND SOURCE

The rate of RACVoDE assistance may be adjusted in the course of time based on the prevailing market price in consideration to economic fundamentals such as inflation. The funds required to implement the RACVoDE may be sourced from the following:

1. Quick Response Fund (QRF) of the National Disaster Risk Reduction and Management Fund (NDRRMF) as part of the General Appropriations Act (GAA);
2. Disaster Fund (DF) as part of the GAA;
3. Supplemental Funds enacted by law intended for programs, projects, and activities for affected population of specific disasters;
4. Cash Donations with no limitations set for expenditures; and
5. Funds from United Nation (UN) agencies, International Organizations (IOs), and other donors and partners.

XVI. REPORTING, MONITORING AND EVALUATION:

The DSWD FO shall be the primary source of information on the progress of the RACVoDE implementation for submission to DRMB on a bi-monthly basis with the *prescribed form attached as Annex G*. The office of the Director (OD) of DRMB is directly responsible for the submission of semestral reports and documentation on the implementation of the program to the Secretary, DRMG, and NDRRMC. It shall likewise be responsible in the conduct of evaluation, research studies, and implementation review of RACVoDE to determine its efficiency and effectiveness in responding to the needs of disaster victims.

XVII. GRIEVANCE REDRESS MANAGEMENT:

Transparency and accountability in all stages of the implementation of the RACVoDE shall be observed. The existing e-Reklamo System, a web-based complaints management ticket system designed to manage grievances on the implementation of Disaster Risk eReduction and Management (DRRM) programs, projects and activities, shall be tapped for grievance and redress management.

Under the e-reklamo system, a complaint could be sent by accessing the following information and communication technology platforms:

1. ereklamo.dswd.gov.ph website wherein each complaint is assigned with a unique ticket number that can be used to track the progress and response online. A valid email address from the sender is required to use the system.
2. Short Messaging System (SMS) using the following syntax: Text

DSWD<space>ereklamo<space>"Name of
Complainant"<space>Location<space>Complaint Message" and send to
3456 (for all networks)
3. Email to ereklamo@dswd.gov.ph
4. Other workable strategies may be tapped in furthering the feedback mechanism and complaint resolutions such as:
 - a. Setting up of information or grievance/complaint desk at the DSWD CO and FO;
 - b. Use of the Social Media Platforms;
 - c. Use of existing grievance and redress management systems of other flagship programs and projects of the Department; and

- d. Consolidation of complaints directly forwarded to Provincial/City/Municipality Action Teams (P/C/MAT) and/or Social Welfare and Development Teams (SWADT) at the local level.

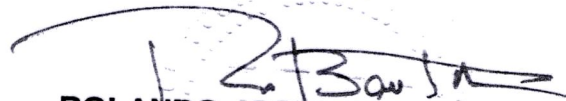
XVIII. REPEALING CLAUSE

All other issuances or parts thereof, which are inconsistent with this Memorandum Circular are hereby repealed, amended, and/or modified accordingly.

XIX. EFFECTIVITY CLAUSE

This Order shall take effect immediately and shall be reviewed and updated every two years as deemed necessary.

Issued in Quezon City, this 4th day of OCTOBER 2021.



ROLANDO JOSELITO D. BAUTISTA

Secretary

Department of Social Welfare and Development

Cert. True Copy:

05 OCT 2021

MYRNA H. REYES

OIC-Division Chief

Records and Archives Mgt. Division

VOCHER TEMPLATE



Partner's
Logo

Relief Aid thru Cash Voucher in Disasters and Emergencies (RACVoDE)

₱ 0000

NAME OF BENEFICIARY

Control Number: **0000**

Expiry Date: **00/00/0000**

Terms and conditions:

- This voucher is valid for a single transaction only.
- Strictly no extension of the expiry date from the date of issue.
- The Department retains the right to reject any voucher that has been tampered with or found in any way unacceptable.
- The Department is not responsible if a Voucher is lost, stolen, damaged, or destroyed and no replacement will be provided in these circumstances.
- Not applicable for online Purchase.

Bar
code

SIGNATORY 1
Designation

SIGNATORY 2
Designation

QR
code

DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT
 Disaster Response Management Group
 Disaster Response Management Bureau

CHECKLIST FOR ACTIVATION
Relief Aid thru Cash Vouchers on Disasters and Emergencies

Hereunder is the checklist or criteria for the activation of the RACVoDE. To be able to implement the program, all factors hereto stipulated must be present, existing, and operational.

Factors	Put a <input checked="" type="checkbox"/>		Remarks
	Yes	No	
Is the city/municipality affected by a disaster or emergency?			<i>Indicate the number of families affected (inside and outside Evacuation Center (EC) based on DROMIC/RDANA Report)</i>
Is there an existing partner service provider available in close proximity ¹ to the disaster affected city/municipality?			<i>Indicate if the location of the partner service provider is accessible. Indicate if there is a signed MOA with partner/s for this purpose.</i>
Are the services of the partner service provider/s currently available and operational?			<i>Indicate if the service provider was not affected by the disaster. If yes, indicate if the partner has immediately resumed operation and can deliver the services required under the MOA</i>
Total			<i>A total of three (3) <input checked="" type="checkbox"/> will trigger the activation of the RACVoDE.</i>

Assessed and recommended by:

Approved by:

NAME
 DRMD Chief

NAME
 Regional Director

¹ Proximity shall be based on the assessment of the Field office in consideration to the accessibility and reachability.

DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT
 Disaster Response Management Group
 Disaster Response Management Bureau

VULNERABILITY ASSESSMENT INDEX
Relief Aid thru Cash Vouchers on Disasters and Emergencies

Indicators	Put a <input checked="" type="checkbox"/>		Remarks
	Yes	No	
Primary (Yes – 2, No – 0)			
Is the family displaced as a result of the disaster?			
Is the family earning an average monthly income equal or below the regional poverty threshold?			
Does the family belong to an IP group?			
Does the family have more than five (5) family members?			
Is the family headed by an elderly or minor or female or solo parent or PWD?			
Has the family lost a family member as a result of the disaster?			
Does the family host or have under its care orphaned children relative/s as a result of the disaster?			
Does the family host or have under its care 60 years old and above elderly relative/s as a result of the disaster?			
Is the family's shelter partially or totally damaged as a result of the disaster?			
Has the family lost livelihood or source of income affected by the disaster?			
Sub-Total (20 Points)			
Secondary (Yes – 1, No – 0)			
Does the family have pregnant or lactating mother/s?			
Does the family have member/s under five (5) years old?			
Does the family have member/s aged 60 years old and above?			
Does the family have non-relative/s orphaned children under alternative parental care program?*			
Does the family have member/s with current chronic disease/illness?***			
Does the family have member/s with physical disability or illness or special needs or limiting conditions?			
Does the family have member/s with mental disability or illness or special needs or limiting conditions?			
Sub-Total (7 Points)			

Indicators	Put a <input checked="" type="checkbox"/>		Remarks
	Yes	No	
Total*** (27 Points)			

Notes:

**Full-time ancillary care of children outside their biological or adoptive parents or legal guardian.*

***Cardiovascular disease – hypertension and stroke, diabetes mellitus, cancers, and lung or chronic obstructive pulmonary diseases.*

****The higher the total score, the higher the family's vulnerability.*

Administering Staff

Name : _____
 Signature : _____
 Position : _____
 Agency/Organization : _____
 Date : _____

Confidentiality Clause

All information indicated herein shall be used for the implementation of Relief Aid thru Cash Vouchers on Disasters and Emergencies and for other Disaster Risk Reduction and Management Programs, Projects, and Activities in the best interest of the respondent. Any disclosure of information shall be guided under Republic Act No. 10173, The Data Privacy Act of 2012.

**TECHNICAL GUIDANCE FROM THE
GOVERNMENT PROCUREMENT AND POLICY BOARD**



Republic of the Philippines
GOVERNMENT PROCUREMENT POLICY BOARD
TECHNICAL SUPPORT OFFICE



23 October 2020

FELICISIMO C. BUDIONGAN
Undersecretary
Disaster Response Management Group
Batasan Road, Quezon City

Re: Request for Technical Guidance on the Proposed Relief Aid Thru cash Voucher in Disaster and Emergencies of the Department of Social Welfare and Development

Dear Undersecretary Budiongan:

This pertains to your letter¹ requesting technical guidance on the proposed Relief Aid thru Cash Voucher in Disaster and Emergencies (RACVoDE) of the Department of Social Welfare and Development (DSWD)

As represented, the Disaster Response Management Bureau is currently proposing RACVoDE as an additional modality in providing assistance to disaster-affected individuals, families, and households in consideration of the recommendations of the members of the House of Representatives on several Congressional hearings. The assistance to disaster-affected families shall be, in the form of vouchers with the power to purchase authorized items of expenditures to an existing partner of the DSWD.

At the outset, it bears emphasis that the assistance to your program beneficiaries in the form of cash voucher would fall under Section 4 5(a) of the 2016 revised Implementing Rules and Regulations (IRR) of Republic Act (RA) No. 9184, which provides that direct financial or material assistance given to beneficiaries in accordance with the existing laws, rules and regulations, and subject to the guidelines of the concerned agency is not considered procurement activity. To better understand what constitutes direct financial or material assistance, the Government Procurement Policy Board issued Circular No. 01-2017,² which defines the foregoing in this wise:

"Financial assistance" refers to actual cash or check, while **"material assistance"** refers to substitutes to cash or check in the form of coupon, stub, guaranty letter, promissory note, or voucher that has monetary value, given directly to individual recipients or beneficiaries to address their immediate medical, funeral, transportation and other allied needs and concerns.³ [Emphasis supplied]

XXX

The term "direct financial and material assistance" cover medical, burial, transportation, and other allied assistance given by agencies actually mandated by existing laws, rules, and regulations to provide such assistance, e.g., Department of Social Welfare and Development (DSWD), Department of Health, and the Philippine Charity Sweepstakes Office (PCSO), directly to individuals in emergency situations, under distress or are in need of

¹ Dated 7 August 2020

² Dated 9 February 2017

³ Section 3.1 of GPPB Circular No. 01-2017 dated 9 February 2017

supplemental financial support due to health or medical conditions, sickness or disease; funeral and burial concerns, which also includes the most direct and economical transportation expense to or from the place of residence or specific destination."

