



REPUBLIC OF THE PHILIPPINES

NATIONAL ECONOMIC AND
DEVELOPMENT AUTHORITY

DISASTER REHABILITATION AND RECOVERY PLANNING GUIDE

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ACRONYMS & ABBREVIATIONS

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ADB	Asian Development Bank
ARMM	Autonomous Region in Muslim Mindanao
ASEAN	Association of Southeast Asian Nations
BAP	Boracay Action Plan
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
BDRRMC	Barangay Disaster Risk Reduction and Management Council
BOT	Build-Operate-and-Transfer
BFAR	Bureau of Fisheries and Aquatic Resources
C/MDRRMC	City/Municipal Disaster Risk Reduction and Management Council
CHED	Commission on Higher Education
COA	Commission on Audit
CSCAND	Collective Strengthening on Community Awareness on Natural Disasters
CSO	Civil society organization
DA	Department of Agriculture
DAR	Department of Agrarian Reform
DBM	Department of Budget and Management
DBP	Development Bank of the Philippines
DENR	Department of Environment and Natural Resources
DepEd	Department of Education
DFA	Department of Foreign Affairs
DICT	Department of Information and Communications Technology
DILG	Department of the Interior and Local Government
DND	Department of National Defense
DOE	Department of Energy
DOF	Department of Finance
DOH	Department of Health
DOJ	Department of Justice
DOLE	Department of Labor and Employment
DOST	Department of Science and Technology
DOT	Department of Tourism
DOTr	Department of Transportation
DPWH	Department of Public Works and Highways
DRRM	Disaster Risk Reduction and Management

DRRMC	Disaster Risk Reduction and Management Council
DROM	Disaster Response Operational Modality
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
ERAT	(ASEAN) Emergency Response and Assessment Team
GAA	General Appropriations Act
GFI	Government financial institution
GOCC	Government-owned and controlled corporation
GPPB	Government Procurement Policy Board
GSIS	Government Service Insurance System
HLURB	Housing and Land Use Regulatory Board
HUDCC	Housing and Urban Development Coordinating Council
ICC	Investment Coordination Committee
INAC	Initial Needs Assessment Checklist
IP	Indigenous peoples
IRR	Implementing Rules and Regulations
LBP	Landbank of the Philippines
LDRRMC	Local Disaster Risk Reduction and Management Council
LDRRMF	Local Disaster Risk Reduction and Management Fund
LDRRMO	Local Disaster Risk Reduction and Management Office
LGU	Local government unit
LGU P4	Public-Private Partnerships for the People Initiative for Local Governments
LWUA	Local Water Utilities Administration
MDF	Municipal Development Fund
MDTF	Multi-donor trust fund
MGB	Mines and Geosciences Bureau
MSME	Micro, small, and medium enterprises
NAMRIA	National Mapping and Resource Information Authority
NAPC	National Anti-Poverty Commission
NCDDP	National Community-Driven Development Program
NCIP	National Commission on Indigenous Peoples
NCMF	National Commission on Muslim Filipinos
NCR	National Capital Region
NDRRMC	National Disaster Risk Reduction and Management Council
NDRRMF	National Disaster Risk Reduction and Management Fund
NEA	National Electrification Administration
NEDA	National Economic and Development Authority
NFA	National Food Authority

NGA	National government agency
NHA	National Housing Authority
NIA	National Irrigation Administration
NYC	National Youth Commission
 OCD	Office of Civil Defense
OCS	Office of the Cabinet Secretary
ODA	Official development assistance
OES	Office of the Executive Secretary
OPAPP	Office of the Presidential Adviser on the Peace Process
PAGASA	Philippine Atmospheric, Geophysical and Astronomical Services Administration
PCA	Philippine Coconut Authority
PCIC	Philippine Crop Insurance Corporation
PCOO	Presidential Communications Operations Office
PCW	Philippine Commission on Women
PDNA	Post-Disaster Needs Assessment
PDP	Philippine Development Plan
PDRRMC	Provincial Disaster Risk Reduction and Management Council
PHIVOLCS	Philippine Institute of Volcanology and Seismology
PMS	Presidential Management Staff
PMU	Project monitoring unit
PPA	Programs, projects, and activities
PPP	Public-Private Partnership
PSA	Philippine Statistics Authority
PWD	Person with disability
QRF	Quick Response Fund
RaDE	Rapid Post-Disaster Damage and Loss Estimation
RAY	Reconstruction Assistance on Yolanda
RDANA	Rapid Damage Assessment and Needs Analysis
RDRRMC	Regional Disaster Risk Reduction and Management Council
TESDA	Technical Education and Skills Development Authority
TMG	Technical management group
SB Corp	Small Business Corporation
SDG	Sustainable Development Goal
SHFC	Social Housing Finance Corporation
SHPBNA	Social Healing and Peacebuilding Needs Assessment
SUCs	State Universities and Colleges
UN	United Nations

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FOREWORD

Natural and human-made disasters can derail development gains when disaster risks are inadequately managed. Given our country's high vulnerability to various kinds of hazards, the government must ensure that building resilience from disasters and climate change is at the core of its strategies to achieve development goals that goes beyond measures to address economic and social risks. The Philippine Development Plan 2017-2022 has laid down policies and strategies on disaster mitigation and disaster preparedness – giving emphasis on reducing vulnerabilities of individuals and building safe and secure communities. These are an integral part in reaching the Filipino people's long-term vision and collective aspirations or *Ambisyon Natin 2040*.

As the Vice Chairperson of the National Disaster Risk Reduction and Management Council (NDRRMC) for Rehabilitation and Recovery, the Secretary leads the National Economic and Development Authority (NEDA) team in the formulation of post-disaster rehabilitation and recovery programs at the national and regional levels, and saw the need for a systematic approach to such formulation. Thus, the NEDA-Regional Development Group developed this Rehabilitation and Recovery Planning Guide to provide national agencies and local government units a comprehensive guide in planning and expediting processes for post-disaster rehabilitation and recovery. The wide adoption and institutionalization of this Guide as a policy is embodied in the NDRRMC Resolution No. 1, dated 20 March 2019.

This Guide took stock of the country's experiences on post-disaster rehabilitation and recovery planning. The framework and recommended mechanisms outlined in the document were informed by lessons learned from Typhoon Yolanda (Haiyan) and other disasters that affected the country in 2017 and 2018, such as the Marawi siege and the Boracay Island degradation.

In the formulation of this Guide, NEDA followed a consultative approach to ensure consensus building. A series of technical discussions were conducted with members of the NDRRMC, selected Regional Disaster Risk Reduction and Management Councils, development partners, and civil society organizations. These consultations generated valuable inputs from practitioners and stakeholders that contributed to shaping the Guide and further refining it to its final form. As such, this document is an output of a comprehensive and multisector collaboration to move our rehabilitation and recovery efforts to the next level—with a higher consciousness of resilience.

Building resilience to disasters – especially of the poor and vulnerable Filipino households and communities – is essential in our pursuit of *Ambisyon Natin 2040* or a life that is *matatag, maginhawa, at panatag* (strongly-rooted, comfortable, and secure). To the Filipino people, thank you for inspiring us to do our work better. We dedicate and offer this Guide to you.



ERNESTO M. PERNIA
Secretary of Socioeconomic Planning

INTRODUCTION

BACKGROUND

Disaster rehabilitation and recovery is one of the four thematic areas of the disaster risk reduction and management (DRRM) system. It entails the restoration, reconstruction, and implementation of development measures that will enable affected localities and communities to return to normalcy and build resiliency from the impact of future disasters.

The National Economic and Development Authority (NEDA) is the government's socioeconomic development planning and policy coordinating body. It is a member of the National Disaster Risk Reduction and Management Council (NDRRMC) and the Regional Disaster Risk Reduction and Management Councils (RDRRMCs), as provided for in Republic Act (RA) 10121, or the Philippine Disaster Risk Reduction and Management Act of 2010. Under this law, NEDA is the designated Vice Chair for Disaster Rehabilitation and Recovery of the National and Regional DRRM councils (except in the Bangsamoro Autonomous Region in Muslim Mindanao [BARMM]¹ and the National Capital Region [NCR] where there are no NEDA regional offices). NEDA developed this Rehabilitation and Recovery Planning Guide to provide guidance in the crafting of government pre- and post-disaster recovery procedures at the national and local levels. It is for this reason that NEDA initiated the formulation of this Rehabilitation and Recovery Planning Guide which benefited from inputs from the World Bank.

Recovery decision-makers, planners, and implementers face an immense task in assessing, strategizing, and delivering services to affected communities. Resources have to be prepared so they can be effectively tapped when the need arises. Hence, pre-disaster recovery planning should be conducted by national, regional, and local disaster risk reduction and management councils (DRRMCs). At the minimum, pre-disaster recovery activities should include the preparation of science-based scenarios, risk assessments, baseline information, recovery strategies, and sources of financing recovery. Capacity-building for local recovery leadership, project management for long-term recovery, and policy formulation may also be done. By preparing more efficiently for possible rehabilitation and recovery needs, post-disaster recovery planning will only need to be re-adjusted according to the Post-Disaster Needs Assessment (PDNA). Such adjustments may include scaling up social services, activating planned strategies for livelihood and infrastructure, setting up institutional arrangements and financing of activities, and integrating sustainability in the recovery process and the community's vision for development.

The framework and recommended mechanisms outlined in this guidebook were informed by lessons learned from previous disasters, particularly Typhoon Yolanda (internationally known as Haiyan).

¹ RA 11054 or the Organic Law for the Bangsamoro Autonomous Region in Muslim Mindanao created the BARMM, replacing what was formerly known as the Autonomous Region in Muslim Mindanao.

USES OF THE GUIDE

The Disaster Rehabilitation and Recovery Planning Guide provides an overall framework and planning reference for the national, regional, and local levels to simplify postdisaster rehabilitation planning. It proposes a more general rather than specific approach to recovery planning so that it can be applied to any type of disaster and adapted to disasters of varying magnitudes.

Specifically, the guide:

- serves as the primary reference for national, regional, and local DRRMCs in preparing post-disaster rehabilitation and recovery plans and programs;
- suggests baseline data requirements for use in rehabilitation and recovery planning by national government Agencies (NGAs) and local government units (LGUs);
- aids in expediting the rehabilitation process as it outlines procedures for the coordination of rehabilitation and recovery efforts of national, regional, and local DRRMCs, including their roles, responsibilities, and institutional structures;
- serves as a reference for the preparation and conduct of training programs on rehabilitation and recovery planning, as well as the conduct of orientation programs for DRRM awareness; and
- aids the government in defining appropriate programs, projects and activities for the rehabilitation and recovery process.

GUIDE CONTENT

The guide is divided into five parts:

Part 1. Disaster Rehabilitation and Recovery Framework

Part 2. Rehabilitation Planning Process and Plan Structure

Part 3. Institutional Arrangements

Part 4. Implementation Mechanisms

Part 5. Monitoring and Evaluation

PART 1

DISASTER REHABILITATION AND RECOVERY FRAMEWORK



POLICY FRAMEWORK FOR DISASTER REHABILITATION AND RECOVERY

Disaster risk reduction is an integral part of development. The importance of a risk-informed and risk-resilient environment is recognized by three (3) global policy frameworks and international agreements: (a) the Sendai Framework for Disaster Risk Reduction 2015-2030; (b) the United Nations (UN) Agenda 2030 for Sustainable Development Goals; and (c) the Paris Agreement within the UN Framework Convention on Climate Change. At the regional level, the Association of Southeast Asian Nations (ASEAN) community has ratified the agreement on disaster management and emergency response in support of the global policy frameworks.

As signatory or party to these global policy frameworks and agreements, the Philippines is committed to minimizing the loss of life and resources due to disasters. It passed the Philippine Disaster Risk Reduction and Management Act of 2010 (RA 10121) and prepared the National Disaster Risk Reduction and Management (NDRRM) Framework and Plan as among the concrete steps towards safe, adaptive, and disaster-resilient Filipino communities.

The Philippine disaster rehabilitation and recovery framework also builds on these global policy frameworks and integrates key principles that will promote resilience and risk reduction in post-disaster rehabilitation and recovery. The framework is also anchored on the country's national development goals to ensure a holistic and coherent approach to rehabilitation and recovery efforts.

A. GLOBAL POLICY FRAMEWORKS

The Sendai Framework for Disaster Risk Reduction 2015-2030

This was adopted by UN member states, including the Philippines, in March 2015. The Sendai Framework aims to achieve the following outcome over the next 15 years:

“The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.”

Specific targets for rehabilitation and recovery were included in the Framework's Priority Area 4: Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation, and reconstruction. Some of the strategies included in this priority area of action are to:

- Adopt public policies and actions that support the role of public service workers to establish or strengthen coordination, funding mechanisms and procedures for relief assistance, and plan and prepare for post-disaster recovery and reconstruction;

- Ensure the continuity of operations and planning, including social and economic recovery, and the provision of basic services in the post-disaster phase;
- Promote cooperation among diverse institutions, multiple authorities, and related stakeholders at all levels, including affected communities and businesses, in view of the complex and costly nature of post-disaster reconstruction, under the coordination of national authorities;
- Promote the incorporation of disaster risk management into post-disaster recovery and rehabilitation processes by establishing a clear link between relief, rehabilitation, and development (for example, highlighting that there are opportunities during the recovery phase to develop capacities that reduce disaster risk in the short, medium, and long term, including development of land-use planning, improvement of structural standards and the sharing of expertise and knowledge, and integration of post-disaster reconstruction into the economic and social sustainable development of affected areas);
- Develop guidance for disaster reconstruction preparedness by learning from the recovery and reconstruction programs over the decade since the adoption of the Hyogo Framework for Action, and exchanging experiences, knowledge, and lessons learned; and
- Review and strengthen national laws and procedures on international cooperation, based on the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance.

The UN 2030 Agenda for Sustainable Development

The Sendai Framework complements the Sustainable Development Goals (SDGs) outlined in the 2030 Agenda for Sustainable Development. The SDGs embody a universal call to action to end poverty, protect the planet, and ensure that all people enjoy peace and prosperity. The 2030 Agenda contains 17 interconnected goals covering areas initially included among the Millennium Development Goals – such as the fight against poverty and hunger – and also includes new areas such as climate change, economic inequality, innovation, sustainable consumption, and peace and justice, among other priorities.

As such, disaster risk reduction is at the forefront of the SDGs. DRRM is incorporated into ten (10) out of 17 SDGs, which firmly establishes it as a core development strategy in achieving sustainable development.

The Paris Agreement within the UN Framework Convention on Climate Change

To address climate change, countries adopted the Paris Agreement at the 21st session of the Conference of Parties to the UN Framework Convention on Climate Change on December 12, 2015 in Paris, France. The agreement was to limit global temperature rise to below 2°C and to strive for 1.5°C. The Paris Agreement represents an important step in international efforts to combat climate change and significantly reduce the risks and impacts of climate change, including extreme weather events and slow onset events.

ASEAN Agreement on Disaster Management and Emergency Response

The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) was ratified by all ten (10) ASEAN member states and entered into force on December 24, 2009. The AADMER fortifies the region's policy backbone on disaster management by giving priority to disaster risk reduction, thus enabling a more proactive regional framework for cooperation, coordination, technical assistance, and resource mobilization in all aspects of disaster management. Article 17 of AADMER specifically mandates member states to jointly or individually develop strategies and implement programs for rehabilitation and promote bilateral, regional, and international cooperation for rehabilitation in the aftermath of a disaster. The key areas to move the implementation of AADMER forward are articulated in the ASEAN Vision 2025 on Disaster Management, which charts the strategic direction for achieving a people-centered, people-oriented, financially sustainable, and networked disaster management approach by 2025.

B. PHILIPPINE DISASTER RISK REDUCTION AND MANAGEMENT ACT OF 2010

The Philippine DRRM Act of 2010 provides the basic policies and coordination mechanism for DRRM through the Disaster Risk Reduction and Management Councils (DRRMC) at the national, regional, and local levels. Section 15 of the law specifically indicates the criteria for identifying the lead DRRMC in “preparing for, responding, to and recovering from the effects of any disaster.”

The National DRRMC is designated with policymaking, coordination, integration, supervision, and monitoring and evaluation functions. It is headed by the Secretary of the Department of National Defense (DND) as Chairperson, with the Secretary of the Department of the Interior and Local Government (DILG) as Vice-Chairperson for Disaster Preparedness, the Secretary of the Department of Social Welfare and Development (DSWD) as Vice-Chairperson for Disaster Response, the Secretary of the Department of Science and Technology (DOST) as Vice-Chairperson for Disaster Prevention and Mitigation, and the Secretary of the National Economic and Development Authority (NEDA) as the Vice-Chairperson for Disaster Rehabilitation and Recovery.

C. NDRRM FRAMEWORK

The NDRRM Framework provides a comprehensive, all-hazards, multi-sectoral, inter-agency, and community-based approach to DRRM, and serves as the primary guide to the DRRM efforts of the country. It is a shift towards a proactive and preventive approach to DRRM with the goal of increasing people's resilience and decreasing vulnerability. The framework lays down the broad DRRM goal of building safe, adaptive, and disaster-resilient Filipino communities working towards sustainable development, as well as specific goals in the four (4) thematic areas that comprise DRRM. For the thematic area on disaster rehabilitation and recovery, the main goals are to restore and improve facilities, livelihood, living conditions, and organizational capacities of affected communities, and reduce disaster risk in accordance with the “Build Back Better” principle.

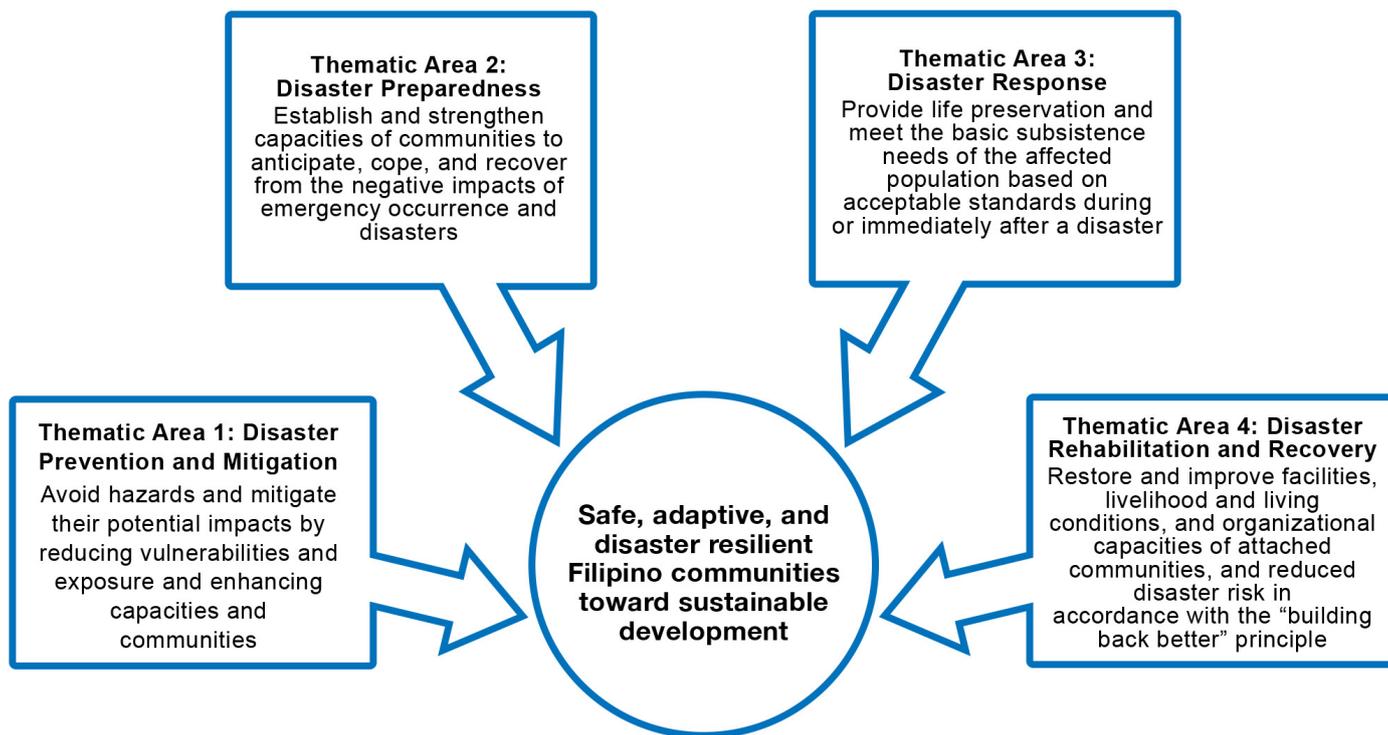


Figure 1. NDRRM Plan 2011-2028 Overall DRRM Framework

D. NDRMM PLAN 2011-2028

The NDRRM Plan 2011-2028 sets the expected outcomes, outputs, key activities, indicators, lead agencies, implementing partners, and timelines under each of the four mutually reinforcing thematic areas of (a) disaster prevention and mitigation, (b) disaster preparedness, (c) disaster response, and (d) disaster rehabilitation and recovery.

Details on the objectives, outcomes, and outputs of the disaster rehabilitation and recovery thematic area are summarized in Figure 2.

