

Administrative Order

No. 17
Series of 2010

SUBJECT: OMNIBUS GUIDELINE ON SHELTER ASSISTANCE

I. Rationale :

The Philippines is situated in the circum-Pacific seismic belt, popularly known as the "Pacific Rim of Fire", whose movements create mountain ranges, volcanoes, earthquakes and tsunamis. It has 220 volcanoes, 21 of which are active. It has also geographical fault lines crossing the archipelago and thus making it an earthquake prone country.

The country is also situated along the Western Pacific Basin, the world's busiest typhoon belt, with the average of 20 typhoons hitting the country per year. Also, the coastal and swamp areas are prone to floods and storm surges during typhoons.

The DSWD began its shelter assistance project in the late 1970's thru the provision of Emergency Shelter Assistance (ESA) to repair partially damaged houses of family victims of disaster.

In 1987, super typhoon "Sisang" which struck the country left 200,000 families homeless. The devastation prompted the Philippine government thru the DSWD to initiate a program of providing typhoon resistant low cost housing which the people and affected families could build themselves using low cost materials.

Thus, in 1988, AO 76 known as "Implementing Guidelines for Core Shelter Assistance Pilot Project for the Rehabilitation of Victims of Typhoon "Sisang" and other Disasters" was formulated to implement the Core Shelter Assistance Project (CSAP) which was later amended thru AO 101 series of 1989 known as "Implementing Guidelines for Core Shelter Project (CSAP)". The guideline not only provided the structural requirement of the core shelter but also laid down the different components for its implementation such as social preparation and financial assistance, among others.

In 1991, the DSWD Core Shelter Design won the World Habitat Award in London considering its strong environmentally friendly structural design. The World Habitat Award, is an award giving body whose main advocacy is on hazard resistant shelter designs.

In 2000, the "all out war" declared by the government against the MILF rebels in Regions XI, XII and ARMM rendered close to ten thousand (10,000) homeless families. Distinct from the CSAP design, the DSWD provided limited financial or material assistance for the construction of housing units using locally purchased housing materials, giving consideration to their cultural designs and with participation of the beneficiaries thru the ' Bayanihan scheme".

The Department as Vice Chairperson for Disaster Response of the National Disaster Risk Reduction and Management Council (NDRRMC) acts as lead agency in providing relief and rehabilitation services to disaster victims. In an effort to help family-victims of various disasters to start their lives anew, the government in response has implemented various programs such as the DSWD Core Shelter Assistance and Shelter Assistance Program under the Program Management Bureau. The Department enhanced the implementing guidelines by ensuring that the area where the resettlements or houses will be built are not prone to hazards and certified as safe area by authorized agency such as DENR- Mines and Geo-Science Bureau (MGB), DOSTs PHILVOCS / PAG-ASA.

With the many types of shelter assistance that have evolved since its implementation and with the objective of updating the project requirements, there is a need to consolidate shelter assistance under one project hence, an omnibus guideline for the purpose is hereby promulgated.

II. Legal Basis:

1. **Presidential Decree (PD) 1566 (dated June 11, 1978)** – “Strengthening of the Philippines Disaster Control, Capability and Establishing the National program on Community Disaster Preparedness”.
2. **DSWD Administrative Order 76, Series of 1988** – Implementing Guidelines for Core Shelter Assistance Pilot Project for the Rehabilitation of Victims of Typhoon Sisang and other Disasters.
3. **DSWD Administrative Order 101, Series of 1989** – Amendment to Administrative Order Number 76, Series of 1988 – Implementing Guidelines for Core Shelter
4. **Republic Act 8185** – Amends section 324 of the Local Government Code, authorizing the local government units to declare state of calamity and use of 5% of its budget for disaster management.
5. **Republic Act (RA) 7160** – The **Local Government Code of 1991** is supportive of the goals and objectives of the disaster preparedness, prevention and mitigation programs. The law strengthens local autonomy through devolution of the basic services functions of the national agencies to the local government units.
6. **Executive Order No. 15, Series of 1998** – “Redirecting the functions and Operations of the Department of Social Welfare and Development”.
7. **DSWD Administrative Order Number 15, Series of 2008** - Guidelines on the Implementation of the Cash-for-Work (CFW) Project.