As can be gleaned above, material assistance refers to substitutes for cash such as vouchers, stubs, coupons, and the like. Hence, the direct grant of relief aid thru cash vouchers to your program beneficiaries, if compliant with the above definition of financial and material assistance, is not a procurement activity pursuant to Section 4.5(a) of the 2016 revised IRR of RA No. 9184 and thus, would not be subject to the provisions of RA No. 9184 and its 2016 revised IRR but to existing laws, rules, and regulation on the subject matter, and the guidelines of the concerned agency.

This notwithstanding, we understand that the DSWD requests for our technical inputs and guidance in institutionalizing this additional modality of intervention during response, recovery, and rehabilitation during disasters and emergencies. Hence, we would like to respectfully request for an online meeting with representative/s from your good Office to further address any clarifications, questions, and issues that you might have regarding the above-stated matters.

We look forward to hearing from you. Should you have any concerns, your Office may coordinate with **Atty. Vicente E. Baltazar, Jr.** from our Legal and Research Division, through electronic mail with address legal@gpppb.gov.ph.

Thank you. Stay well and keep safe.

Sincerely yours,



Date:
2020.10.23
08:10:36 +08'00'

MELISSA A. SANTIAGO-YAN
Deputy Executive Director IV

0010

cc. Assistant Secretary Rodolfo M. Encabo
Disaster Response Management Group
Department of Social Welfare and Development

Secretary Wendel E. Avisado
Department of Budget and Management
Chairman, Government Procurement Policy Board

Assistant Secretary Kim Robert De Leon
Functional Group Head of the Organization and Systems
Improvement Group and Concurrent Chief of Staff

DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT
 Disaster Response Management Group
 Disaster Response Management Bureau

CRITERIA FOR THE IDENTIFICATION OF PARTNER SERVICE PROVIDER
Relief Aid thru Cash Vouchers on Disasters and Emergencies

Hereunder are the criteria for identification of partner service provider for the RACVoDE.

ASPECT	Put a <input checked="" type="checkbox"/>		Remarks
	Yes	No	
Is the business company willing to enter into partnership with the DSWD for the implementation of the RACVoDE?			<i>To ensure that the company expresses willingness to engage in the program implementation</i>
Are the document of the company complete and updated to legally operate per set guidelines by the DTI/SEC, Business Permit and Licensing Office, or BIR?			<i>Copies of which shall be attached to the MOA to serve as proof</i>
Can the company provide the services identified under the guidelines and be able to adhere to the agreements which will be forged under the MOA?			<i>This will ensure adherence to terms stipulated under the MOA</i>
Can the business company cater at least 500 individuals ² (families) per day without any service interruption at any given time, particularly during disasters?			<i>This will ensure uninterrupted service delivery following the trigger to implement the program immediately after the disaster.</i>
Is the company willing to prioritize the implementation of partnership during disaster response?			<i>This will set the commitment of the partner that upon the resumption of operations following a disaster, RACVoDE beneficiaries will be prioritized.</i>
Total			<i>A total of five (5) <input checked="" type="checkbox"/> will allow the engagement of partners for the RACVoDE.</i>

² The minimum number of clients served was set to 500 in order to accommodate and engage local service providers in the Field Office.

MASTERLIST OF BENEFICIARIES
Relief Aid thru Cash Vouchers in Disaster and Emergencies

Province : _____
 Type of Disaster : _____
 Date of Occurrence : _____

This is to certify that the following beneficiaries from the Local Government Unit of _____ is entitled to receive cash vouchers from the Department of Social Welfare and Development as support and assistance in line with the devastation brought by (Name or Nature of Disaster or Calamity):

No.	Name	Age	Sex	4Ps Beneficiary Put a <input type="checkbox"/>		No. of Family Members	Barangay Address
				Yes	No		
1							
2							
3							
4							
5							

Prepared and recommended by:

Concurred and approved by:

NAME
 LSWDO Head

NAME
 Local Chief Executive



DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT

Field Office _____

PHYSICAL AND FINANCIAL TARGETS AND ACCOMPLISHMENTS

Relief Aid thru Cash Vouchers in Disaster and Emergencies

as of _____

Province : _____
 Type of Disaster : _____
 Date of Occurrence : _____

Project Areas		No. of Affected		Response						Recovery and Rehabilitation				Total		
				Target		Accomplishment				Target		Accomplishment		No. of Beneficiaries	Cost	
Province	City/ Municipality	Families	Persons	No.	Cost	Physical		Financial		No.	Cost	Physical				Financial
						No.	%	Cost	%			No.	%	Cost	%	

Prepared by:

Approved by:

NAME
DRMD Chief

NAME
Regional Director