E. PHILIPPINE DEVELOPMENT PLAN (PDP)

The PDP is the overall socioeconomic development roadmap for the country over the medium-term. It provides the strategic interventions, implementing policies, and priority programs for achieving national development. The PDP integrates DRR into all its sectors, hence rehabilitation and recovery outcomes should likewise be aligned with PDP objectives to prevent disasters from derailing the country’s sustainable development.

A more detailed description of the PDP 2017-2022 and how DRR is mainstreamed in the plan is discussed in Box 1.

NATIONAL DISASTER RISK REDUCTION AND MANAGEMENT PLAN 2011-2028
THEMATIC AREA 4: Disaster Rehabilitation and Recovery

GOAL: Restore and improve facilities, livelihood and living conditions, and organizational capacities of affected communities, and reduce disaster risks in accordance with the “Build Back Better” principle

OBJECTIVES:

1. To restore people’s means of livelihood and continuity of economic activities and business
2. To restore shelter and other buildings/installation
3. To reconstruct infrastructure and other public utilities
4. To assist in the physical and psychological rehabilitation of persons who suffered from the effects of disaster

OVERALL RESPONSIBLE AGENCY: National Economic and Development Authority (NEDA)

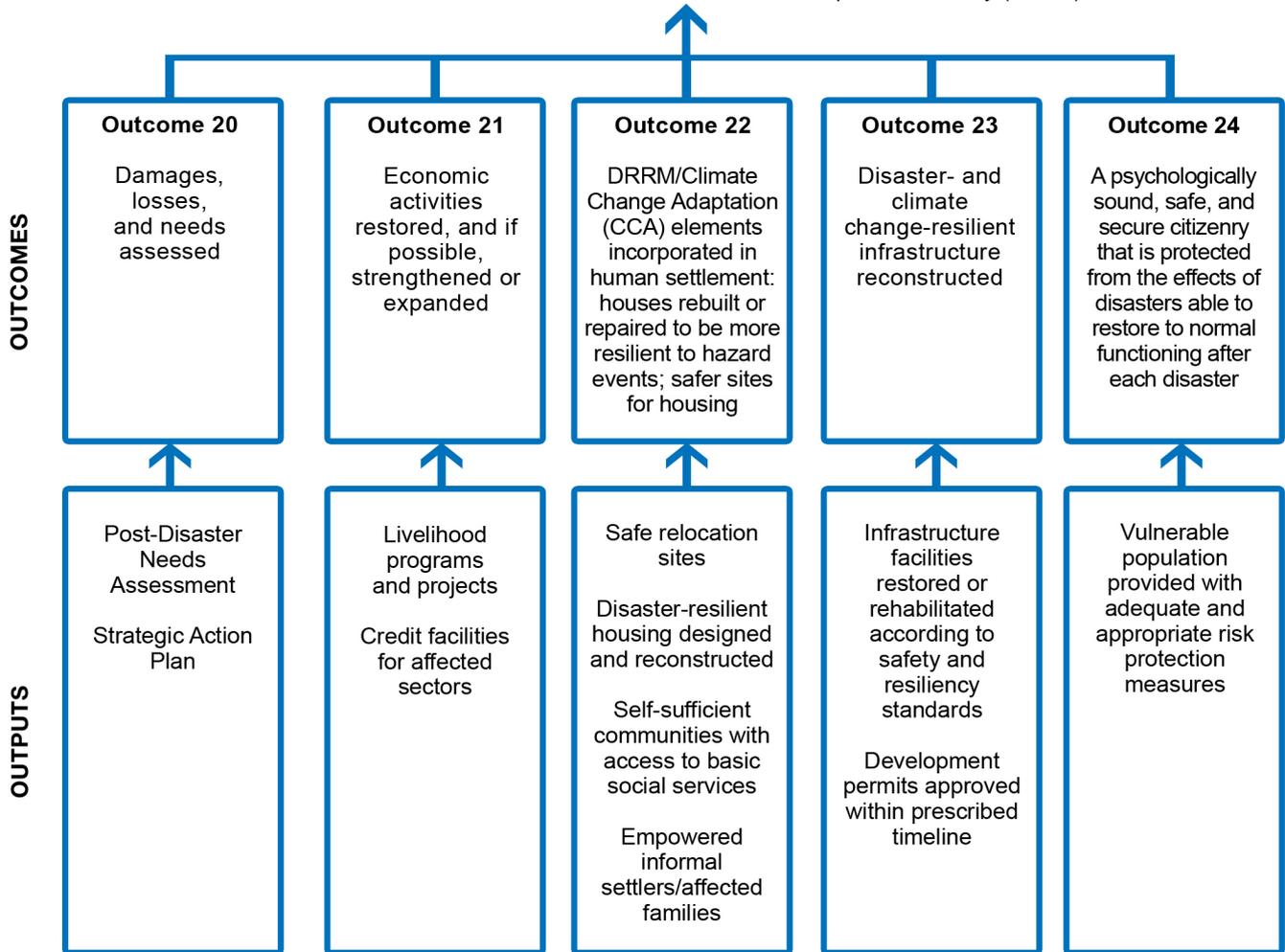


Figure 2. Overall DRRM Vision for Disaster Rehabilitation and Recovery

Box 1. Philippine Development Plan (PDP) 2017-2022

The PDP 2017-2022 is anchored on the 0-10 point Socioeconomic Agenda and the first of four (4) medium-term plans geared towards AmBisyon Natin 2040, which represents the Filipino people's collective aspiration of a *matatag, maginhawa, at panatag na buhay para sa lahat* (strongly-rooted, comfortable, and secure life for all).

The PDP 2017-2022 also takes into consideration the country's international commitments, which include the realization of the Sustainable Development Goals, the Sendai Framework for DRR, and the Paris Agreement on Climate Change. It aims to lay a stronger foundation for more inclusive growth, a high-trust and resilient society, and a globally competitive "knowledge" economy.

The strategies to achieve the goals outlined in the PDP 2017-2022 are grouped under the three (3) main pillars of *Malasakit* (Enhancing the Social Fabric), *Pagbabago* (Reducing Inequality), and *Patuloy na Pag-unlad* (Increasing Growth Potential).

Specifically, the *Pagbabago* pillar seeks to reduce the vulnerabilities of the Filipino people. Policies and programs have been put in place to ensure that their social, cultural, and economic rights are protected and that they are eventually empowered to participate in the development of the country. The PDP 2017-2022 prioritizes programs to help ensure the well-being of individuals and families against economic risks, and both natural and human-induced hazards.

It also highlights the need to build more disaster-resilient communities. The housing program for 2017-2022 is in line with the new urban agenda of developing integrated neighborhoods and sustainable communities. Innovative solutions to housing construction are encouraged and alternative modes of financing are being developed to improve the access of families to decent housing. Community relations will be strengthened and community organizations will be empowered to engage with government in ensuring the safety, security, and development of their communities.

POST-DISASTER REHABILITATION AND RECOVERY FRAMEWORK

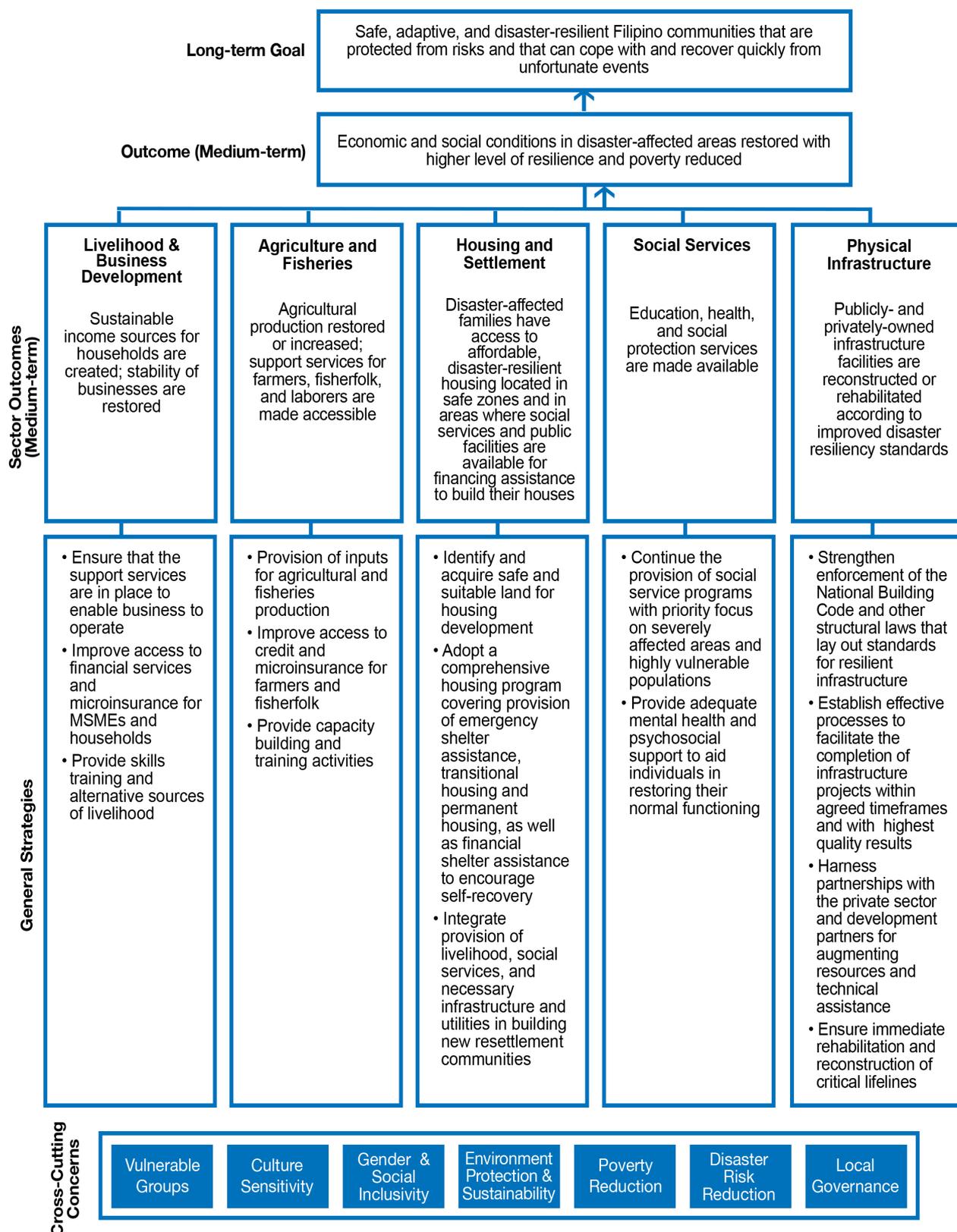


Figure 3. General Framework for Post-Disaster Rehabilitation and Recovery

The General Framework for Post-Disaster Rehabilitation and Recovery seeks to align sectoral or thematic outcomes with medium-term outcomes for DRRM and the country's long-term goal of having safe, adaptive, and disaster-resilient Filipino communities.

It also provides the basis for designing the monitoring framework for the rehabilitation and recovery program, particularly on how program and project outputs contribute towards the attainment of the goal of building back better and fully restoring economic and social conditions in disaster-affected areas.

Long-term goal

Consistent with the NDRRM Framework, the long-term goal for disaster rehabilitation and recovery is to have safe, adaptive, and disaster-resilient Filipino communities that are protected from risks and can cope with and recover quickly from disasters. This goal incorporates the principle of “Build Back Better,” where post-disaster reconstruction entails not only restoration to pre-disaster conditions, but also the incorporation of a higher level of resiliency standards, as well as climate change and mitigation measures in all post-disaster rehabilitation and recovery interventions.

Outcomes

Outcomes are the desired results from the implementation of a rehabilitation and recovery program. These should be guided by the relevant policies and strategies under the PDP.

Overall Outcome: Economic and social conditions in disaster-affected areas restored with higher levels of resilience and reduced poverty

Sector Outcomes:

- Livelihood and Business Development – sustainable income sources for households are created; stability of businesses restored
- Agriculture and Fisheries – agricultural production restored or increased; support services for farmers, fisherfolk, and farm laborers are made accessible
- Housing and Settlement – families have access to affordable, disaster-resilient housing that are located in safe zones and in areas where social services and public facilities are available; alternatively, families have accessible financing assistance to build their houses
- Social Services – education, health, and social protection services are made accessible or upgraded
- Physical Infrastructure – public and privately-owned infrastructure facilities are reconstructed or rehabilitated according to improved disaster resiliency standards

General strategies

The general strategies indicate the overall approaches to achieve expected outcomes. From these, specific strategies will be crafted for the areas and sectors affected by the disaster.

Cross-cutting issues and concerns

Several cross-cutting concerns can be considered in the framework to ensure inclusive and coherent strategies that address specific sectoral concerns.

Support and protection for vulnerable groups and individuals. Recovery from disaster is especially challenging for vulnerable groups, which include: displaced families; orphaned, unaccompanied, and separated children and youth; senior citizens; persons with disability (PWDs); and single parent households. Aside from addressing the specific needs of children, pregnant women, elderly people, and malnourished people, rehabilitation and recovery programs should address the concerns of the vulnerable population in an integrated manner by providing special attention to improving quality infrastructure and promoting inclusion and participation in community-based programs. Recovery and livelihood support are also necessary for the restoration of income- and food-generating activities, particularly for farmers, fisherfolk, farm laborers, and small entrepreneurs.

Other key interventions include the prioritization of target beneficiaries based on pre-disaster vulnerabilities, capacity to recover, family support and access to services, as well as the provision of safety nets, insurance, and other risk transfer mechanisms.

Cultural sensitivity. Community values, beliefs, traditions, and cultural sites should be protected, respected, and valued during rehabilitation and recovery efforts. A culturally sensitive plan should also take into account the special needs of the indigenous peoples (IPs) in terms of rehabilitating and restoring their assets.

Gender and social inclusivity. Men and women differ in the way they experience, respond to, and recover from disasters. The planning process for disaster rehabilitation and recovery should take into consideration gender equality and social inclusivity to ensure that interventions are inclusive, sustainable, and strategically targeted. This means recognizing the differing needs, vulnerabilities, capacities, roles, and responsibilities of men and women and the concept of intersectionality,¹ which affects gender equality and development. Taking account of gender concerns is a strategy for reducing the vulnerability of women, to allow them to benefit equally from development. Programs and projects in relation to health, education, infrastructure reconstruction, livelihood and employment, housing, and water and sanitation, among others, should be guided by a balanced understanding of gender-differentiated needs and the contribution of men and women rather than focusing solely on their vulnerabilities. Gender-sensitive indicators should also be integrated into the rehabilitation and recovery monitoring framework to determine if gender-specific needs are addressed by identified interventions. The Harmonized Gender and Development Guidelines (NEDA-PCW-ODA-GAD) can be used to ensure gender responsiveness in project conception, implementation, and monitoring.

¹ Intersectionality refers to “interconnected nature of social categorization... regarded as creating overlapping systems of discrimination or disadvantage” due to age, class, disability, ethnicity, health status, migrant status, religion, sexual orientation, gender identity, residence or domicile (rural vs. urban), and other social identities (*Oxford English Dictionary Online*).

Environmental protection and sustainability. The impacts on the environment of proposed programs and projects should be assessed. These include potential damage to the natural environment (e.g., forests, watersheds, mangroves, wetlands), habitats (e.g., coral reefs, fish sanctuaries, seagrass beds), and coastal areas. Similarly, polluting effects such as water contamination should also be avoided.

Poverty reduction. Poor communities are often victims of disasters. The post-disaster recovery and rehabilitation program offers an opportunity to address underdevelopment in such areas, through the implementation of a concerted, coordinated, and well-implemented set of poverty reduction interventions. As in past disasters, there is an outpouring of assistance from various partners to affected communities. Such resources should be used to help raise incomes in a more sustainable manner.

Disaster risk reduction. Reducing future disaster risks in disaster-affected areas can be achieved through the implementation of an integrated approach to DRRM and climate change adaptation. Structural or environmental measures such as shoreline protection, levees, and restoration of mangrove forests will address hazard risks. Improved spatial planning, land use zoning, and property acquisition can also reduce exposure to these risks. Vulnerability can be managed through a broad range of measures, including improved community preparedness, hazard warning systems, geo-hazard mapping, and emergency response procedures. Building the DRMM capacities of stakeholders at the national, regional, local, and community level will facilitate faster and more efficient rehabilitation and recovery after a disaster.

Local governance. Rehabilitation and recovery interventions are most effective when implemented with the appropriate approach and when the right beneficiaries are targeted. Needed institutions, policies, and mechanisms should be put in place to ensure sustainability of interventions along with strengthening the DRRM capacities of LGUs and communities. Community members and other stakeholders should also have inclusive and meaningful participation in planning, monitoring, and implementation activities.

ADOPTION OF THE FRAMEWORK IN THE REHABILITATION AND RECOVERY PROGRAM

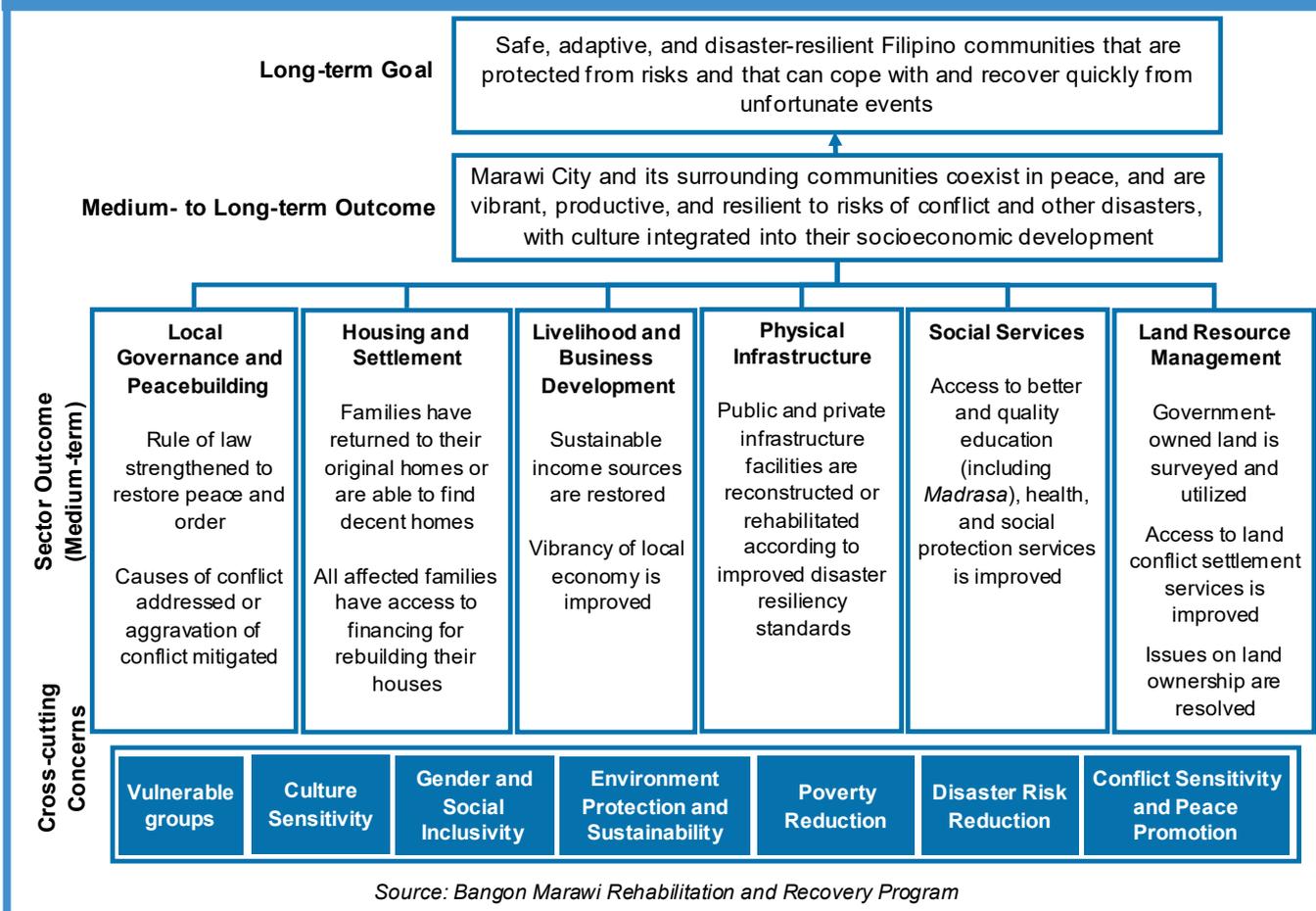
While the General Framework for Post-Disaster Rehabilitation and Recovery is prescribed, the actual framework for rehabilitation and recovery planning for each disaster should be tailored to the areas and sectors affected, and the disaster context. Thus, the overall outcome, sectoral outcomes, and cross-cutting concerns may vary for each rehabilitation and recovery program.