8. **Republic Act No. 10121** - known as the “**Philippine Disaster Risk Reduction and Management Act of 2010**”. An Act Strengthening the Philippine Disaster Risk Reduction and Management System, Providing for the National Disaster Risk Reduction and Management Framework and Institutionalizing the National Risk Reduction and Management Plan, Appropriating Funds Therefore And for Other Purposes.

III. *Project Description:*

Shelter assistance is meant to assist family victims of disaster to acquire decent shelters. It is made available to family-victims whose houses were totally or partially destroyed by either natural or manmade disasters.

The eligibility for the assistance is based from a set of criteria wherein the assessment and recommendation of the City / Municipal Social Welfare and Development Officers (C/MSWDOs) following a set of criteria provided by DSWD through this guideline and validated by the DSWD Field Offices. Prioritization is determined based on criteria indicated in this guideline in consideration of the funds available for the purpose.

IV. *Definition of Terms:*

1. **DISASTER** – a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impact which exceeds the ability of the affected community or society to cope using its own resources. Disaster is often described as a result of the combination of the exposure to hazards; the conditions of vulnerability that are present; and insufficient capacity or measures to reduce or cope with the potential negative consequences. Disaster impacts may include loss of life, 565
2. **4injury, diseases and other negative effects on human, physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption and environmental degradation.**
2. **EMERGENCY** – unforeseen or sudden occurrence especially danger demanding immediate action.
3. **DISASTER MITIGATION** – the lessening or limitations of the adverse impact of hazards and related disasters. Mitigation measures encompass engineering techniques and hazard-resistant construction as well as improved environmental policies and public awareness.
4. **REHABILITATION / RECOVERY** – measures that ensure the ability of the affected communities / areas to restore their normal level of functioning by rebuilding livelihood and damaged infrastructures and increasing the community's organizational capacity.
5. **DISASTER FAMILY ACCESS CARD** - is a card issued to victims of disaster / internally displaced persons (IDPs) indicating the general information of the family head and its members and the assistance provided.

- 6. LOCAL DISASTER RISK REDUCTION AND MANAGEMENT COUNCIL** – the existing organization established at the provincial, city, municipal and barangay levels created pursuant to Republic Act 10121, known as the “Philippine Disaster Risk Reduction and Management Act of 2010, responsible for setting the direction, development, implementation and coordination of disaster risk management program within their jurisdiction.

V. Types of Shelter Assistance:

1. Core Shelter Assistance (CSA):

CSAP is one of the interventions under the Disaster Mitigation and Preparedness. It aims to provide environment friendly, structurally strong shelter units that can withstand up to 220 kph wind velocity, earthquakes up to intensity 4 of the Richter scale and other similar natural hazards in relocation sites provided by the national or local government units and using locally available materials to revitalize local economy. This may be provided to family-victims of disasters.

2. Modified Shelter Assistance (MSA):

The provision of limited financial or material assistance to augment resources of families in constructing houses in relocation sites provided for the purpose and using locally available materials but with modified structural design different from that of the core shelter assistance in consideration of the cultural, economic, and religious political realities of the affected areas and families.

3. Emergency Shelter Assistance (ESA):

The provision of emergency “self-build” shelter assistance through limited materials or financial assistance to augment resources of affected families who opted not to be transferred to a resettlement site to enable them to purchase shelter materials required in constructing or repairing damaged houses which were partially or totally destroyed as a result of natural or man-made disaster/calamities.