For instance, if the disaster is due to armed conflict, the achievement of sustained peace should be a core sector outcome, aside from the basic necessities like housing, livelihood, infrastructure, and social services. The Office of the Presidential Adviser on the Peace Process (OPAPP) Guidebook on Mainstreaming Conflict Sensitivity and Peace Promotion in the Comprehensive Development Plan provides a discussion on human security and conflict-induced disasters and displacement which can be used as reference in understanding the nature of conflict and how it should be addressed and integrated in post-disaster planning. In the case of the Marawi siege in 2017, the framework also includes discussion on peacebuilding and strengthening the rule of law to restore peace and order and to promote reconciliation and peaceful coexistence among different groups in Marawi and its surrounding communities. Furthermore, a section on land resource management was included to address issues on availability and access to land for rehabilitation and recovery projects.

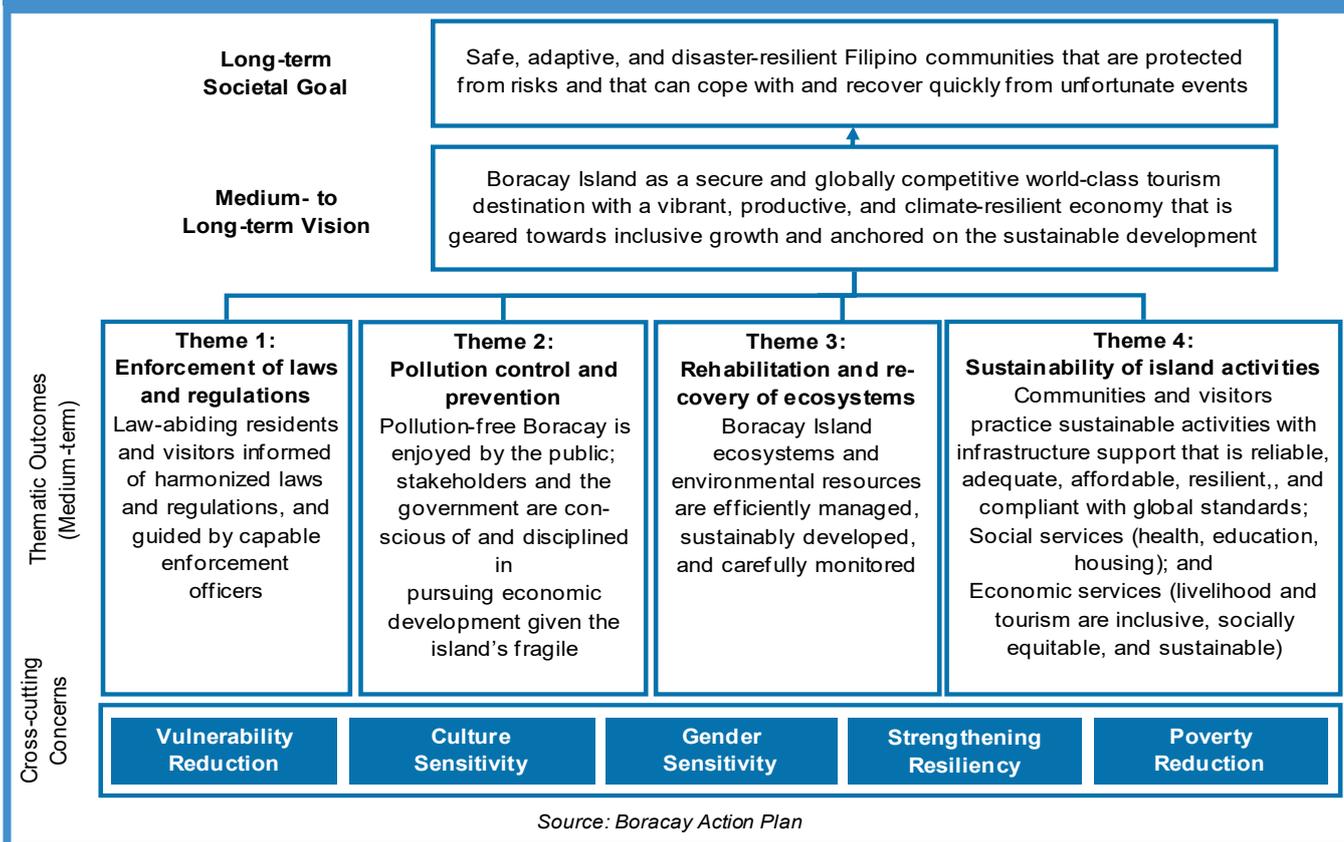
The framework can also be used with a thematic or issue-based approach depending on the situation. This was applied to the Boracay Action Plan (BAP), wherein a thematic, rather than a sectoral approach, was applied to address key issues and concerns that cut across sectors, specifically environmental protection and sustainability. In particular, the BAP focused on addressing issues on environmental degradation, pollution, and congestion on Boracay Island, which led to a temporary closure in April 2018.

These examples of actual frameworks formulated and adopted following the General Framework for Post-Disaster Rehabilitation and Recovery are illustrated in Box 2.a and 2.b.

Box 2a. Example of Post-Disaster Framework: Post-Conflict Rehabilitation and Recovery Framework for Marawi City and Other Affected Areas



Box 2b. Example of Post-Disaster Framework: Medium-Term Boracay Action Framework



PART 2

REHABILITATION PLANNING PROCESS AND PLAN STRUCTURE



PRE-DISASTER ACTIVITIES

To manage the effects of a disaster and expedite the planning and implementation of the rehabilitation and recovery program, pre-disaster activities should be undertaken. These can be done at multiple levels based on the roles and responsibilities of institutions at each level.

Most of these pre-disaster activities are already part of the mandates of LGUs in the formulation of their comprehensive land use plans, local development plans, and local disaster risk reduction and management plans. However, there is a need to highlight the relevance of these activities in aiding the formulation of a post-disaster rehabilitation and recovery program.

A. DATABASE BUILD-UP FOR REHABILITATION AND RECOVERY

The Philippine Statistics Authority (PSA) generates data on population, housing characteristics, household income sources and expenditure items, and poverty statistics. Meanwhile, administrative data, such as land area and land use, economic activity and livelihood, infrastructure facilities, social services, and hazards are generated by concerned government agencies. The LGUs' socioeconomic profile, housing needs, and hazard profiles (for some LGUs) can be found in the local development land use plans and local shelter plans. Disaster-related information is also available with the NDRRMC and in the local DRRM Plans.

It is important to establish a demographic profile of the community, which disaggregates data by sex and age and is able to capture information on women, children, and other vulnerable sectors (e.g., PWDs, IPs, and elderly). This information should be consolidated into a database.¹ The secretariats of the DRRMCs – the Office of Civil Defense (OCD) at the national and regional levels, and Local DRRM Offices (LDRRMOs) at the local level – should maintain and regularly update their respective data sets.

As applicable, the data and information should be compiled in text and map forms. At the minimum, the data should have geographical disaggregation up to the barangay level. Annex A provides the list of data requirements for baseline data and other information needed for post-disaster rehabilitation and recovery planning.

B. SCIENCE-BASED SCENARIOS OF DISASTER EVENTS

To prepare for the rehabilitation and recovery of a specific area, it is necessary to identify possible disaster scenarios that could occur in that location, for the preparation of appropriate plan of action.

¹ This database can form part of the broader information management system, which contains comprehensive data sets that cut across the four (4) thematic areas of disaster risk reduction and management, and which can be used as reference or basis for policy making, planning, and monitoring.

Disaster scenarios are projected situations after a disaster that describe its potential damage, losses, and impacts. It is a realistic narrative that describes what happens to people, infrastructure, and the natural environment within a given set of disaster conditions.

Disaster scenarios should be based on scientifically acceptable methodology and should utilize historical data on disaster events. It is best to create a series of scenarios that correspond to varying magnitudes of each hazard. At the very least, a worst case scenario can be conceptualized to show the most severe possible outcome that can occur in a given situation.

As disaster scenarios are area-specific, this should be prepared by LGUs with technical support from the Collective Strengthening on Community Awareness on Natural Disasters agencies, which include the Philippine Institute of Volcanology and Seismology (PHIVOLCS), Philippine Atmospheric Geophysical and Astronomical Services Administration (PAGASA), Mines and Geosciences Bureau (MGB), and the National Mapping and Resource Information Authority (NAMRIA). Indigenous knowledge and practices can also be integrated in preparing disaster scenarios as necessary.

C. IDENTIFICATION OF CRITICAL AREAS, ASSETS, POPULATION CENTERS, AND POST-DISASTER RECOVERY ACTIVITIES

The identification of critical assets and populations before a disaster aids in the speedy process of identifying local recovery needs and resources during the disaster recovery phase.

Critical areas, assets, and populations affected by the hazard can already be identified based on the disaster scenarios. These should be considered in post-disaster recovery planning, specifically in identifying and prioritizing key areas of intervention.

This information can also form part of the comprehensive database system.

D. ORGANIZATIONAL STRUCTURING

The institutional set-up for rehabilitation and recovery should already be set in place even before a disaster, but with flexibility to conform to the conditions and requirements of the actual rehabilitation and recovery phase. This structure includes the coordinating mechanisms for planning, implementation, and monitoring. The responsibilities of member agencies and key stakeholders should also be clearly defined. Each member agency should be informed of its roles and expected deliverables to facilitate smooth coordination among all involved offices and personnel. The identification of roles and deliverables should be done in consultation with stakeholders.

E. IDENTIFICATION OF NATIONAL GOVERNMENT AGENCY (NGA) OR LGU PROGRAMS, PROJECTS, AND ACTIVITIES (PPAS) FOR SCALING-UP OR REPROGRAMMING

NGAs, including government-owned and controlled corporations (GOCCs) and government financial institutions (GFIs), and LGUs should prepare a list of their regular programs, projects, and activities that can be scaled up or reprogrammed in the event of a disaster. Project details such as activities and outputs, geographic coverage, costs, and other information, should be included in the list as reference in preparing a rehabilitation and recovery program. The list of PPAs should also be updated by the agencies and LGUs on a regular basis. Annex B provides a list of selected programs and projects that are commonly implemented by agencies for rehabilitation and recovery.

F. RECOVERY FINANCING

Financing modalities for post-disaster interventions should be put in place during the pre-disaster phase to provide funding options in the event of a disaster. These can be sourced from the General Appropriations Act (GAA), such as the NDRRM Fund, agency budgets, or other domestic resources that are managed by government agencies, including lending programs of GOCCs and GFIs (like the Small Business Corporation or SB Corp, Government Service Insurance System or GSIS, and Pag-IBIG Fund). Alternative sources can also be identified, including foreign resources, which are more flexible and can be used for immediate response and varying nature of disaster needs.

New, innovative, or emerging financing instruments or mechanisms piloted or designed by the government and development partners can also be considered. Disaster risk insurance instruments, in particular, can be explored as a risk transfer mechanism. Table 1 provides a sample of risk transfer instruments through insurance. The Department of Finance (DOF) Disaster Risk Financing and Insurance Strategy can serve as a guide for planning purposes.

Moreover, a risk layering strategy that provides a combination of different financing instruments for disaster events of varying risks, can also be designed for national and local levels.

Table 1. Available Risk Transfer Instruments for Post-Disaster Recovery Financing

	Indemnity Insurance	Parametric Insurance
Enrollment	Mandatory for national agencies and LGUs, specifically for public assets, unless certain exemptions are indicated	Serves as supplementary risk financing; optional for national and local governments
Disaster risk to cover	Financing option for low-frequency, high-severity disasters	Financing option for low-frequency, high-severity disasters
Projects and activities to cover	Reconstruction projects and activities (resettlement and construction of permanent housing, rehabilitation of damaged public utilities, rebuilding of destroyed public facilities and other infrastructure)	Early recovery projects and activities (restoration of basic services, temporary housing, debris clearing, emergency employment)
Release of payout	Release of payout is computed based on the assessment of actual damages and losses of assets insured	Immediate release of payout, which is pre-determined based on an agreed set of parameters
Existing government facility or program	Property insurance for national and local government buildings through the GSIS <ul style="list-style-type: none"> ▪ Legal basis: Republic Act 656 or the Property Insurance Law ▪ Disaster event covered: natural and manmade disasters ▪ Utilization of payout proceeds: rehabilitation or reconstruction of specific insured public asset 	Parametric Insurance Pilot Project for selected 25 provinces and selected infrastructure projects <ul style="list-style-type: none"> ▪ Legal basis: Department of Budget and Management (DBM)-DOF Joint Memorandum Circular (JMC) 2017-1 and JMC 2018-1 on the Guidelines on the Implementation, Monitoring, and Reporting of the use of PHP 1 billion allocation under the National Disaster Risk Reduction and Management Fund (NDRRMF) for Insurance of Government Facilities ▪ Disaster event covered: major earthquake or typhoon ▪ Utilization of payout proceeds: rehabilitation or reconstruction of government infrastructure and facilities
	Insurance of crops, livestock, and agricultural assets for protection of agricultural producers against loss through the Philippine Crop Insurance Corporation <ul style="list-style-type: none"> ▪ Legal basis: Presidential Decree (PD) 1467, as amended by PD 1733 and further amended by RA 8175 ▪ Disaster event covered: natural calamities, plant pests, and other perils ▪ Utilization of payout proceeds: Recovery of investment on crops and other agricultural project 	

POST-DISASTER PLANNING

The entire process for the preparation of a post-disaster rehabilitation and recovery program can be simultaneous with response activities. The exact duration of the preparation process depends on the magnitude and extent of the disaster. For past typhoons (Yolanda, Pablo, Sendong, Nina), the average period for preparing the rehabilitation and recovery programs were as follows:

Rehabilitation and Recovery Program	Planning Timeframe*
Local or regional rehabilitation and recovery program	Within three (3) months
Nationally coordinated rehabilitation and recovery program	Within six (6) months

**Excludes the approval process of the Rehabilitation and Recovery Program*

These timeframes may not be applicable to other types of hazard events, especially those resulting from armed conflicts. The latter may take more time due to security concerns on the ground, causing delays in the completion of the post-conflict needs assessment and other planning activities.

A. POST-DISASTER REHABILITATION AND RECOVERY PROGRAM PREPARATION PROCESS

The preparation of a post-disaster rehabilitation and recovery program involves several processes:

Post-Disaster Needs Assessment (PDNA)

A PDNA involves a detailed sectoral and cross-sectoral assessment of damages and losses, impacts of disaster, and needs assessment based on field validation. The results of this activity will inform the identification of strategic interventions and PPAs in the rehabilitation and recovery program.

National and regional levels

The need for a PDNA is decided by concerned DRRMC depending on the area affected by the disaster. The NDRRMC decides when two (2) or more regions are affected by the disaster, while the RDRRMCs decide when two (2) or more provinces are affected. The primary considerations for the national or regional DRRMC's decision are the OCD's recommendations and other triggers, such as an order or instruction from the President or a declaration of a state of calamity (either national or local), which is an indicator of great devastation and a consequent massive need for interventions or a call for assistance.

The OCD bases its recommendations on the effects of the disaster (informed by a Rapid Damage Assessment and Needs Analysis or RDANA report), particularly the number of casualties and extent of damage, which have implications on the intervention needed for rehabilitation and reconstruction activities.

The actual conduct of a PDNA is led by the OCD, in coordination with relevant NGAs and LGUs. The OCD regional office concerned shall take the lead if the conduct of a PDNA was decided by the RDRRMC, while the OCD central office will lead if the conduct of a PDNA was decided by the NDRRMC. However, there are instances when the OCD central office must assist its regional offices, particularly in orienting the regional PDNA team prior to their deployment on the ground.

The NDRRMC and RDRRMC approve the national and regional PDNA, respectively.

Local level

The concerned local DRRMC (LDRRMC) can decide to conduct a PDNA when the disaster is confined to only a few localities. The provincial DRRMC (PDRRMC) takes charge when two (2) or more component cities or municipalities are affected, while the municipal or city DRRMC (C/MDRRMC) decides when two (2) or more barangays are affected. This is usually the case for disasters like landslides, flooding, epidemics, or outbreaks. The decision is based on the assessment of damage and impact of the disaster.

The LDRRMO of the affected LGU leads the conduct of the PDNA. However, the OCD can assist the LDRRMO upon the request of the LGU.

A PDNA document prepared by the LDRRMO will be approved by the LDRRMC. However, the concerned RDRRMC should review and validate a locally prepared PDNA document if there are LGU project proposals submitted to the OCD for funding through the NDRRMF.

The methodology for the conduct of a PDNA, detailed activities, timeframe, and composition of assessment teams are provided in the PDNA Guidance Notes of the OCD.

Rapid assessment

For large-scale disasters that entail longer periods to complete the PDNA, a Rapid Post-Disaster Damage and Loss Estimation (RaDE) can be conducted while waiting for the PDNA to be completed. A RaDE is a desktop exercise on estimation of damages and losses using the available quantitative and qualitative data and information after the disaster. This activity provides an initial estimate of damages and losses, including possible socioeconomic impacts of the disaster. This can serve as the initial basis for determining the needs and the corresponding budget requirements for immediate mobilization.

Box 3 presents an example situation in which a RaDE was conducted, while Table 2 provides a comparison of the RaDE with that of the PDNA and the RDANA.

Box 3. Reconstruction Assistance on Yolanda Methodology: A Rapid Post-Disaster Damage and Loss Estimation

Due to the severity of the impact of Typhoon Yolanda, a RaDE was conducted to speed up the rehabilitation and recovery process for areas affected by the disaster. The RaDE was an initial assessment of the damages and losses, impacts of the disaster, and immediate activities needed to restore normalcy. This was done within a month of the disaster using baseline data as reference against the best qualitative and quantitative post-disaster data available. The assessment informed the conduct a PDNA, and the creation of the Rehabilitation and Recovery Program. It served as the immediate basis for resource mobilization and coordination of local and international assistance.

NEDA took the lead in the conduct of this activity in coordination with concerned agencies using an internationally recognized post-disaster assessment methodology. The results of the assessment are contained in the document Reconstruction Assistance on Yolanda (RAY): Build Back Better.

Table 2. Comparative Matrix of Damage and Needs Assessment Activities

	RaDE	RDANA	PDNA
Lead Agency	NEDA	OCD*	OCD*
Conduct	Optional	Mandatory based on triggers provided in NDRRMC Memorandum Circular No. 25, 2014	Mandatory based on the following triggers: <ul style="list-style-type: none"> • Declaration of a state of calamity (either national or local) • Order or instruction from the President
Process	Desktop assessment	Desktop assessment and field validation	Desktop assessment and field validation
Coverage	Initial damage and losses, overall economic impacts, and rehabilitation and recovery needs Accounts for damage and losses of both the public and private sectors	Initial damage and immediate relief and response requirements Accounts for damage of public sector	Damage and losses, economic impacts, and rehabilitation and recovery needs Accounts for damage and losses of both the public and private sectors
Methodology	UN Economic Commission for Latin America and the Caribbean (UN-ECLAC) Methodology	ASEAN Emergency Response and Assessment Team Initial Needs Assessment Checklist	UN-ECLAC Methodology
Data set/ information	Secondary data (official statistics, situational reports)	Primary data (survey of disaster site) Secondary data (demographic profile)	Primary data (interviews and survey of disaster site) Secondary data (official statistics, situational reports)

*At the LGU level, the lead is the LDRRMO.

Post-Conflict Needs Assessment (PCNA)

In the case of disasters due to armed conflict, a PCNA should be undertaken instead of a PDNA. This is because the essence of a PCNA is the Social Healing and Peacebuilding Needs Assessment (SHPBNA), which is done in addition to the damage and loss assessments and human recovery needs assessment done in a PDNA. The SHPBNA gives importance to social structures that will enable reconciliation and build relationships to nurture and sustain peace. The results of the SHPBNA inform the design and delivery of interventions that are meant to address or contribute to addressing the key driving factors of conflict and prevent its recurrence.

Program formulation

National level

NEDA, as the Vice Chair for Disaster Rehabilitation and Recovery of the NDRRMC leads the preparation of the rehabilitation and recovery program in cases where a national state of calamity is declared or where there is a directive from the President to coordinate rehabilitation efforts at the national level. The NDRRMC can designate its technical management group (TMG) to undertake technical level activities. However, the President has the prerogative to designate other agencies, entities, or individuals to lead the rehabilitation and recovery process.

Regional level

In cases when a national state of calamity is not declared, the RDRRMC, through its TMG on Rehabilitation and Recovery, decides on whether a regional rehabilitation and recovery program will be prepared. This is based primarily on the Committee's assessment of the extent of damages in the region. Other triggers for the preparation of a regional rehabilitation and recovery program are a declaration of a local state of calamity in several LGUs within the region, a formal request from affected LGUs, or a need for financial assistance from the national government.

When the formulation of a regional rehabilitation and recovery program is deemed necessary, the concerned RDRRMC, through its Committee on Rehabilitation and Recovery chaired by the NEDA regional office, oversees the program preparation process.

In practice, regions prepare their respective rehabilitation and recovery programs individually. However, two or more regions that are affected by the same disaster event can opt to prepare an integrated program. This can be done in cases where the proposed interventions will affect shared natural resources (river basin, water shed) or infrastructure (road network, water system) traversing these regions.

Local level

LGUs, through their LDRRMCs, prepare their local rehabilitation and recovery programs for disasters that are confined to their locality. The triggers for program preparation are a declaration of a local state of calamity or a need for financial assistance from the national government. Upon request, the regional line agencies (RLAs) and NGAs extend assistance to the LGUs in the formulation of their rehabilitation and recovery program.

LGUs can also prepare their respective local rehabilitation and recovery programs for large-scale disasters, should they deem it necessary. This can serve as input to the to the DRRMC designated to lead the formulation of an overall rehabilitation and recovery program for all the areas affected by the disaster. This will be incorporated into or used as a reference for identifying interventions in higher-level rehabilitation programs.

Consistent with the Philippines' commitment to the 2030 Agenda for Sustainable Development, a bottom-up approach in preparing rehabilitation and recovery programs at all levels is highly recommended. This will facilitate the meaningful participation of all stakeholders, including marginalized groups and individuals. Affected communities, non-government organizations (NGOs), and the private sector, among others, should be consulted during program formulation to ensure that the people's hopes and aspirations are captured and that trust and confidence in the government is built.

Approval of the program

Nationally coordinated rehabilitation and recovery programs are approved by the NDRRMC, while the regional programs are approved by respective RDRRMCs. The regional programs will be submitted to the NDRRMC only if there are specific projects requiring funding assistance from the NDRRMF.

Consistent with the Local Government Code, the concerned *Sanggunian* (local legislative body) approves the draft rehabilitation and recovery program prepared by the LDRRMCs. Should funding assistance from the national government be requested, the LDRRMC will submit the *Sanggunian*-approved local rehabilitation and recovery program to the NDRRMC through its RDRRMC.

In previous disasters, priority PPAs in the interim document, specifically those to be implemented in the short term or within the year, were approved before the final document. This ensured that rehabilitation efforts were not hampered by delays in the approval process of rehabilitation programs.

Updating national, regional, and local programs

A rehabilitation and recovery program should include an investment program which should be updated, depending on the timeframe of the document. The objective is to revisit and revise the PPAs based on an assessment of the physical and financial accomplishments vis-à-vis the current situation in the affected areas. For this purpose, program monitoring reports will be useful.

B. CONTENTS OF A POST-DISASTER REHABILITATION AND RECOVERY PROGRAM

Background and description of affected areas

This can include location of affected areas, topography, climate, natural resources, economic activities prior to disaster, and social and demographic data. Information for this section can come from the existing plans of LGUs and from relevant agencies such as PAGASA, PHIVOLCS, MGB, or NAMRIA.

Description of a hazard event

The description of the hazard and its immediate effects should include information gathered from the situational reports provided by the OCD and other relevant agencies such as PAGASA, PHIVOLCS, and MGB.

Assessment of the effects of the disaster

Both the physical and socioeconomic impacts of the disaster should be included in the assessment. The data for the assessment may come from the PDNA. This section should also highlight the human recovery needs outlined in the PDNA.

Physical assessment. The physical assessment should provide a description of changes in the physical structure and landscape of affected areas brought about by the impact of the hazard, particularly the damage to infrastructure and alterations to the topography and environment, highlighting key landmarks that were affected.

Socioeconomic assessment. The socioeconomic assessment should include a summary of the cost of damage and losses in key sectors such as infrastructure, livelihood, and housing across affected areas, and an estimation of the macroeconomic impact of the disaster. This should also provide statistics on affected individuals, specifically the number of internally displaced, casualties, missing, and injured persons. To the extent possible based on available data, an assessment of the situation of vulnerable sectors (such as children, women, and the poor) shall also be included.

Post-disaster rehabilitation and recovery framework

The post-disaster rehabilitation and recovery framework should take into consideration the sectors affected and the target outcomes. This can be based on the general Framework for Post-Disaster Rehabilitation and Recovery in Part 1, Section II of this guide.

Objectives of the program

The rehabilitation and recovery program should provide achievable objectives within a specified timeframe. The objectives should be based on the expected outcomes from interventions for the sectors to be covered.

Box 4 shows an example of the objectives that can be included in the rehabilitation and recovery program.

Rehabilitation and recovery strategies

The rehabilitation and recovery program should also include strategies that will aid in the achievement of a desired outcome and goal as specified in the post-disaster rehabilitation and recovery framework. The strategies should be consistent with the guiding principles for the rehabilitation efforts. Specific sector and sub-sector strategies should also be provided to help achieve short- and medium-term program objectives. Box 5 provides some of these sample strategies.

Box 4. Sample Objectives

- To restore, rehabilitate, or reconstruct damaged infrastructure necessary to sustain economic and social activities in the affected areas;
- To repair houses or rebuild settlements and basic community facilities and services (school, health center, etc.) that are more resilient to hazard events;
- To restore, strengthen, or expand the economic activities of affected communities; and
- To increase resilience and capacities of communities in coping with future hazard events.

Box 5. Sample Specific Sector Strategies

Livelihood and Business Development

- Develop sustainable DRRM- and climate change-resilient employment and livelihood activities
- Promote resilient and competitive industries and establish a strong market presence for products and services delivered by the affected areas
- Improve access to financial services and microinsurance for MSMEs and households

Agriculture and Fisheries

- Develop and implement interventions for agriculture and fisheries that will provide immediate and sustainable sources of food and income
- Improve access to credit and microinsurance for farmers and fisherfolk

Housing and Settlement

- Identify and acquire safe and suitable land for housing development
- Adopt a comprehensive housing program covering both emergency shelter assistance and permanent housing
- Integrate the provision of livelihood, social services, and necessary infrastructure and utilities into the construction of new resettlement communities

Social Services

- Continue the provision of social service programs, focusing on severely affected areas and highly vulnerable populations
- Provide adequate health and mental support for individuals
- Adopt social protection mechanisms that increase employment and improve livelihood

Physical Infrastructure

- Strengthen the enforcement of structural laws that set standards for resilient infrastructure
- Establish effective and efficient processes to facilitate the completion of infrastructure projects within the agreed timeframe and with the highest quality results
- Harness partnerships with the private sector and development partners to augment resources and technical assistance

Targets

The PDNA should be the primary reference in determining the targets for each program and project covered by the rehabilitation and recovery program. The possible targets should also be disaggregated annually and by location.

Proposed land use framework

The land use framework should guide the identification of locations for infrastructure and settlement sites and economic activities that will arise after a disaster. It should be based on the updated development and land use plan of the area, as well as existing local shelter plans and risk assessments to account for impending risks brought about by changes in landscape, among others.

For disasters with major physical impacts, there is a need to propose a new land use framework to consider changes in the topography and the land use of the area after a disaster. For disasters with no significant physical or structural impact to the affected area, it should be used to enforce existing land use policies.

Phasing of PPAs and implementation arrangements

Depending on the magnitude and area coverage of the disaster, the rehabilitation and recovery program can be phased according to the following:

Short-term (within a year). PPAs implemented in the short term are geared towards providing basic needs and social services to help affected communities return to a state of normalcy.

Medium-term (within the next three to four years). Medium-term PPAs are commonly a continuation of programs and projects initially implemented in the short term. These also include programs that enhance the resiliency of affected communities against disasters, and which integrate concepts and principles on disaster prevention and mitigation as well as disaster preparedness.

The actual specific timeframes should be determined by the planning team or committee. In some cases, it is possible for projects and activities to be implemented for a longer period, extending beyond four (4) years.

Financing and investment requirements

A summary of investment requirements (total cost and funding sources) of PPAs should be provided with the following details:

- PPAs to be covered by agency regular budgets or corporate operating budgets (in the case of GOCCs and GFIs)
- PPAs to be funded under the NDRRMF
- PPAs to be funded by LGUs
- PPAs to be funded by NGOs, civil society organizations (CSOs), and private companies or individuals
- PPAs to be funded by development partners¹
- PPAs to be co-funded by NGAs, LGUs, development partners, NGOs, CSOs, and private companies or individuals should also be indicated

Tables 3 and 4 are sample tables for presenting investment requirements.

Table 3. Total Investment Requirement by Source of Fund

SOURCE OF FUND	NUMBER OF PROJECTS	INVESTMENT REQUIREMENT (IN PHP)		
		SHORT-TERM	MEDIUM-TERM	TOTAL
NDRRM Fund				
Agency Regular Budget				
LGU				
Non-Government (i.e. Private Sector/ Development Partners)				
TOTAL				

Table 4. Total Investment Requirement by Sector

SOURCE OF FUND	NUMBER OF PROJECTS	INVESTMENT REQUIREMENT (IN PHP)		
		SHORT-TERM	MEDIUM-TERM	TOTAL
Infrastructure				
Social Services				
Settlement				
Livelihood				
Agriculture				
TOTAL				

¹ This term may include any of the following: foreign governments or their authorized embassies or missions, agencies, departments or ministries, entities, instrumentalities, or sub-national government entities; bilateral aid agencies; bilateral financial institutions; bilateral development banks or equivalent, state-owned enterprises; international organizations or inter-governmental organizations (such as the UN System, including its bodies, organs, entities, specialized programs, financial mechanisms, or similarly classified organizations); regional organizations or sub-regional organizations such as those under the ASEAN or similar; or international or multilateral financial institutions, such as multilateral development banks (Asian Development Bank or ADB, World Bank); regional development banks; or similarly classified organizations.

Sector PPAs

The detailed list of PPAs can be attached as an annex of the rehabilitation and recovery program. Annex C of this guide provides the template for the detailed list of projects. Table 5 is a reference for filling out the template.

Mechanism for monitoring and evaluation

The rehabilitation and recovery program should provide a mechanism for monitoring and evaluation of projects. This section should include the organizational structure, monitoring and reporting arrangements, and monitoring tool to be used. Part 5 of this guide contains a detailed discussion on monitoring and evaluation.

Communications strategy

The communications strategy can form a part of the rehabilitation and recovery program or may be a separate document. Part 4, Section III of this guide provides information for formulating a communications strategy.

Table 5. List of PPAs with Funding Sources and Implementation Period

PRIORITY PROGRAMS, PROJECTS, AND ACTIVITIES	LOCATION/SITE	TOTAL FUNDING REQUIREMENT (IN MILLION PHP)	ANNUAL BREAKDOWN OF FUNDING REQUIREMENT (IN MILLION PHP)		FUNDING SOURCE	IMPLEMENTING AGENCIES	TIMEFRAME OR IMPLEMENTATION PERIOD
			2017	2018			
AGRICULTURE & FORESTRY Emergency employment/cash for work for debris clearing/management and rehabilitation of farms/forests	Compostela Valley	100	80	20	NDRRM Fund	DA, DOLE, DENR, DSWD	2017-2018

PART 3

INSTITUTIONAL ARRANGEMENTS



COORDINATION STRUCTURES

Institutionalizing a coordination structure is critical for the success of any rehabilitation effort because it delineates the roles and responsibilities of each stakeholder. An established coordination structure reduces confusion and makes rehabilitation and recovery activities more efficient.

A. DISASTER RISK REDUCTION AND MANAGEMENT COUNCILS

DRRMCs at the national, regional, and local levels are the country’s disaster management coordination structure, as mandated by RA 10121 or the Philippine Disaster Risk Reduction and Management Act. The lead DRRMC in a disaster event depends on the geographical areas affected. If the area coverage of a disaster is greater, a higher level of administration takes the lead. In cases where two (2) or more regions are affected, the NDRRMC is in charge. If two (2) or more provinces are affected, the RDRRMC leads the rehabilitation and recovery efforts. For disasters affecting two (2) or more cities or municipalities, the PDRRMC takes the lead. However, it is important to note that in cases where two (2) independent cities or a combination of a province and an independent city are affected, the RDRRMC takes the lead in coordinating rehabilitation and recovery activities. Finally, for disasters affecting a smaller area, the C/MDRRMC is in charge when only two (2) or more barangays are hit while the Barangay DRRMC (BDRRMC) handles disaster situations confined to a single barangay. Figure 4 illustrates the coordination structure for rehabilitation and recovery.

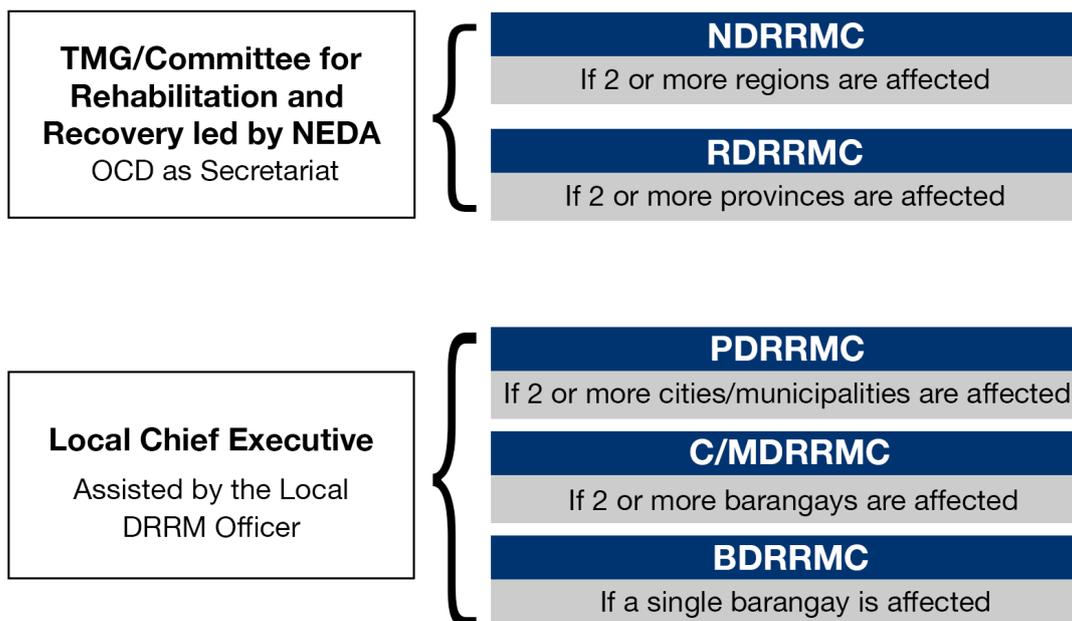


Figure 4. Coordination Structure for Rehabilitation and Recovery

At the national and regional levels, the TMG of the NDRRMC and the Committee for Rehabilitation and Recovery of the RDRRMC are responsible for coordinating and overseeing the management of rehabilitation and recovery efforts. NEDA), as Vice-Chair for Disaster Rehabilitation and Recovery of the NDRRMC and RDRRMCs, leads the TMG at the national level and also chairs the Committee for Rehabilitation and Recovery at the regional levels. However, based on RA 10121, for the Autonomous Region in Muslim Mindanao (ARMM) and the NCR, the Regional Planning and Development Office and the designated Vice Chair For Rehabilitation and Recovery of the NCR DRRMC lead the committees in their respective regions.¹

The OCD, as the secretariat of the national and regional councils, assists NEDA and other concerned agencies in carrying out their oversight duties.

At the local level, the LDRRM Officer assists the Local Chief Executive in overseeing the overall rehabilitation efforts. LGUs can also create committees under the local (regional, provincial, city, or barangay) DRRMC that will handle all rehabilitation activities.

For major disaster events that require the national government's assistance, the President can create task forces and appoint key cabinet officials to spearhead government rehabilitation and recovery efforts. While the active involvement of affected LGUs is essential, the role of NGAs is to provide technical, financial, and logistical support to the affected LGUs. Tapping key stakeholders such as the private sector, academe, CSOs, development partners, and communities will enable faster delivery of programs and projects, promote transparency and accountability, and share financing cost of rehabilitation and recovery.

B. REHABILITATION AND RECOVERY COMMITTEE

Rehabilitation efforts cover various concerns, such as employment, infrastructure, housing, and delivery of social services. To facilitate the coordination of rehabilitation and recovery program preparation, a planning committee should be created, with several sub-committees corresponding to the sectors under the program. Each sub-committee defines its membership in the council and assigns a lead agency or unit from among its members. Sub-committee members can also agree on working arrangements and procedures to be able to perform their respective functions efficiently. Box 6 contains a summary of the roles of sub-committee heads and members.

Recognizing that the effects of disasters vary, the sectoral committees to be created and their composition will depend on the interventions needed. The following sub-committees can be adopted:

Infrastructure sub-committee. The infrastructure sub-committee will be in charge of the rehabilitation and reconstruction activities of damaged physical infrastructure. These include the repair of existing roads, bridges, seaports, airports, government buildings, and other public structures, or the construction of new ones. It will also ensure that proposed projects comply with relevant building code provisions and that the standards for resilient infrastructures are strictly followed by both the public and private sector.

¹ RA 11054 replaced ARMM with BARMM in July 2018. BARMM Executive Order 12, signed on July 29, 2019, designated the Ministry of the Interior and Local Government to lead the region's disaster rehabilitation and recovery efforts.

Box 6. Roles of the Sub-committee Head and Member Agencies

The sub-committee head takes the lead in coordinating the various activities of the sub-committee and its member agencies to ensure complementary and efficient planning and implementation of their sectoral programs and projects. The head also tracks the implementation progress of sub-committee PPAs, facilitate the resolution of implementation challenges specific to the sub-committee, and coordinate with other sub-committee lead agencies, and the NDRRMC, or RDRRMC, as necessary.

Member agencies are responsible for the implementation of their respective PPAs. They are also expected to coordinate with their respective sub-committee heads on a regular basis.

Shelter sub-committee. The shelter sub-committee will be responsible for the provision of housing assistance to affected families and individuals. It will coordinate all the relevant shelter initiatives from the response or emergency phase to the early recovery and rehabilitation phase. The sub-committee will prepare a menu of options that key agencies and LGUs can adopt and implement. This should cover the provision of shelter assistance for both emergency transitional housing and permanent housing, social preparation programs, development of sustainable settlement communities and as a last resort, the relocation of families living in identified high-risk or danger zones to resettlement sites.

The sub-committee will also ensure that all housing-related interventions in affected communities, whether government- or private-sector led, are in accordance with the post-disaster shelter recovery policy framework formulated by the Housing and Urban Development Coordinating Council (HUDCC).

Social services sub-committee. The social services sub-committee will identify projects to address the welfare of affected communities, including the continued provision of relief assistance to the most vulnerable groups until they are ready to return to their normal lives. The larger concerns of this sub-committee are the provision of psychosocial programs for victims, the rehabilitation of social service facilities, and oversight to ensure that health, education, and other basic services are provided.

The sub-committee will also be responsible in ensuring a smooth transition and delivery of services from the relief and emergency phase, to the early recovery and rehabilitation phase.

Livelihood sub-committee. The livelihood sub-committee will be responsible for providing emergency employment assistance to affected families, restoring sources of income or providing alternative opportunities for employment, reinvigorating MSME development, and paving access to financing for businesses.

Agriculture sub-committee. The agriculture sub-committee will be responsible for providing adequate farm and fisheries inputs and equipment, and facilitating access to fisheries and crop financing for affected workers in the agriculture and fisheries sector. It will closely coordinate with the livelihood sub-committee to ensure that interventions throughout the entire agricultural, fisheries, or agribusiness value chain are complementary.

Resource mobilization or support sub-committee. The support sub-committee will be in charge of facilitating the discussion on cross-cutting policy concerns and issues among the different clusters. These cross-cutting issues include budgeting, financing, procurement, auditing, implementation arrangements, private sector interventions, development partners' assistance, integration of relevant programs among the four (4) sub-committees (such as livelihood and social services in resettlement communities), and policy concerns that require intervention from the Congress and the President.

These committees can also be adopted at the regional or local level. Additional sub-committees can be created based on identified needs and desired outcomes. For instance, in disaster situations caused by armed conflict, a peace and order or security sub-committee can be created. This is because peacebuilding is an important aspect of rehabilitation planning. A sub-committee responsible for coordinating the private sector, development partners, and other non-government initiatives can also be created, particularly if huge amounts of assistance have been or are expected to be received by the government. This will ensure that all recovery efforts are properly accounted for.

Box 7 provides an example of how NGAs are organized into sub-committees. Other government agencies, LGUs, and other partner stakeholders can be tapped to join sub-committees. This structure can also be replicated at the local level.

Box 7. Rehabilitation and Recovery Sub-Committee at the National Level

Infrastructure Sub-Committee

Lead	DPWH
Member Agencies	CHED, DA, DAR, DENR, DepEd, DICT, DILG, DOE, DOH, DOJ, DOST, DOTr, DTI, LWUA, NEA, NIA, and OCD

Shelter Sub-Committee

Lead	HUDCC
Member Agencies	DA, DAR, DepEd, DENR, DILG, DOH, DOST, DPWH, DSWD, DTI, HLURB, LGU, LWUA, NAPC, NCIP, NEA, NHA, OCD, and OPAPP

Social Services Sub-Committee

Lead	DSWD
Member Agencies	CHED, DA, DAR, DepEd, DENR, DND, DOH, HLURB, HUDCC, NAPC, NCIP, NCMF, NHA, OCD, OPAPP, and PCW

Livelihood Sub-Committee

Lead	DTI
Member Agencies	DA, DAR, DENR, DOLE, DOST, DSWD, GFIs (DBP and LBP) HUDCC, NAPC, NCIP, NHA, OCD, OPAPP, PCA, SB Corp., and TESDA

Agriculture Sub-Committee

Lead	DA
Member Agencies	BFAR, DAR, DENR, NFA, NIA, PCA, and PCIC

Resource Mobilization/Support Sub-Committee

Lead	DBM or DOF
Member Agencies	COA, DENR, DFA, DILG, DOF, DOJ, DPWH, DSWD, HLURB, OCD, OCS, OES, OPAPP, PCOO, and PMS

ROLES OF STAKEHOLDERS

A. NATIONAL AND LOCAL GOVERNMENT

The national government and LGUs are the primary players in disaster rehabilitation and recovery. The specific roles of NGAs in the implementation of rehabilitation and recovery PPAs depend on their agency mandates and the NDRRM Plan. However, NGAs are not barred from undertaking other rehabilitation and recovery activities.

LGUs are the first line of support in the rehabilitation and reconstruction of affected areas. In most cases, it is the concerned RDRRMC that provides assistance to affected LGUs. The national government generally only provides financial or technical assistance when the impact of the disaster is huge and beyond the capacity of affected LGUs to address. In such cases, the President issues an official order to mandate the use of the national government's institutional mechanisms, activities, and budget sources.

The following are some interactions between national and local government units:

- The RLAs, in line with their regular mandates, or as requested by the concerned LGU, will provide assistance in the crafting of a local rehabilitation and recovery plan and in identifying appropriate programs with specific implementation and financing mechanisms.
- When national projects are implemented, LGUs will assist the concerned national or regional line agency in facilitating the issuance of necessary permits, ensuring availability of land for infrastructure and housing projects, relocating families affected by projects to be implemented, and other assistance that can expedite the implementation process.
- The NDRRMC, upon request, will provide financial support to RDRRMCs and LDRRMCs in the implementation of rehabilitation and recovery programs, through the endorsement of local rehabilitation projects and activities for funding under the NDRRMF and other available national funds or donations from the private sector.

B. PRIVATE SECTOR, PROFESSIONAL ORGANIZATIONS, AND ACADEME

The private sector can support disaster rehabilitation and recovery in many ways. It can cover a significant amount of the cost of rehabilitation and recovery; help design the structures and infrastructure to be built, in compliance with government resiliency standards; supply the materials needed for reconstruction; do the construction itself; and jumpstart local, regional, and national economies by quickly re-establishing their businesses in affected areas.

Professional organizations and expert groups, such as of engineers, doctors, professors, and urban and environmental planners, can serve as focal points for expert advice on rehabilitation and recovery

planning and operational aspects of the project implementation. Their familiarity with contractors in particular industries can also help. Academic institutions and professional associations can assist the government in project evaluation and other tasks that require specialized industry knowledge. A mechanism for accreditation should be put in place for these professional organizations and institutions so they can be deployed in affected areas and tapped when necessary.

Even before a disaster happens, such public-private partnership (PPP) arrangements should be established with clear mechanisms for coordination and participation of the private sector, academe, and professional organizations in post-disaster activities. There should be pre-identified and pre-agreed roles for each stakeholder during the relief or emergency phase and in the rehabilitation and recovery phase. It is also good practice to define the contribution of the private sector, academe, and professional organizations in the government's overall disaster preparedness and risk reduction programs. A memorandum of understanding or agreement is usually signed prior to a disaster for smooth coordination between the national or local government and non-government stakeholders.

C. CSOs

CSOs often have well-cultivated links to affected communities, so they can help ensure community participation and manage or co-implement activities if existing policies allow it. CSOs can also provide technical expertise and additional knowledge and assist in organizing communities. It is important to identify respected civil society leaders who represent key sectors and who are immersed in the communities to participate in rehabilitation and recovery consultation meetings with government and other stakeholders. CSOs can also be tapped to help government in monitoring the implementation of projects. They can do independent third party evaluations based on the existing rehabilitation and recovery monitoring framework. These can help promote transparency and accountability.

D. DEVELOPMENT PARTNERS AND INTERNATIONAL ORGANIZATIONS

After a disaster, international agencies and development partners are usually quick to offer assistance. It is crucial for government to coordinate with international partners for a number of reasons. One, international funding have requirements and conditions for implementation. Two, development partners can choose to manage their own rehabilitation and recovery assistance by directly implementing rehabilitation and recovery projects in the affected areas. Three, they can choose to channel their assistance through LGUs or CSOs.

Creating joint ownership of the government-led rehabilitation and recovery process among international partners enables them to work with the government in dealing with specific complexities in rehabilitation and recovery. This can also help encourage partners to make long-term commitments to projects that they have pledged to fund and implement. However, the government must be able to balance the assistance of development partners and ensure that the government remains in control of the rehabilitation and recovery program. The national government should request international

agencies and development partners to consolidate their rehabilitation and recovery interventions and coordinate closely with NGAs or LGUs through proper channels or coordination structures.

Establishing a coordination mechanism between and among development partners and the government will also facilitate and clarify the role of each stakeholder. The government can identify avenues for their participation in the relief or emergency phase as well as in the rehabilitation and recovery phase. Through the NDRRMC, the government should establish clear guidelines on triggers, protocols, and their roles, responsibilities, and mandates. Development partners can also be included in sub-committees to facilitate the coordination of policies and implementation of rehabilitation and recovery programs. This will help avoid duplicating assistance and support for affected areas.

E. AFFECTED COMMUNITIES

Community participation is crucial in the rehabilitation and recovery process because of the communities' local knowledge and experience. As their interests are the primary consideration for rehabilitation and recovery interventions, affected communities need to be included and consulted throughout the rehabilitation and recovery process -- from assessments and defining problems and needs, to identifying solutions and implementing projects. There should be a mechanism to ensure the participation of the community. The lead agency should work closely with affected communities in the course of the rehabilitation and recovery efforts.

Beneficiary participation will also allow the participation of vulnerable and marginalized sectors (including children and youth, women, the elderly, persons with disabilities, and members of certain social classes or ethnic groups) to influence decision-making in programs that affect them. A participatory process ensures community ownership of the government's programs for affected communities and guarantees long-term success as these would address actual needs and provide sustainable solutions.

PART 4

IMPLEMENTATION MECHANISMS



IMPLEMENTATION STRATEGIES

This section outlines some implementation strategies that can be used to speed up the rehabilitation and recovery efforts of national and local governments.

A. NATIONAL GOVERNMENT PROGRAMS

There are regular agency programs that can be expanded or scaled up to quickly address the rehabilitation and recovery needs in areas affected by disasters. Subject to existing policies and regulations, the agencies can revise the area coverage of their programs and realign their budgets to accommodate disaster-stricken locations. This arrangement is most applicable for early recovery activities as it provides ready resources and immediately implementable activities. This is also recommended for early recovery or rehabilitation activities that require minimal or average funding because the budgets approved for realignment from these regular agency programs are limited. The following sections outline some examples of such programs.

Cash transfer program

The government has a nationwide conditional cash transfer program for poverty alleviation that can be used as a means to implement emergency income support or other disaster cash transfer programs. This will facilitate immediate assistance for affected families or individuals in the aftermath of natural and human-induced disasters because there is already a system and structure for identifying beneficiaries and provision of aid. The program can be conditional or unconditional depending on the nature of the intervention, the disaster context, and the urgency of needs. Among the post-disaster programs or activities that can utilize this approach include the Cash-for-Work Program¹ and Emergency Shelter Assistance.² The guidelines and parameters for a disaster-specific cash transfer program can be developed and adopted based on the mechanisms and systems of the existing cash transfer program, which is described in Box 8.

Nationwide Program for LGU Assistance

The program provides a “catch-up mechanism” to assist municipal governments in increasing citizens’ access to basic facilities and ensuring the participation of CSOs in local governance. The program funds projects such as water systems, evacuation facilities, local access roads, small water impounding facilities, and sanitation and health facilities for municipalities nationwide. This

¹ The Cash-for-Work Program is a short-term intervention that provides cash assistance in exchange for services rendered on mitigation, preparedness, response, recovery, and rehabilitation projects. DSWD Administrative Order 15, s.2008 provides the Guidelines for the Implementation of Cash-for-Work Project.

² Emergency Shelter Assistance provides financial aid for the repair or reconstruction of totally or partially damaged houses located in safe sites in disaster-stricken areas. DSWD Administrative Order 17, s.2010 provides the Guidelines on Shelter Assistance of DSWD.

Box 8. *Pantawid Pamilyang Pilipino Program (4Ps)*

The 4Ps is a nationwide conditional cash transfer program for poverty alleviation and human capital accumulation. The program reached over 4.4 million households in 2014. Households selected through the National Household Targeting System receive their cash grants through Landbank and other recognized conduits if: (a) children stay in school; (b) children get regular health check-ups and are de-wormed; (c) pregnant women get their pre- and post-natal care and births attested by professional health workers; and (d) parents participate in a family development session. The program also extends assistance to homeless families and indigenous people.

During the rehabilitation of Typhoon Yolanda-affected areas, the 4Ps system for cash transfer was effectively utilized to reach disaster-affected beneficiaries. The DSWD was able to quickly release a total of PHP 550.5 Million (USD 12.5 Million) to Yolanda 4Ps beneficiaries between November 2013 and February 2014, three (3) months after the disaster struck.

program can be adopted to cover small-scale post-disaster repairs and reconstruction of damaged infrastructure, particularly projects that cannot be covered by LGUs' limited budget. Certain performance criteria and other requirements must be met by LGUs for enrollment into the program.

National Community-Driven Development Program (NCDDP)

This program adopts a community-driven development approach that allows communities to fully participate in the planning, implementation, and monitoring and evaluation of PPAs in their areas. Similar with the National Program for LGU Assistance, this program can also be adopted to cover small-scale post-disaster projects, particularly infrastructure and livelihood projects affecting one (1) or a few communities. The existing mechanism of the NCDDP specific to disaster response, early recovery, and rehabilitation projects, such as the Disaster Response Operational Modality (DROM), can already be adopted. Box 9 contains information on how the NCDDP was utilized for the recovery of communities affected by Typhoon Yolanda.

B. LGU PROGRAMS

Similar to national government programs, existing LGU programs and projects can be realigned to cover LGU-specific rehabilitation and recovery interventions. These programs are funded by the regular income of the LGU and by outside sources, such as grants. This approach can be useful for projects and activities intending to address immediate and early recovery needs since funds are readily available, or for projects that do not require a huge budget given funding limitations.

Box 9. Kalahi-CIDSS National Community Driven Development Program

The Yolanda experience demonstrated the important role that community-driven programs play in the recovery of poor and vulnerable communities from disaster. Under the NCDDP, developmental infrastructure selected by communities were constructed to help in the rebuilding and rehabilitation of communities in affected areas. Of the 847 targeted municipalities, 524 used the KALAHI CIDSS-NCDDP DROM to implement post-Yolanda recovery sub-projects (SPs). Of the total implemented SPs, 83 percent (15,733 SPs) were in Yolanda-affected areas. The construction of roads was the most common SP, but SPs for flood or river control, and community centers or multi-purpose buildings that can be used as evacuation centers, were also in demand in Yolanda-affected areas.

The NCDDP was set up in 2002 to alleviate rural poverty. It has wide geographical coverage operating in the poorest municipalities, which are also the most vulnerable to disasters. The program has a well-established network of community facilitators and community volunteers. A contingent component of the NCDDP was designed to simplify procedures in case of disasters, triggered by the government's declaration of a state of calamity. For example, the contingent component allows for certain types of projects and activities that are otherwise not permitted under regular NCDDP rules, to "better address the recovery needs of communities." Additionally, basic operational procedures are modified to hasten implementation.

C. PARTNERSHIP PROGRAMS

Given challenges with fund availability, absorptive capacity, inadequate technical capacity and other concerns that limit the immediate implementation and delivery of outputs of individual agencies or LGUs, partnership schemes can be an option to explore.

National government-LGU partnership programs

NGAs can collaborate with LGUs by providing funds for NGA projects that are implemented at the local level. The budget of a line agency for a specific rehabilitation and recovery project will be downloaded to the implementing LGU. The project to be implemented can be nationally or locally identified.

This type of scheme can be an option for the implementation of a rehabilitation program that is nationally driven or formulated, but also encourages the wider participation of LGUs in the implementation phase. It is necessary, however, that policy guidance and technical expertise are provided by the national government to LGUs for effective execution of this arrangement. This includes, among others, provision of technical assistance in the preparation of project documents (proposals and programs of work) and guidance on the utilization of funds and liquidation of expenses. Box 10 provides an example of an NGA-LGU partnership program.

Box 10. DILG's Recovery Assistance for Yolanda Program

To help in the reconstruction of infrastructure damaged during the onslaught of Typhoon Yolanda, the DILG funded repairs of some local Infrastructure through the Recovery Assistance for Yolanda Program. With LGU assistance, the DILG identified which LGU facilities – such as provincial or city buildings, public markets, and civic centers – were in need of rehabilitation and repair. The projects were split into two batches. The first batch consisted of the reconstruction of totally damaged structures and the rehabilitation of some partially damaged provincial, city, or municipal infrastructure (PHP 2.01 billion was released in December 2013). The second batch covered the remaining totally damaged city or municipal halls, public markets, and civic centers that were not included in Batch 1, as well as the reconstruction and rehabilitation of barangay halls and facilities (PHP 2 billion was released in June 2014).

The funds were downloaded to the LGUs through the DILG Regional Offices (ROs). The DBM released the funds to the DILG ROs that will then be transferred to the LGUs' respective trust accounts. With these funds, the LGUs can undertake reconstruction work through direct administration (for projects costing PHP 5 million and below) or through contracts from competitive bidding (for projects costing more than PHP 5 million). The fund release and implementation of reconstruction projects were guided by DILG Memorandum Circular No. 150 s. 2013 (Guidelines in the Management of the RAY-DILG Fund) and MC No. 124 s. 2014 (Supplemental Guidelines for Batch 2 - Barangay Facilities).

Aside from LGU projects, the DILG RAY program also funded reconstruction projects implemented by the national government. The Department of Public Works and Highways (DPWH) implemented the reconstruction of totally damaged LGU-owned facilities and structures through a Memorandum of Agreement between the DILG and DPWH.

The DILG's two-step process for transferring funds to LGUs was effective, but could still be improved and institutionalized to speed up post-disaster rehabilitation and recovery.

LGU-to-LGU collaboration

LGUs can partner among themselves for the implementation of projects. Under Section 33 of the Local Government Code, LGUs, through an appropriate ordinance by their local *Sanggunian*, are allowed to group themselves and coordinate their efforts, services, and resources for common undertakings. A memorandum of agreement with the terms and conditions agreed upon by the participating LGUs is executed to formalize the collaboration.

This type of scheme can be an option for the implementation of projects that would benefit several localities and at the same time, promote economies of scale. Some sample projects are roads that cut across several LGUs, bridges that connect two localities, shared production facilities or equipment, and social services facilities such as hospitals or health units and schools.

Government and non-government collaboration

National or local governments can collaborate with NGOs, the private sector, and development partners in the implementation of rehabilitation and recovery projects and activities. Instrumentalities³ are executed to formalize the arrangements for collaboration.

The following sections outline some government and non-government collaboration arrangements that can be used in post-disaster rehabilitation and recovery.

a. *Public-private partnership (PPPs)*

The key aspects of this partnership and its management are detailed in RA 6957, as amended by RA 7718 or the Philippine Build-Operate-and-Transfer Law, its Revised Implementing Rules and Regulations (IRR), and other relevant issuances. RA 7718 and its revised IRR cover all private sector infrastructure or development projects undertaken by NGAs, LGUs, GOCCs, GFIs, and state universities and colleges (SUCs) in accordance with contractual arrangements or schemes authorized by law. The guidelines for PPPs at both the national and local levels are summarized in Box 11.

Box 11. PPP Guidelines for National and Local Projects

PPPs will be subject to the approval and reporting procedure specified under the law:

National projects - The projects must be part of the agency's development programs, and should be approved as follows:

1. Projects costing up to PHP 300 million should be submitted to Investment Coordination Committee (ICC) for approval;
2. Projects costing more than PHP 300 million should be submitted to the NEDA Board for approval upon the recommendation of ICC; and
3. Regardless of amount, negotiated projects should be submitted to the NEDA Board for approval upon recommendation by the ICC.

Local projects - Local projects to be implemented by LGUs should be submitted by the concerned LGU for confirmation, as follows:

4. To the Municipal Development Council for projects costing up to PHP 20 million;
5. To the Provincial Development Council for projects costing more than PHP 20 million, up to PHP 50 million;
6. To the City Development Council for those costing more than PHP 50 million;
7. To the Regional Development Council or, in the case of Metro Manila projects, the Regional Development Council for Metropolitan Manila, for those costing PHP50 million to PHP200 million; and
8. To the ICC for projects costing above PHP 200 million.

³ Instrumentalities are formal arrangements, such as a document, agreement, or a platform. An example is the Philippine Development Forum, an official platform for coordination between the government and development partners.

For local projects, concerned LGUs may formulate additional guidelines and procedures in accordance with the RA and its IRR. In 2016, the DILG issued Memorandum Circular No. 2016-120, which specifies the guidelines for the implementation of PPPs for the People Initiative for Local Governments (LGU-P4). Through this scheme, LGUs can enter into a contractual arrangement with the private sector to implement public infrastructure or services projects. The LGUs are also encouraged to adopt an LGU P4 Code to guide the implementation of such projects.

This arrangement can be used for the implementation of government projects with limited funding resources. This strategy can also help in “better risk allocation, faster implementation, improved services, and possible generation of additional revenue.”⁴

b. Cost-sharing arrangement

In this scheme, the national government or LGU identifies certain PPAs under the rehabilitation and recovery program that can be funded and implemented by partners. The private sector, development partners, and NGOs select what they want to provide among the projects. To facilitate smooth implementation, the government is expected to provide a conducive environment for partners to implement the projects, including assistance in documentary processing and other needed permits. This can also include government right-of-way acquisition, land development, and provision of manpower or labor, specifically for infrastructure projects. Box 12 provides an example of such an arrangement.

Box 12. Rebuilding Marawi through Community-Driven Shelter and Livelihood Support

The “Rebuilding Marawi through Community-Driven Shelter and Livelihood Support” project is being implemented using a cost-sharing arrangement between the UN Human Settlements Programme (UN-Habitat) and the Social Housing Finance Corporation (SHFC).

The collaboration focuses on community-driven shelter construction and livelihood development for the families and communities affected by the Marawi siege. Specifically, the components of the collaboration include the construction of 1,500 permanent housing units for affected households, ten (10) community infrastructure, and the provision of livelihood support, capacity development opportunities, and community development support for households. UN-Habitat and SHFC have specific responsibilities in implementing these components. UN-Habitat is responsible for the construction of permanent housing units and the conduct of livelihood training for communities and partners, among others. The SHFC allocates funds for necessary land acquisition and site development, and facilitating coordination among UN-Habitat and concerned government agencies to ensure the coherence of project components with

⁴ PPP Center. Retrieved on 31 October 2018 from <https://ppp.gov.ph/ppp-program/what-is-ppp/>.

c. Pre-disaster contract or agreement between the government and a private sector partner or international organization

In massive government reconstruction efforts, there are inevitable delays in the implementation of projects due to the slow procurement process, limited absorptive capacity and staff complement of line agencies to implement specific rehabilitation and reconstruction projects, and limited availability of materials. To mitigate these recurring issues, the government can opt to execute a pre-disaster contract or agreement with a private company or international organization to deliver specific rehabilitation interventions.

The Philippines, through the Government Procurement Policy Board (GPPB), issued the Guidelines on the Use of Framework Agreement,⁵ subject to pilot implementation by the DBM-Procurement Service, Department of Education (DepEd), Department of Health (DOH), and Department of National Defense. A framework agreement has the same concept as a pre-disaster contract executed in other countries. However its application is limited to only certain types of projects, such as simple services like janitorial, security, catering, or maintenance work.⁶ It does not cover infrastructure projects⁷ that are implemented during post-disaster rehabilitation.

Given this, it is important that a policy framework for pre-contract agreements specifically for the implementation of rehabilitation projects should be put in place to explicitly indicate what kind of projects can be covered by this implementation scheme and what kind of terms are allowed by law. It is also important to standardize parameters, particularly in terms of quality specifications and cost estimates.

⁵ Annex A of GPPB Resolution No. 12-2017, dated 10 April 2017

⁶ Section 2.2 of the Guidelines on the Use of Framework Agreement

⁷ Section 2.3 of the Guidelines on the Use of Framework Agreement

FINANCING POST-DISASTER REHABILITATION AND RECOVERY

The availability of budget and financing resources is critical in ensuring the implementation of post-disaster rehabilitation and recovery programs. A duly funded rehabilitation and recovery program gives the government credibility and creates public trust that projects and activities will be implemented. Thus, alongside the formulation of the rehabilitation and recovery program, resource mobilization activities should also be conducted to ensure that funds will be generated and a budget will correspondingly be allocated for relevant PPAs.

While the rehabilitation and recovery program is still being drafted, it is important that a post-disaster budget review is simultaneously conducted by the finance and budget agencies as well as by the budget officers of the concerned implementing NGAs and LGUs for the early determination of available resources, financing requirements, and recommended financing strategy. This is most relevant when a budgetary appropriation gap is anticipated that may require a supplementary budget or an appeal for external or international financing assistance. This activity will also indicate concrete fund sources for specific programs and projects.

A. POST-DISASTER BUDGET REVIEW

The post-disaster budget review can initially refer to the results of the PDNA, which provides an initial estimate of needed interventions, or the RaDE, if available. The cost estimations resulting from the budget review can then be assessed against the government's available contingent funds, such as the national or local DRRM funds, regular agency budget savings, insurance payouts, and other government sources. Should there be a shortage of available funds, especially in cases when the government's budgeting process has already been completed for the year, the Congress can decide to issue a supplemental appropriation to cover the financing gap.

When the overall resources of the government are not enough to cover the total financing requirement of the disaster, additional resources need to be mobilized. In this case, the government's Development Budget Coordination Committee (DBCC) will need to review and update its overall financing strategy and mobilize other financing resources like foreign aid or loans, or through the issuance of government securities, such as bonds. The government can also accept contributions and donations from private individuals or organizations.

Aside from this, the government can also tap external resources from multilateral and regional development banks, bilateral development partners, international NGOs, and other international donors. External resources can be accessed through an international appeal for assistance, a donor conference, or direct engagement with the international financial institutions for lending and non-lending services.

With regard to external resources, a programmatic approach for financing can be implemented where resources are matched with a specific sector or intervention. This will result in more organized and coordinated arrangements for financing, and at the same time ensure that there will be no duplication in the funding of projects and activities, thus maximizing the contribution of the private sector and NGOs. In most cases, external resources also cover funding for medium- to long-term projects and activities, particularly in cases of large-scale disasters. International financing institutions are also keen on financing expenditure-heavy projects that are typically implemented over a longer period, such as those required in the aftermath of major disasters. Foreign official development assistance (ODA) loans and grants need to undergo a process of negotiation, authorization, and approval, thus they are generally suited for funding medium- to long-term programs.

B. OPTIONS FOR FUND SOURCES

This section summarizes possible sources of funds and resources for the implementation of government rehabilitation and recovery interventions.

Annual general appropriations

The usual sources of funding for rehabilitation and recovery PPAs are funds under the annual GAA:

a. NDRRMF

The NDRRMF is a lump-sum appropriation in the GAA that can be used for various disaster risk reduction and management activities, including post-disaster rehabilitation and recovery interventions. The fund can be tapped by NGAs, SUCs, GOCCs, and LGUs to fund DRRM projects that are not covered by regular agency and LGU budgets. However, the NDRRMF can only cover rehabilitation PPAs of disasters that occurred in the last two (2) years. Furthermore, LGUs can only access the NDRRMF when its Local DRRM Fund (LDRRMF) is insufficient to cover its rehabilitation activities.

To access the fund, project proposals (whether by a national agency or LGU) should be submitted to the NDRRMC for the review and evaluation of the OCD. The OCD recommends to the NDRRMC which proposals to endorse for approval of the Office of the President. The DBM administers the fund and releases financial resources directly to the implementing agencies or LGUs upon the President's approval of the project proposal. Details on the process and requirements for accessing the NDRRMF are provided in RA10121 and in NDRRMC Memorandum Circular No. 45, dated March 14, 2017.

b. Regular agency budget

Funds for rehabilitation and recovery PPAs to be implemented in the medium- to long-term are usually lodged in agencies' regular budgets. Agencies are advised to include such PPAs in their annual budget proposals to ensure that funds are allocated. This is especially important for PPAs meant to be implemented over multiple years, and which thus require multi-year contracting or obligational authority.

In certain cases, regular agency budgets can also be tapped for funding short-term rehabilitation and recovery PPAs. Commonly, this happens when the existing regular programs have been scaled-up for rehabilitation interventions. In large-scale disasters that have huge funding requirements, a budget modification of allotment is done to enable the utilization of agency savings to cover the funding gap for early recovery interventions.

Box 13. Special Funds for Rehabilitation and Recovery Appropriated in Previous Years

Year	Special Fund	Amount
2016	Yolanda Rehabilitation and Recovery Program	PHP 18.9 billion
2017	Rehabilitation and Recovery Fund	PHP 1.5 billion
2018	Marawi Recovery, Rehabilitation, and Reconstruction Program	PHP 10.0 billion

d. Unprogrammed appropriations and earmarked funds

On the part of the national government, unprogrammed appropriations and earmarked funds created under the law can also serve as fund sources and financing for rehabilitation and recovery PPAs. Unprogrammed appropriations are standby funds in the annual GAA that can be tapped upon the occurrence of events or compliance to conditions stated in the special provisions of the GAA. Actual utilization of unprogrammed appropriations and earmarked funds is governed by prevailing laws and policies, and subject to existing budgeting, accounting, and auditing rules and regulations.

e. Supplemental appropriations

If original appropriations are inadequate for the particular purposes intended due to economic, political, or social conditions (e.g., major disaster occurring in a fiscal year), supplemental or additional appropriations may be authorized by law. This is most commonly seen in cases of large-scale disasters that require an urgent release of a significant amount of funds that cannot be delayed until the enactment of the regular annual general appropriations bill.

LDRRMF

The primary funding source for LGU rehabilitation and recovery PPAs is the LDRRMF. The fund, which is earmarked for DRRM activities, amounts to a minimum of five (5) percent of the LGU’s estimated revenue from regular sources. While the whole LDRRMF can be utilized for post-disaster activities, 30 percent is designated as a quick response fund (QRF), which can only be utilized when the LGU is under a state of calamity.

LGUs can also utilize the unexpended LDRRMF from previous years for its rehabilitation and recovery

PPAs. The QRF, for example, can be unutilized if the LGU did not experience any calamity in a fiscal year. The unexpended LDRRMF is accrued to a special trust fund and will be exclusively used to support DRRM activities of the LDRRMC over the next five (5) years.

NDRRMC-DBM-DILG Joint Memorandum Circular No. 2013-1 provides the guide for LGUs on the allocation and utilization of the LDRRMF, including its unexpended balances.

Disaster risk insurance payout proceeds

Proceeds from the insurance payout can be another source of funds for the repair, reconstruction, or rebuilding of damaged public assets or other government facilities and infrastructure included in the insurance contract. As discussed in Part 2, there are indemnity and parametric insurance facilities for NGAs and LGUs. At the minimum, as mandated under Republic Act 656 or the Property Insurance Law, all public assets at the national and local levels should be insured with the GSIS.

ODA loans and grants, contingent funds, multi-donor trust fund

Depending on the scale and impact of a disaster, and based on the overall financing strategy, the government has the option of tapping into the available ODA. It usually uses these types of financing options for large impact disasters that involve substantial financing requirements.

a. Loans and grants

Depending on the impact of the disaster, the government can take on new loans or restructure existing loans to fund necessary PPAs. Loans can be used to directly finance a specific project, or as budget support to address the budgetary gap resulting from the need to implement the rehabilitation and recovery projects and activities. Similarly, grants, which most often are accompaniments of loans, can finance specific rehabilitation or reconstruction projects or other forms of technical assistance or advisory services.

However, program-type or budget support loans should go through the NEDA Board-DBCC approval process. Project loans – regardless of the amount – or foreign grants, depending on the threshold, will need to go through the NEDA Board-ICC approval process, subject to existing policies and guidelines.

b. Contingent credit

Contingent credit is another form of loan financing option to provide immediately available funds to the government after a disaster. While generally contingent credit loan is intended to finance immediate needs, such as response and relief activities, it can also finance early recovery interventions or even rehabilitation projects. As a quick and flexible source of financing, it can bridge financing while other sources (for example, bilateral aid and other emergency reconstruction loans) are being mobilized following a major disaster. Box 14 outlines an example of contingent credit.

Box 14. Disaster Risk Management Development Policy Loan with a Catastrophe Deferred-Drawdown Option

The Disaster Risk Management Development Policy Loan with a Catastrophe-Deferred Drawdown Option (DPL with CAT-DDO) is an example of a contingent line of credit of the Philippine government with the World Bank. The Philippines initially entered into this loan agreement (First DPL with CAT-DDO) on Sept. 13, 2011 where the full amount was withdrawn from the fund following the needs for financial resources to cover post-disaster interventions for Typhoon Sendong in December of the same year. Following the closure of the First DPL with CAT-DDO in October 2014, the loan agreement was renewed and approved in December 2015 with the Second DPL with CAT-DDO worth USD500 million. On Sept. 27 2018, the amount of USD496 million was withdrawn to cover financing costs to address the widespread impact of Typhoon Ompong. The Second DPL with CAT-DDO has been renewed until September 2021.

The declaration of a state of calamity by the President as a result of a natural disaster triggers the withdrawal option. The DPL with CAT-DDO is available for disbursement at any time within three (3) years from the signing of loan agreement and it can be renewed up to four (4) times, for a maximum period of 15 years.

c. *Multi-donor trust fund (MDTF)*

An MDTF is a form of grant financing involving multiple ODA partners. The concept of an MDTF involves resources from different ODA partners being pooled together with a single set of agreed terms and purposes or objectives. The pooled funds are then administered by a trustee and governed using an oversight structure. Access to and approval of such funds are dependent on the funds' terms of agreement. Box 15 explains how an MDTF was utilized for disaster recovery after Typhoon Yolanda.

Box 15. Typhoon Yolanda MDTF

The Typhoon Yolanda MDTF, with the Asian Development Bank (ADB) as designated trustee, was set up with contributions from the European Union, ADB, and the United Kingdom's Department for International Development.

The Yolanda MDTF was undertaken for several reasons: (a) provision of technical assistance for capacity building on integrating disaster risk reduction and climate resilience considerations into the reconstruction process; (b) financing urgent rehabilitation and reconstruction needs; and (c) co-financing projects of other partner organizations.

To access this MDTF, implementing agencies submit a project proposal for approval of the steering committee, which is composed of the DOF as chair, and oversight agencies (NEDA, DBM, and the Office of the Presidential Assistant for Rehabilitation and Recovery), and development partners (with a minimum contribution of USD5 million) as members.

Source: ADB, Establishing the Typhoon Yolanda Multi-Donor Trust Funds, July 2014 (<https://www.adb.org/sites/default/files/institutional-document/59679/establishing-typhoon-yolanda-multi-donor-trust-funds.pdf>)

d. Humanitarian assistance and emergency funds

Humanitarian assistance and emergency funds – usually provided by bilateral, multilateral, and international development partners and channeled through national government, LGUs, NGOs, the private sector, or academe – can serve as additional sources of funding for recovery and rehabilitation PPAs. These funds can support PPAs that cover the humanitarian or emergency phase, as well as the rehabilitation and recovery phase.

Some examples include ADB’s Asian Disaster Response Fund, support under the ASEAN Plus Three Rice Reserve, bilateral support channeled through international organizations or funds managed by or channeled through UN agencies, programs, or specialized entities such as the World Food Programme, UN Development Programme, and the Food Administration and Organization.

Donations

Development partners, NGOs, private companies, and individual persons may provide cash or in-kind donations as a form of assistance to areas affected by a disaster. A number of companies have corporate social responsibility funds, from which they source their donations. Similar with an MDTF among ODA partners, some private companies also pool their funds into a private sector multi-donor fund through their business organizations or as a conglomeration of companies. NGOs, on the other hand, usually conduct fundraising activities to solicit from partner organizations or individual donors to pool funds for donation.¹

Donations to the government can be provided directly to concerned implementing agencies or to affected LGUs, subject to compliance with prevailing policies and laws. The national agencies that usually receive donations are the DepEd, DOH,² DSWD,³ OCD, and the NDRRMC.⁴ Guidelines are issued by the DBM and the Commission on Audit (COA),⁵ and other concerned agencies for the receipt, utilization, and audit of this type of funds.

LGUs under a state of calamity can also receive funds sourced from other LGUs’ LDRRMF to support DRRM activities. A report on the utilization of the funds received from other LGUs will be submitted to the grantor LGUs. COA Circular No. 2012-002 provides accounting and reporting guidelines for the use of the LDRRMF of LGUs and NDRRMF given to LGUs.

¹ DSWD Memorandum Circular No. 17, s. 2014. Revised Omnibus Rules and Regulations on Public Solicitation.

² DOH Administrative Order 2007-0017 on the Guidelines on the Acceptance and processing of Foreign and Local Donations During Emergency and Disaster Situations.

³ DSWD Memorandum Circular No. 09 Series of 2006 for the procedural Guidelines on the Receipt and Utilization of Donations in Cash and In-Kind.

⁴ NDRRMC Memorandum No. 158 (2017). Enhanced Philippine International Humanitarian Assistance (PIHA)

⁵ COA Memorandum Circular 2014-009 for the Guidelines in the Audit of Disaster Risk Reduction and Management Funds and the COA Circular 2014-002 for the Accounting and Reporting Guidelines on the Receipt and Utilization of NDRRMF, Cash and In-kind Aids/Donations from Local and Foreign Sources, and Funds Allocated from the Agency Regular Budget for DRMM Program.

GFI and GOCCs

GFI and GOCCs have lending facilities that can provide financing for LGU rehabilitation and recovery projects. Under Section 297 of the Local Government Code, LGUs can enter into contract and credit loans with banks and other lending institutions to finance the construction and development of public facilities and infrastructure, including housing projects and other capital investment projects.

Furthermore, GFI and GOCCs can serve as a conduit in providing financing assistance for specific groups, sectors, or individuals affected by a disaster. They can create lending programs for specific groups or individuals that include a housing loan package and credit for business. The lending terms will be agreed upon by the implementing parties. As the nature of the program is for emergency purpose, the terms should be less rigid compared to the regular program of the GFI and GOCCs so that interest rates can be lower or subsidized by the government, and loan maturity can be more long-term.

The following are GFI and GOCCs that have existing financing facilities or programs for disaster-affected individuals, or programs that can be tapped for the development of special lending programs for specific disaster-affected individuals:

- Land Bank of the Philippines
- Development Bank of the Philippines
- Social Housing Finance Corporation
- Home Development Mutual Fund (Pag-IBIG Fund)
- Small Business Corporation
- Government Service Insurance System

Annex D provides a detailed list of financing assistance programs by selected GFI and GOCCs for disaster-stricken areas and affected individuals.

Municipal Development Fund (MDF) under the DOF

The MDF, a special revolving fund for re-lending to LGUs, is a financing option for LGU rehabilitation and recovery projects. This is administered by the MDF office of the DOF. Several loan facilities under the MDF can be accessed to finance disaster rehabilitation and recovery of areas affected by disasters, including the Disaster Management Assistance Fund for financing post-natural disaster activities recovery and restoration activities; the Municipal Fund for financing the rehabilitation of municipal buildings; and the Refinancing Facility to re-finance the existing debt of LGUs, replacing it with more concessional financing terms. Table 6 provides a comparison of these loan facilities.

Table 6. Financing facilities under the MDF which can be used for rehabilitation and recovery programs for disaster-affected LGUs

Facility	Description	Eligible Borrowers	Eligible Proposals or Sub-Projects
Disaster Management Assistance Fund	The facility provides financial support for DRRM initiatives of LGUs (mitigation and prevention, response and relief, and recovery and rehabilitation initiatives) to enhance community resilience to disasters and promote economic growth. ¹	All LGUs nationwide	Initiatives related to prevention and mitigation initiatives, lifesaving activities in response to a natural disaster, as well as immediate post-natural hazard events, and long-term recovery and restoration initiatives
Municipal Fund	The facility was established in partnership with the League of Municipalities of the Philippines. The cost of financing depends on the guidelines set by the MDFO.	All 1st to 6th income class municipalities	Construction, relocation, rehabilitation, and expansion of municipal halls or buildings, including acquisition of lots; other support facilities such as parking areas, vehicular and pedestrian access and circulation, protective structures, landscaping and beautification, etc. ²
Refinancing Facility	The facility covers 100 percent of the financing requirement of the LGU as determined applicable and allowable by the MDFO, such as the outstanding loan (principal and interest) and other fees and charges that will be imposed by the lending institution due to contract pre-termination. ³	All provinces, cities, municipalities, and highly urbanized cities, particularly LGUs with existing loans from GFIs, PFIs, and MDFO	Re-financing payment of existing debt obligations, such as outstanding loans (principal and interest) and other fees and charges the lending institution can impose due to contract pre-termination

¹ MDFO, *Disaster Management Assistance Fund*, <http://www.mdfo.gov.ph/download/new/dmaf.pdf>

² MDFO, *Municipio Fund Facility*, <http://www.mdfo.gov.ph/download/new/municipio.pdf>

³ MDFO, *Refinancing Facility*, <http://www.mdfo.gov.ph/download/refinancing.pdf>

COMMUNICATIONS STRATEGY

In the post-disaster phase, a communication strategy is essential to the success of the government's rehabilitation and recovery efforts. A simple but effective communication strategy facilitates recovery by providing a platform for information exchange, feedback, and issue resolution. It is a tool that can build trust, promote active participation, and ensure consensus on programs and projects among key stakeholders. Given the whole-of-government and whole-of-society approach to rehabilitation and recovery, it is important to maintain the flow of information in a timely manner so that stakeholders will be informed and encouraged to participate in addressing issues and concerns related to reconstruction. Government agencies and LGUs should designate focal points for communications activities and establish reporting mechanisms to facilitate a smooth flow of information. A snapshot report will be helpful in providing an overview of the pressing rehabilitation and recovery issues and emerging trends so that government leaders can make informed decisions. This report can be circulated to agencies and LGUs so that they would have the same information and reference point.

At the onset of the rehabilitation and recovery phase, the lead agency or LGU should design a communications strategy that takes into consideration the social and cultural context of the affected areas. Good communication contributes to other goals of the rehabilitation and recovery program, including transparency, accountability, and good governance. The communication strategy should consider the following components: (a) key principles; (b) core messages; (c) a spokesperson; (d) different forms of communication materials; and (e) communication channels. Details of these components are discussed in the following sections.

A. KEY PRINCIPLES

The following principles may be considered in the development of a sound and effective communications strategy for rehabilitation and recovery efforts:

- Establish communication protocols that would serve as the primary guide for national and local governments and other relevant stakeholders in implementing communication-related activities (discussion of rehabilitation and recovery programs, projects and issues for regular updating and reporting). Identify a focal person or spokesperson who is experienced in addressing the media and the public.
- Manage people's expectations by providing proactive messages to address or clarify recovery issues (like possible delays in the implementation of programs and projects, issues on beneficiaries' selection process, etc.). Establish a feedback mechanism at the national and local levels to allow affected communities to be heard and be responded to. Promote transparency and accountability throughout the recovery process.

- Involve the public and affected communities in the recovery process through the regular reporting of progress, by responding to issues raised, and by providing updates on the plans and timeframes of program implementation. Establish a regular schedule for releasing information and ensure the consistency of data provided to the public.

B. CORE MESSAGES

Core messages are the most important pieces of information that stakeholders need to hear and remember. They are the foundation of the communication strategy and should be used in all communication-related activities. The lead agency or LGU should craft straightforward and consistent messages outlining the following: (a) key roles of the government, the community, and other stakeholders; (b) sectoral rehabilitation and recovery priorities; (c) priority PPAs and their corresponding targets; (d) governing policies for recovery; (e) available rehabilitation and recovery funds; (f) timeframes for project commencement and completion; (g) implementation issues and proposed resolutions; (h) mechanisms for community involvement in the recovery process; and (i) overall progress of the recovery efforts.

Clear, concise, and honest messages will facilitate a common understanding of various rehabilitation and recovery concerns. Proactive and positive messages will help build public trust in government-led rehabilitation and recovery efforts. Customizing the message to specific audiences is also important for the effective delivery of relevant information. As rehabilitation and recovery progress over time, it is necessary to review the key messages to best reflect the situation at a given time.

C. SPOKESPERSON

The messenger is as important as the message, so it is necessary to identify the focal persons or spokespersons for communication-related activities at the national and local levels. The spokespersons lead their agencies or LGUs in promoting the government's activities and providing support for strengthening linkages among other stakeholders. Alongside this, spokespersons are also expected to provide official statements on various rehabilitation and recovery issues. The spokespersons will help maintain a consistent image and a positive reputation for their agency or LGUs.

D. FORMS OF COMMUNICATION MATERIALS

Different forms of communication materials can be used to convey key recovery messages to affected communities and to other stakeholders. Commonly used forms of communication, such as print materials (posters, comics, hand-outs) and electronic communications (videos, radio clips, short films, text messages) will keep the public engaged in the rehabilitation and recovery process. Audio-visual materials are creative options of presenting the progress of the rehabilitation and recovery program as these are more engaging complements to traditional reporting methods.

E. COMMUNICATIONS CHANNELS

A communication channel is how key messages reach stakeholders. The government should indicate in the communications strategy which channels are practical and efficient for the target audience. For effective messaging, the government should select channels that can effectively capture the target audiences' attention. Channels that provide a venue for feedback and open communication among all stakeholders are especially important. Some of these channels include, but are not limited to:

Mass media. The government often utilizes traditional broadcast and print media such as television, radio, and newspapers to disseminate information or address issues relating to the recovery. Local community radio stations can be tapped to serve as venue for spokespersons to release statements and updates, and respond to the public's queries.

Website. An accessible and well-designed rehabilitation and recovery website will serve as a vehicle to disseminate information and provide updates on recovery efforts. The website is a space for statements, feature stories, news articles, and infographics contributed by various stakeholders. This can also be a tool that will allow the public to monitor progress in the delivery of priority projects, and allow individuals to participate in recovery efforts, or pledge additional support.

Social and digital media. Due to its quick reach to vast audiences, the government can use social and digital media for immediate announcements of statements or responses to critical situations. Social media can also be used to monitor public perceptions and receive feedback from stakeholders and the public. Mobile applications for monitoring the progress of the rehabilitation program can also be designed to serve as another platform for citizen engagement. This will help the government reach out to a bigger audience within the country and abroad.

Press briefing. Regular press briefings will be an opportunity for government officials and Local Chief Executives to provide a more in-depth report of the progress of rehabilitation and recovery. As this interface with the media is intended to be held on a regular basis, spokespersons should be prepared with updated information on relevant recovery matters.

Community meetings. Agencies or LGUs can spearhead direct engagement activities such as community dialogs, town hall meetings, and focus group discussions. These community meetings are effective in communicating with target audiences who can not be easily reached through traditional media or for situations where the information that needs to be conveyed is best explained through personal interaction. This channel can be effective for engaging community members and is flexible as the information requirement would vary from one community to another.

Rehabilitation and recovery newsletter. A newsletter is meant to be simple and easy to read and written in the language and style understood by the affected communities. A good newsletter not only informs people about the rehabilitation and recovery progress, but also promotes engagement and interaction in the community. These materials can be distributed during community consultation meetings.

Information hubs. The government can establish knowledge hubs where the general public and other stakeholders can be updated on accurate information on the progress of rehabilitation and recovery efforts. The hubs can feature knowledge products such as program and project brochures, posters, reports, and other relevant information materials on the recovery initiatives of the government. A computer or an interactive facility can host relevant information to increase awareness, encourage the public to participate, and become partners with the government in the recovery process. Dedicated personnel should manage the hub, entertain walk-in visitors, and respond to queries on rehabilitation.

The communication strategy implies that different forms of communications materials and channels can be used for different intended audiences. While these modalities can be used simultaneously, using various methods for different groups helps reinforce the information conveyed by the government. The affected population is more likely to reflect on given information if people are repeatedly exposed to the same messages from various sources. However, it is important that the government views the communication strategy as a work in progress that will need to be updated or revised as feedback is received from the affected population and other stakeholders. The lead agency or LGUs should establish a system to process community feedback, which can be used to implement corrective actions on the ground.

All the components of a communications strategy can be summarized in a way that will allow decision-makers to have a quick look of the issues, key messages, and the channels of communication. Box 16 provides a sample summary of rehabilitation and recovery issues.

Box 16. Sample Snapshot of Rehabilitation and Recovery Issues and Possible Responses

Issue or Concern	Possible Response or Action	Spokespersons	Communication Channels
<p>Delay in the preparation of the rehabilitation and recovery plan</p>	<p>Explain that the preparation of a plan requires thorough vetting and consultation with stakeholders. There are also sensitivities that need to be considered in planning as all interventions must be sensitive to the customs of the areas affected.</p>	<p>Representatives from the lead agency, NEDA, and the LGUs concerned</p>	<ul style="list-style-type: none"> • TV • Radio • Social and digital media • Print • National or local press briefing
<p>Substandard quality of transitional shelters</p>	<p>Discuss the standards and designs being followed. Assure the people that solutions, such as detailed inspection and monitoring of materials and actual construction, will be identified to correct the issue.</p>	<p>Representatives from the lead agency, DPWH, HUDCC, NHA, and LGUs concerned</p>	<ul style="list-style-type: none"> • TV • Radio • Social and digital media • Print • National or local press briefing
<p>Lack of transparency in the use of funds for rehabilitation and recovery</p>	<p>Report on the status of project financing. Specifically, discuss the following:</p> <ul style="list-style-type: none"> • Identified funding sources of projects • Utilization status of government funds (e.g., NDRRMF, agency regular budgets, LGU funds) • Funds pledged, committed, and actually given to the government 	<p>Representatives from the lead agency, DOF, DBM, DFA, and LGUs concerned</p>	<ul style="list-style-type: none"> • TV • Radio • Social and digital media • Print • National or local press briefing
<p>Delay in the implementation of infrastructure projects</p>	<p>Properly explain the reasons for delay and provide a more feasible timetable for project implementation. For social infrastructure, such as education and health facilities, propose options for temporary learning spaces or health stations.</p>	<p>Representatives from the lead agency, DPWH, and agency or LGUs concerned</p>	<ul style="list-style-type: none"> • TV • Radio • Social and digital media • Print • National or local press briefing

PART 5

MONITORING AND EVALUATION



PROGRESS MONITORING

The monitoring of programs and projects and assessment of progress is important in ensuring that the rehabilitation and recovery program stays on track to achieve its intended results. Timely implementation and completion of projects will mitigate or minimize possible aggravation of the impacts of disasters. Monitoring generally involves the reporting of the status of implementation of individual PPAs with respect to inputs, outputs and processes, and problem solving sessions to address the issues and concerns that cause delays in implementation and field validation.

A. ORGANIZATIONAL STRUCTURE FOR MONITORING AND REPORTING

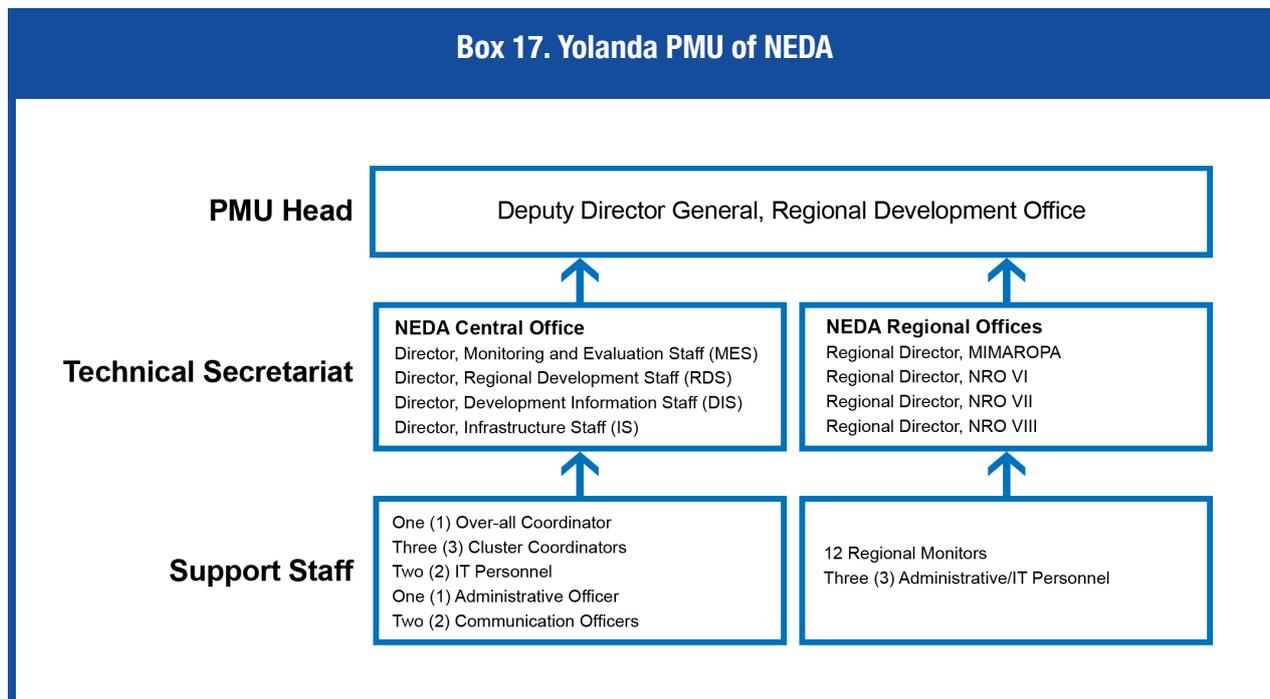
Generally, the monitoring and evaluation of projects should be done by the Local, Regional, and National DRRMCs. OCD will assist the NDRRMC and RDRRMC as its secretariat, and the LGU concerned shall assist the LDRRMC. The concerned council will designate a specific unit that will be responsible for monitoring, or design an internal working arrangement for monitoring future rehabilitation programs and projects. This will ensure that monitoring will not be left out in the planning process and implementation stage.

In cases where a task force or an appointed official is designated to spearhead the rehabilitation and recovery efforts of the government, the monitoring can be done by the task force or the office of the appointed official through the establishment of a project monitoring unit (PMU). However, it is important that a transfer mechanism of the monitoring function be defined at the onset of the rehabilitation program in anticipation of the possible abolition of the task force or ad hoc office, which will consequently abolish the PMU. Sustainability of monitoring activities is necessary to track the completion of the projects, as well as evaluate the projects' impact for possible use in future recovery efforts.

With the establishment of a PMU, its functions and responsibilities should be made clear. The following are the key responsibilities of the unit designated for monitoring:

- establish key performance indicators;
- orient and assist involved agencies on the monitoring system and tool to be adopted;
- consolidate the monitoring reports submitted by agencies and LGUs;
- build, maintain and regularly update the database on the programs and projects monitored;
- coordinate with involved agencies on identified project implementation issues and concerns and recommended actions to be taken;
- prepare periodic status reports on the implementation of programs and projects for submission to the council and to the President, if necessary; and
- validate the status reports of agencies through field assessments of key projects, as necessary.

Box 17 shows the organizational chart of the Yolanda PMU under NEDA as an example structure for a monitoring unit.



B. MONITORING TOOL

An appropriate monitoring tool should be developed or set up by the PMU. It can be developed from existing operational tools, provided that these existing instruments can be easily modified if needed. However, it would be more efficient if a standard tool and templates are used for all rehabilitation and recovery programs at the national and local levels to minimize the need for training staff on using new monitoring tools with every disaster.

In developing or determining what monitoring tool to set up or use, the following are some suggestions to consider:

- A combination of online (web-based) and offline (i.e., MS Excel or MS Access) tracking tools is the most ideal. An online tracking tool is effective for multiple users as updating can be done simultaneously. A complementing offline tracking tool would be useful in cases where problems are encountered in the online system. It should, however, be ensured that these two (2) tracking tools are linked, inter-operable, and that data information can be shared.
- Key features of the tool:
 - simple, user-friendly, and cost-efficient
 - allows for standardized reporting
 - enables data sharing among NGAs, LGUs, and other stakeholders
 - can capture information from required forms of the DBM and other needed information for fiscal responsibility monitoring

Table 7 provides a description of the post-disaster monitoring and evaluation tools used in the monitoring of the Yolanda Comprehensive Rehabilitation and Recovery Program. Annex E contains the monitoring forms used by the agencies for periodic reporting to NEDA as the designated PMU by the President based on Memorandum Circular 54. These tools are still operational and can be adapted by other monitoring units.

Table 7. Sample of Post-Disaster Monitoring and Evaluation Tools

	eMPATHY	NEDA-MES Monitoring System
Features	<ul style="list-style-type: none"> • Web-based; data is accessible to all allowed users • Allows uploading and publishing of project information (project description, funding sources, target output and schedule of project completion, causes of delay, progress, related documents, photos, and videos) • Provides real-time monitoring and updating of reports • Real-time reports can be exported to common file formats (Word, Excel, PDF) • Allows upload of citizen feedback • The Philippine government already has the license for the program 	<ul style="list-style-type: none"> • Allows the use of each NGA's own project monitoring system • Accounts the physical and financial accomplishments • Templates are consistent with DBM forms • Has an established system for problem-solving sessions
Issues	<ul style="list-style-type: none"> • Highly technical and manpower-intensive • Requires a group specially designated to monitor the program in each implementing agency • All monitors or users of the program require training • Effectiveness is highly dependent on the agencies' capability to maintain the program 	<ul style="list-style-type: none"> • Highly dependent on the regular report submission of implementing agencies • Database is in Excel form, thus updating and report generation must be done manually

C. MONITORING AND REPORTING ARRANGEMENTS

Implementing agencies and LGUs usually track the progress of their projects and submit reports to the monitoring unit, which consolidates the monitoring reports and submits to the relevant DRRMC in charge or to the President. Focal persons responsible for coordinating and preparing the monitoring reports should be designated by each implementing agency and LGU to facilitate smooth monitoring and reporting. They will be the counterparts of the monitoring unit in each agency or LGU. In addition, a system for reporting across levels should also be defined, particularly if the lead monitors are at the national level, but the inputs and information would come from the regional or local levels.

The monitoring reports should contain updates on the physical and financial accomplishments of the PPAs under the rehabilitation and recovery program in relation to the target outputs and funding requirements. Highlighting key issues and concerns in implementation and funding will facilitate immediate action or response from other concerned entities and prompt policy direction or advice from the concerned DRRMC.

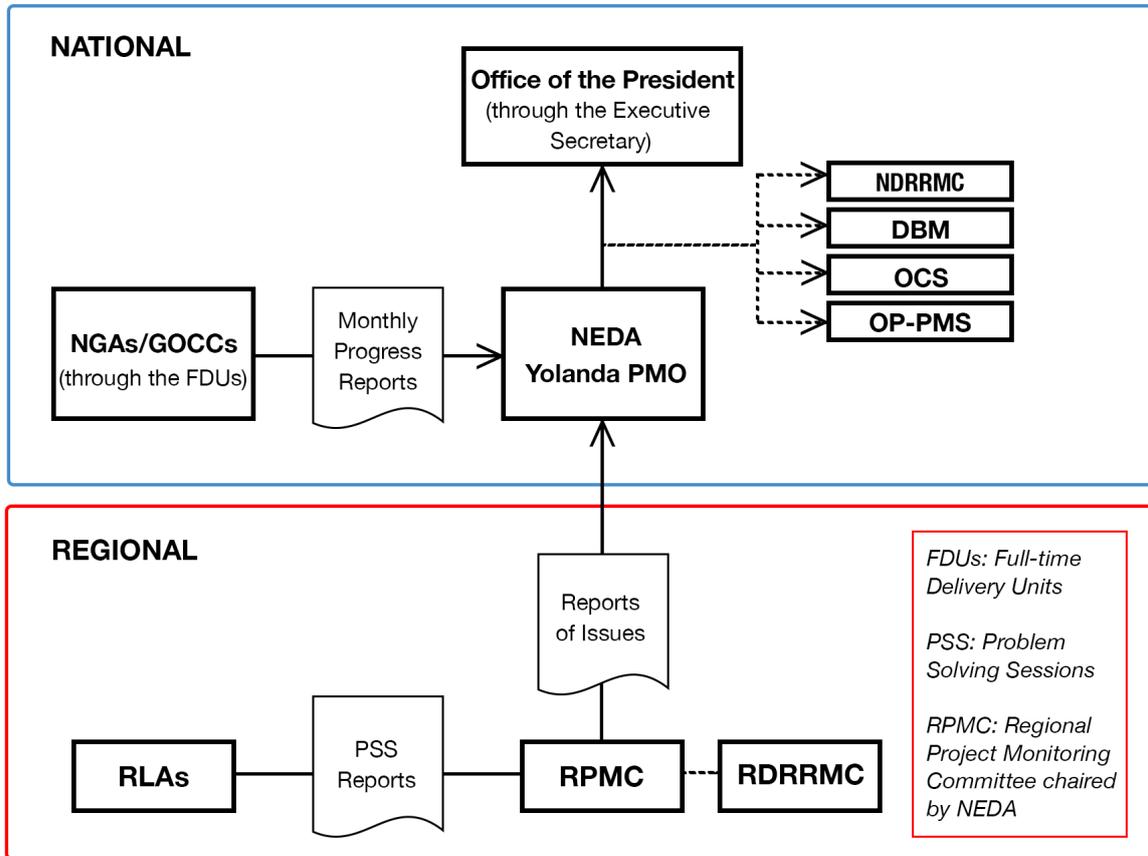
The frequency of agency reports and prescribed date of submission of reports to the DRRMC in charge of the recovery program can vary depending on the prescribed guidelines of the PMU. At the minimum, an annual report should be prepared. However, this does not limit agencies or LGUs from flagging issues and concerns, which may be done more frequently than the formal reporting.

The overall discussion of implementation issues and bottlenecks can be done through an inter-agency platform for problem solving. The platform can follow the planning structure for consistency, with the PMU as lead technical secretariat. The meeting of the inter-agency platform should be done on a regular basis to immediately address issues and concerns.

The PMU, together with agency focal staff, should also conduct periodic field validation activities, particularly for major projects and those that have problematic implementation.

As an example, Box 18 illustrates the monitoring process for the Yolanda Comprehensive Rehabilitation and Recovery Program.

Box 18. Yolanda Comprehensive Rehabilitation and Recovery Program Monitoring Process



OUTCOME EVALUATION

An outcome evaluation can be undertaken to determine the effectiveness and efficiency of interventions. It will assess whether the target outcomes (as indicated in the post-disaster rehabilitation and recovery framework) have been achieved and determine whether the interventions have contributed towards the achievement of target outcomes. This is most relevant for large-scale disasters, where the damages and losses have a huge impact on the communities affected. The results of the evaluation shall guide what other needed assistance should be provided by the government. The lessons learned and recommendations from the evaluation can also serve as a reference to improve policies and projects to be implemented in future rehabilitation and recovery interventions for similar disasters.

Outcome evaluation can be done for the whole rehabilitation and recovery program or for selected sectors, depending on the purpose of the evaluation. Only selected projects are evaluated in consideration of cost efficiency. A set of indicators should be identified as the criteria for project selection. The indicators can include the number of project beneficiaries or affected stakeholders, contribution to overall income growth of the area or to its major economy, number of jobs generated, and provision of basic needs or services in the community.

For an inclusive and balanced evaluation of results, a participatory approach should be adopted where the relevant stakeholders are consulted. While the evaluation can be conducted by a third party expert, the activity should be supervised by a government agency to ensure ownership of the results. It is more effective and efficient if the unit responsible for progress monitoring would supervise the evaluation because staff members are already familiar with the project and activities to be assessed.

ANNEXES

Annex A. Data Requirements

Core Element	Sector	Data	Details	Source
General Information		Land area		PSA/ CDP/ CLUP, NAMRIA/ DENR-LMB
		Topography	Topographic map with description	PSA/ CDP/ CLUP, NAMRIA
		Political subdivision (for higher-level LGUs)		
		Income and Income classification		DOF-BLGF, LGU, Community-Based Monitoring System (CBMS)
		Poverty Incidence		PSA
		Total population	Disaggregated data by urban-rural, subdivision (up to barangay level), age group, and gender	PSA, CBMS
		Population density		PSA
Land Use and Physical Environment	Settlement	Settlement areas	Disaggregated data by subdivision (up to barangay level) with corresponding population count by individuals/families; land use/ zoning map	CLUP, DENR-BMB, PSA, LMB, NAMRIA
	Production	Utilized land	Disaggregated data by land resource, as applicable (agricultural, coastal/marine, production forest, mineral, industrial, tourism, others)	
		Idle land		
	Protection	Protected areas (if any)	Location and physical characteristics of protected areas	
Economic Activity and Livelihood	Agriculture	Labor force participation rate and revenue generated	Disaggregated data by type (public or private), subsector, subdivision (up to barangay level), age group, and gender; include data on existing and proposed support facilities	Local Revenue Office, Public Employment Service Office
	Industry			
	Services	Number of MSMEs		
	MSMEs	Number of farmers and fisherfolk		
	Informal sector	Agricultural infrastructure and other production and post-harvest facilities		

Core Element	Sector	Data	Details	Source
Infrastructure	Transportation	Roads (National, Provincial, Municipal, Barangay)	Include total length, classification by surface type (paved or unpaved) and condition	DPWH, Local Engineering Office (for local public works)
		Bridges	Include total length, classification by type (permanent or temporary) and condition	
		Airports	Include classification (International, Principal - Class 1, Principal Class 2, Community, Military, Unclassified), passenger and freight statistics, and conditions of PTB/runway	DOTr, CAAP
		Seaports	Include classification (commercial, RORO, fishing [regional], fishing [communal], feeder, unclassified), passenger and freight statistics, and conditions of PTB/port	DOTr, PPA, LGU (for locally managed ports)
	Communications	Telephone services (landline and mobile), television, radio, print, internet coverage, broadband area coverage	Include data on number of subscribers, users or clients, and total value and of physical asset	DICT, Local Assessor's Office
	Power	Transmission lines, distribution facilities, power plants (e.g., hydroelectric, nuclear, coal, geothermal)	Include status of electrification and water supply to households and businesses, and physical conditions of facilities and equipment	DOE, NEA
	Water	Reservoirs, distribution facilities, pumping stations, treatment facilities		LWUA, Local Water District, CBMS
	Government	Government buildings and facilities (national and local buildings)		LGU
	Social Infrastructure	Education facilities (schools, training facilities, etc.)	Include classification (Public Basic, Private Basic, State College, State University, Private College, Private University, Technical-Vocational, Review, Training), description (building type, number of stories), and physical condition	DepEd, School Divisions, CHED
		Health facilities (hospitals, rural or barangay health units)	Include classification (Government General, Government Specialty, Private General, Private Specialty, Primary Care, Custodial Care, Diagnostic/ Therapeutic, Specialized Out-Patient), description (e.g., building type, no. of stories, bed capacity), and physical condition	DOH, Local Health Office
Agriculture	FMRs, irrigation facilities	Include number, reach of service area, and condition	DA, NIA, Local Agricultural Office	
Other Support Infrastructure	Warehouses, waste management facilities		LGU	

Core Element	Sector	Data	Details	Source
Housing	Community		Include data on existing and proposed facilities, type of shelter by material, and possible areas for future resettlement sites	PSA, LGU, Local Housing Board, National Housing Targeting System (NHTS), CBMS, CLUP
	Private Subdivision			
	Informal Settlement			
Social Services	Health	Health services	Include data on level or category, bed capacity, type of services provided, number of personnel	DOH, Local Health Office, CBMS
	Education	Education services	Include data on classification, enrolment, available facilities, teacher-student ratio, student-classroom ratio)	DepEd, School Divisions, CBMS
	Government	Government services	Include data on type or frequency of service (licensing, regulation, registration, emergency support)	LGU
Hydro meteorological and Geologic Hazards		Hazard prone areas	Include flood-prone or landslide-prone areas, fault lines, and susceptibility maps for each hazard	MGB/ PHIVOLCS, CLUP
Peace and Security		Existing armed groups	Include data on identified insurgent groups and other armed illegal groups	

Annex B. Agency Rehabilitation and Recovery PPAs

Program	Agency	Program Description
Implementation of Alternative Delivery Modes/ Flexible Learning Options (ADMs/FLOs) for Learners Outside of Schools	DepEd	The program was intended initially to decongest classrooms and address absenteeism. However, it has since been offered by DepEd as a rehabilitation and recovery intervention in situations where school buildings are damaged and learners are in transitional shelters or evacuation sites.
Tamang Serbisyo sa Kalusugan ng Pamilya (TSeKaP)	DOH	The program includes a complete physical examination and laboratory tests. Immunization, deworming, micronutrient supplementation, and dental services are also given. This is also implemented as a rehabilitation and recovery program for internally displaced people.
Pantawid Pamilyang Pilipino Program (4Ps)	DSWD	Offered to affected families in the RRP, this program provides cash grants to the poorest families (with waived conditions in the case of the BMCRRP) for health and education.
Tulong Panghanapbuhay sa ating Disadvantaged/ Displaced Workers (TUPAD) Program or the Emergency Employment Program (EEP)	DOLE	TUPAD is an emergency employment assistance program for displaced, underemployed, and unemployed (poor) workers. It is a community-based employment program, with opportunities ranging from beautification work, street cleaning, and de-clogging and maintenance of canals.
Knowledge Sharing, Inputs Acquisition, Training on Entrepreneurship, and Skills Acquisition (Kabuhayan Starter KITS Project)	DOLE	This livelihood formation program targets workers in the informal economy, those with special concerns and displaced workers. It provides beneficiaries with production skills training, livelihood starter kits (tools, equipment, materials and inputs), and advisory or consultancy services.
Enterprise-Based Training	TESDA	These are training programs conducted with companies and retrofitted according to the needs of the local industry. It includes apprenticeship and on-the-job-training.
Sustainable Livelihood Program (SLP)	DSWD	The SLP is a community-based program that provides for skills training, livelihood grants, and employment assistance for poor Filipinos to improve their socioeconomic conditions. Beneficiaries are given two (2) track options: (a) micro-enterprise development track or (b) employment facilitation track. Prerequisite to these, the DSWD conducts social preparation and capacity-building activities.
Cash-For-Work	DSWD	This is a program that provides unemployed or underemployed individuals with temporary work, enabling them to have a source (or alternative source) of income.
Shared Services Facilities (SSF)	DTI	The project is aimed at improving the competitiveness of Micro, Small, and Medium Enterprises (MSMEs) through the provision of machineries, equipment, tools, systems, skills, and knowledge that match local needs.
Commodity-based Training Programs	DA	The Agricultural Training Institute of the DA offers training programs aimed at strengthening the competitiveness of farmers and fisherfolk.
Banner Programs on Corn, Rice, Livestock, High Value Crops, and Organic Agriculture	DA	These banner programs of the DA include seed distribution to farmers, production support for technology adoption, insecticides or pesticides, training, research and development, installation of irrigation, machinery/equipment/facilities support, and post-harvest facilities.

Annex C. List of PPAs

[1] Priority Programs/ Projects/ Activities (PPAs)	[2] Location/ Site	[3] Total Funding Requirement	[4] Annual Breakdown of Funding Requirement			[5] Funding Source	[6] Implementing Agencies/ LGUs	[7] Timeframe/ Implementation Period
			Year 1	Year 2	Year 3			

NOTES:

1. Priority PPAs refers to short-term (for implementation within a year), and medium-term (for implementation within the next 3 to 4 years) interventions, which are prioritized based on a specific set of criteria identified by the agency. These can be categorized by sector.
2. Location/site refers to the municipality/city/barangay where the PPA will be implemented or located.
3. Total Funding Requirement refers to the aggregated cost of the annual funding requirement.
4. Annual breakdown of funding requirement refers to the monetary value, in pesos, of the PPA for each year of implementation
5. Funding Source may be national government, local government, private sector, or development partner. If the specific fund facility is known, this can also be indicated (i.e., NDRRMF, Agency regular budget, LDRRMF, ODA, donations). The specific name of the organization can also be indicated in the case of private sector and development partner-funded PPA.
6. Implementing agencies/LGUs refers to the specific NGA and LGU responsible for executing the PPA.
7. Timeframe/implementation period refers to the number of months/years or the exact months/years (Jan 2018 – Mar 2018) that the PPA will be implemented.

Annex D. List of existing loan facilities/programs for post-disaster financing assistance offered by Government Financing Institutions/Government Owned or Controlled Corporations

Program	Description	Type of Post-Disaster Financing Assistance for Possible Coverage
Land Bank of the Philippines		
Countryside Financial Institutions - Calamity Assistance Program (CFI-CAP)	The program offers term-loan rediscounting to eligible country financial institutions, whose loan portfolios were affected by natural calamities. ¹	This can be tapped by LGUs in developing a loan program that will provide financial access to private individuals and entrepreneurs to recover from their disaster losses.
LBP CaReS	This program offers loan restructuring for an additional three (3) years and rehabilitation credit for LGUs, SMEs, home buyers, cooperatives, NGOs, and CFIs affected by a disaster. Loans under the program can be used for rehabilitation, construction, or acquisition of facilities affected by the disaster. It also provides loans for working capital of SMEs and for augmentation of cooperatives' and CFIs' capital for on-lending to small farmers, fisherfolk, and MSMEs. ²	<p>The LGU can apply for a loan in this facility to finance the reconstruction or rehabilitation of damaged public infrastructures.</p> <p>This can also be tapped by LGUs and implementing agencies in developing a credit program for affected MSMEs, cooperatives, farmers, and fisherfolk to be used as start-up or working capital; and for individuals or community organizations to be used for rebuilding their damaged houses and community facilities.</p>
Development Bank of the Philippines		
Residential Real Estate Financing Program (RREFP)	<p>This program offers financing support for shelter production and tenure for employees in the public and private sector, OFW families, new households, and homeless Filipinos. The program can be accessed by LGUs, government agencies for employee housing projects, private sector groups, private developers, cooperatives, microfinance institutions, private financial institutions, NGOs, homeowner associations support by an LGU guarantee, private companies for their employees, and PPPs for housing projects.</p> <p>The loan can be used for land acquisition, site development, shelter construction, housing microfinance, and project preparation financing.³</p>	This can be tapped by LGUs and implementing agencies in developing post-disaster housing financial assistance packages for the affected population that will supplement the regular NHA or LGU transitory and permanent housing programs.

Program	Description	Type of Post-Disaster Financing Assistance for Possible Coverage
Water for Every Resident (WATER) Program	The program finances water supply programs of private companies, water districts, LGUs, PFIs, and MFIs for their capital investment, working capital requirements, refinancing of existing loans, consultancy services, and other project preparation activities. ⁴	This can be tapped by LGUs and implementing agencies in developing a loan program that will provide financial access to private companies, including GOCCs, to recover from their disaster losses. The program can cover the rehabilitation or reconstruction of damaged facilities and equipment, working capital, and additional investments needed.
Disaster Risk Reduction under the Green Financing Program	DBP's Green Financing Program provides financing and technical assistance to LGUs, private corporations or enterprises, GOCCs, NGAs, cooperatives or associations, PFIs, and MFIs in the adoption of disaster risk reduction measures. The program can be tapped to finance capital investments, initial working capital, consulting services, and refinancing of existing operational projects. ⁵	The LGU can apply for a loan in this facility to finance the reconstruction or rehabilitation of damaged public infrastructure, particularly those that contribute to disaster resilience-building.
Sustainable Health Care Investment Program	The program offers a credit program for healthcare investment projects that promote availability, accessibility, and affordability of healthcare services to people belonging to the lowest income group. It can be tapped by LGUs, government-owned hospitals, private healthcare providers, partnerships, joint ventures wholesale, and DBP accredited rural or thrift banks and MFIs for relending. The program can finance the construction, expansion, rehabilitation, or upgrade of hospitals and medical clinics, acquisition of medical and nonmedical equipment, working capital for the preparation of feasibility studies, engineering designs, and others. ⁶	The LGU can apply for a loan in this facility to finance the reconstruction, rehabilitation, or upgrading of damaged public health hospitals and other related facilities (i.e., rural health units, barangay health clinic), including for preparation of feasibility studies for a new health facility to be constructed.
Home Development Mutual Fund (PAGIBIG Fund)		
Calamity Loan Program	The program is offered for qualified Pag-IBIG members in areas declared to be under a state of calamity to avail of loans equivalent to 80 percent of their total accumulated value. ⁷	This can be tapped by LGUs and implementing agencies in developing housing financial assistance packages for the affected population that will supplement the regular NHA or LGU transitory and permanent housing programs.

Program	Description	Type of Post-Disaster Financing Assistance for Possible Coverage
Social Housing Finance Corporation (SHFC)		
Localized Community Mortgage Program (LCMP)	The program provides financial assistance to LGUs for the acquisition of land occupied by informal settlers and land where informal settlers will be relocated for their socialized housing projects. ⁸	The program can serve as support for LGU post-disaster housing programs that require land acquisition.
Abot Kaya Pabahay Fund - Development Loan Program (AKPF-DLP)	The program is intended for financing site development or improvement and house or building construction in SHFC-built communities. It is available for government and private proponents of socialized housing projects. ⁹	The program can serve as support for LGU and national government post-disaster housing programs specifically for land development and housing construction.
Small Business Corporation		
Pondo sa Pagbabagao at Pag-asenso (P3)	This program provides alternative funding sources for qualified MSMEs, including market vendors and sari-sari store owners, through microfinancing institutions or cooperatives. This program can also be used for business expansion and additional supplies or inventory. ¹⁰	This can be tapped by LGUs and implementing agencies in developing livelihood-related financial assistance packages for affected enterprises.
Government Service Insurance System		
Emergency Loan	The Emergency Loan program is offered by GSIS to qualified members in areas affected by disasters and declared under state of calamity. ¹¹	The loan program will serve as an accessible form of financial assistance for government employees to recover from their losses due to disaster.

¹ Source: <https://www.landbank.com/calamity-assistance-program>

² Source: <https://www.landbank.com/lbp-cares>

³ Source: <https://www.devbnkphl.com/UserFiles/Residential%20Real%20Estate%20Financing%20Program.pdf>

⁴ Source: <https://www.devbnkphl.com/UserFiles/Water%20for%20Every%20Resident%20Program.pdf>

⁵ Source: <https://www.devbnkphl.com/UserFiles/Green%20Financing%20Program.pdf>

⁶ Source: <https://www.devbnkphl.com/UserFiles/Sustainable%20Health%20Care%20Investment%20Program.pdf>

⁷ Source: [http://www.pagbigfund.gov.ph/faqpdf/FAQ%20CALAMITY%20FINAL%20\(7-14-17\).pdf](http://www.pagbigfund.gov.ph/faqpdf/FAQ%20CALAMITY%20FINAL%20(7-14-17).pdf)

⁸ Source: <http://www.shfcph.com/LCMP%20fastfacts.pdf>

⁹ Source: http://www.shfcph.com/Abot-Kaya_Pabahay_Fund.html, <https://djecexplains.wordpress.com/2012/10/12/abot-kaya-pabah/>

¹⁰ Source: <https://www.dti.gov.ph/businesses/pondo-sa-pagbabago-at-pag-asenso#frequently-asked-questions>

¹¹ Source: <http://www.gsis.gov.ph/active-members/loans/emergency-assistance-loan/>

Annex E. Yolanda Monitoring and Reporting Forms

Rehabilitation and Recovery Programs and Projects										M&E Form 1
Financial Status of Reconstruction Assistance for Yolanda Programs and Projects (in PHP)										
Region:										
Implementing Agency:										
As of (Date)										
							Disbursements (PHP)			
Program/ Project/ Activity	Location	Total Funding Requirement (PHP)	Allotment Releases to date (PHP)			Total Unreleased Amount (PHP)	Disbursements (PHP)			Total Undisbursed Amount (PHP)
			Previous Releases	Releases this Quarter	Total Releases		Previous Disbursement	Disbursement this Quarter	Total Disbursement	
		(A)	(B)	(C)	(D)=B+C	(E)=A-D	(F)	(G)	(H)=F+G	(I)=D-H
Cash for Work -Land Prep and clearing (ha.)	Palo, Leyte	150,993,636.00	140,923,636.00	10,070,000.00	150,993,636.00		107,830,935.55			43,162,700.45
TOTAL		150,993,636.00	140,923,636.00	10,070,000.00	150,993,636.00		107,830,935.55		107,830,935.55	43,162,700.45
Prepared by:					Approved by:					
Name:					Name:					
Designation:					Designation:					

Yolanda Rehabilitation and Recovery Programs and Projects	Yolanda M&E Form 2
Form 2: Quarterly Physical Status of Reconstruction Assistance for Yolanda Programs and Projects	

Region:

Implementing Department/ Agency:

As of (date)

Program/ Project/ Activity	Location	Start Date	Target Completion Date	Total Target Outputs		Cumulative Accomplishments (Completed PPAs) as of reporting Period	Actual Physical Accomplishment		Variance [a]-[b]	Remarks
				Unit	Total Target Outputs [a]		Accomplishment for the Quarter	Cumulative Total [b]		
Cash for Work -Land Prep and clearing (ha.)	Palo, Leyte	March 2014	Dec 2016	ha	75,012			35,159	39,854	0

Prepared by Name: Designation	Approved by: Name: Designation
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Program/ Project/ Activity	Total Funding Requirements			Completed PPAs as of reporting period		Ongoing PPAs as of reporting period		Under Procurement/ DED as of reporting period		Not yet started	
	Amount (PHP)	Physical Target	Indicator/ Unit	Disbursed Amount (PHP)	Physical Accomplishment*	Allocated Amount (PHP)	Physical Target	Allocated Amount (PHP)	Physical Target	Allocated Amount (PHP)	Physical Target
Cash for Work -Land Prep and clearing	150,993,636.00	75,012	ha	107,830,935.55	35,159	10,923,854.45	1,853	-	-	10,070,000.00	38,000

Prepared by:

Name:

Designation:

Guidelines:

Project Category - Title of program, project, or activity as indicated in the CRRP or approved for Yolanda rehabilitation/reconstruction

Total Funding Requirements

Amount (PHP) - Total amount required to finance the implementation of the PPA. This should be the sum of the following (as applicable): (a) amount originally approved under CRRP; (b) additional approved funding (i.e., approved during the 22 April Cabinet meeting), and (c) funds pending approval by DBM. Indicate actual amount in peso.

Physical Target - Total target quantity to be accomplished from start to end of PPA implementation.

Indicator/Unit - Unit of the target output (e.g., km of roads, ha of land, no. of schools built, bags of seeds) to be accomplished from start to end of implementation.

Completed as of reporting period

Disbursed Amount (PHP) - Payments made by agency for purchase of goods (e.g., construction materials) and services (e.g., hiring of consultants) for completed outputs. Indicate actual amount in peso.

Physical Accomplishment - Quantity of completed PPAs as of reporting period

Ongoing as of reporting period

Allocated Amount (PHP) - Amount required to finance approved ongoing PPAs. Indicate actual amount in peso.

Physical Target - Quantity of ongoing PPAs as of reporting period

Under Procurement/ DED

Allocated Amount (PHP) - Amount required to finance approved ongoing PPAs under procurement/ detailed engineering design stage. Indicate actual amount in peso.

Physical Target - Quantity of ongoing PPAs under procurement/ DED status

Not yet started

Allocated Amount (PHP) - Amount required to finance approved PPAs yet to be started. Indicate actual amount in peso.

Physical Target - Quantity of PPAs that have not started.

NDRRMC RESOLUTION



REPUBLIC OF THE PHILIPPINES
NATIONAL DISASTER RISK REDUCTION AND MANAGEMENT COUNCIL

National Disaster Risk Reduction and Management Center, Camp Aguinaldo, Quezon City, Philippines

RESOLUTION APPROVING THE REHABILITATION AND RECOVERY PLANNING (RRP) GUIDE

NDRRMC RESOLUTION NO. 01, s. 2019

WHEREAS, the Philippines ranks third among all of the countries with the highest risks worldwide in the World Risk Report 2018, at least 60 percent of the country's total land area is exposed to multiple hazards, and 74 percent of the population is susceptible to their impact;¹

WHEREAS, disasters carry with them unsettling consequences upon the people, especially the poor and marginalized. These consequences include, death, injury, displacement of families, loss of livelihood, deceleration of the economy, and interference of service delivery, among others;

WHEREAS, post-disaster recovery as defined in the Philippine Disaster Risk Reduction and Management Act of 2010 (RA10121), is the restoration and improvement where appropriate, of facilities, livelihood and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors, in accordance with the principles of "*build back better*;"²

WHEREAS, the National Disaster Risk Reduction and Management (NDRRM) Plan is identified as a key strategy for effective response and faster post disaster rehabilitation and recovery; the conduct of a pre-disaster recovery planning based on the NDRRMP involves creating disaster scenarios, determining key areas of intervention at any given time in the recovery process and strengthening post disaster recovery organizations;

¹ GFDRR, 2017

² RA 10121, Section 3 paragraph (aa)

WHEREAS, to ensure that the interventions are geared toward the achievement of the goal and objectives for disaster rehabilitation and recovery, a comprehensive and inclusive framework for post disaster reconstruction should be in place that will guide the whole planning process;

WHEREAS, the National Economic and Development Authority (NEDA), in line with its mandate as Vice Chair for Disaster Rehabilitation and Recovery of the NDRRMC, formulated the Rehabilitation and Recovery Planning Guide which provides the rehabilitation and recovery framework, the rehabilitation planning process and plan structure, institutional arrangements for plan coordination, implementation mechanisms and proposed monitoring and evaluation arrangements;

WHEREAS, the Planning Guide, which is based on lessons learned from earlier disasters and on global good practices on disaster rehabilitation and recovery, was subjected to series of consultations and roundtable discussions with selected government agencies and key stakeholders from Civil Society Organizations (CSOs) / Non-Governmental Organizations (NGOs) and development partners to confirm their identified roles in the rehabilitation process and to solicit comments and recommendations on the draft document;

WHEREAS, on 18 March 2019, the NDRRMC-Technical Management Group for Rehabilitation and Recovery has endorsed the Planning Guide for approval of the NDRRMC Full Council;

The Council **RESOLVES** as it is hereby **RESOLVED**, to approve the Rehabilitation and Recovery Planning Guide, and to have the same be disseminated to the members of the NDRRMC, Regional and Local DRRMCs, heads of national government agencies, constitutional offices, State Universities and Colleges (SUCs), Government Owned and Controlled Corporations (GOCCs), Provincial Governors, City and Municipal Mayors, members of the local Sanggunian, local finance committees and other concerned agencies for its immediate implementation. It is further resolved that the Council, through the Office of Civil Defense (OCD) shall

monitor the implementation of the Rehabilitation and Recovery Guide and shall provide technical assistance to the LGUs as necessary to ensure its implementation.

Done this 20th day of March 2019 at the Department of National Defense, Camp General Emilio Aguinaldo, Quezon City.



SECRETARY DELFIN N LORENZANA
Department of National Defense
Chairperson



SECRETARY FORTUNATO T DELA PEÑA
Department of Science and Technology
Vice-Chairperson for Prevention and Mitigation



SECRETARY EDUARDO M AÑO
Department of Interior and Local Government
Vice-Chairperson for Preparedness



SECRETARY ROLANDO JOSELITO D BAUTISTA
Department of Social Welfare and Development
Vice-Chairperson for Response



SECRETARY ERNESTO M PERNIA
National Economic and Development Authority
Vice-Chairperson for Rehabilitation and Recovery





The Disaster Rehabilitation and Recovery Planning Guide provides an overall framework and planning reference for the national, regional, and local levels to simplify post-disaster rehabilitation planning. It proposes a more general rather than specific approach to recovery planning so that it can be applied to any type of disaster and adapted to disasters of varying magnitudes.