3.1. Emergency Shelter Assistance for Totally Damaged Houses:

The provision of limited housing materials or financial assistance to families with totally damaged houses but not qualified for core shelter or modified shelter assistance due to absence of relocation site or geographical considerations wherein the area not accessible to transportation. The family may either not willing to be resettled or with lot ownership property and constructs their houses on site or the same location but compliant to safety requirements.

3.2. Emergency Shelter Assistance for Partially Damaged Houses:

The provision of limited housing materials or financial assistance to families with partially damaged houses to augment their resources in repairing their houses on site or the same location but compliant with the safety requirements.

VI. Project Objectives:

A. General Objectives:

1. To address the emergency and rehabilitation shelter needs of families with damaged houses, restore their lives to normalcy which has been damaged by natural or man-made disaster.
2. To maximize the participation and draw the commitment of the beneficiaries and the neighborhood and the local government units to make the core shelter durable and livable;
3. To develop and promote the value of self-reliance among the beneficiaries and the community through participatory implementation of shelter assistance project .

B. Specific Objectives :

Core Shelter Assistance:

To provide indigent families rendered homeless by a disaster with structurally strong indigenous shelters which can withstand up to 220 kph wind velocity, earthquake up to intensity 4 of the Richter scale and other similar natural hazards.

Modified Shelter Assistance (MSA):

To provide limited financial or material assistance to augment resources of families in constructing houses but with modified structural design different from that of the core shelter assistance in consideration of the cultural, economic, and religious political realities of the affected areas and families.

Emergency Shelter Assistance:

To provide limited financial or material assistance to families victims of disaster for the repair or construction of partially or totally damaged shelter units using community participation in the shelter rehabilitation process.

VII. Eligibility Requirements of Beneficiaries and Project Areas:

A. Core Shelter / Modified Shelter Assistance

I. Beneficiaries:

- 1.1. Family is not a recipient of any other housing assistance from any other individual groups or agency government or non-government for the disaster in question.
- 1.2. Monthly income of a family of 6 should be below the food threshold that is P10, 936.00 in urban areas and P9, 767.00 in rural areas based on the NSCB poverty statistic report dated March 2, 2007. The family monthly income rate shall be adjusted from time to time depending on the food threshold rate report of the NSCB.

- 1.3. House should have been totally destroyed by a man-made or natural disaster; and limited resources prevents the family from repairing or reconstructing their permanent shelter units such that they continue to live with relatives or friends in evacuation centers, or in other makeshift shelters.
- 1.4. Possession of a guarantee of ownership or permanent or long term occupancy of at least 10 years on the lot on which to build the permanent shelter unit.
- 1.5. If resources warrants, vulnerable families residing in high risk areas maybe provided or may avail of shelter assistance as part of mitigation measures.

The following shall be considered priority for assistance indicated;

- a. Families with small children.
- b. Families with pregnant and lactating mothers.
- c. Surrogate parents of orphaned children living in evacuation centers who are equally situated e.g. with totally damaged shelter units.
- d. Families with damaged houses whose head of household died or were incapacitated as a result of the disaster.
- e. Priority will be given to beneficiaries who meet the geographical clustering requirement in a specific barangay with at least 5 beneficiaries living in proximity with each other to promote collective actions in realizing goals of the project and easy delivery of housing materials.
- f. Families with seriously ill members or persons with disabilities or with special needs. (Persons are considered with special needs if they have physical, developmental, mental, sensory, behavioral, cognitive or emotional impairment or limiting conditions that require medical management, health care interventions, and /or use of specialized services or programs).

2. Areas:

The area where the house will be built is not prone to hazards and certified as a safe area by DENR- Mines and Geo-science Bureau (MGB), DOSTs-PHILVOCS/PAGASA;

- 2.1. Area should have access to transportation.
- 2.2. A minimum of 60 sq. meter home lot / shelter unit shall be allotted in the resettlement areas and space for path walks and other community facilities shall be provided.

B. Emergency Shelter Assistance (ESA) for partially and totally damaged houses :

I. For Beneficiaries:

- 1.1. Family is not a recipient of any other housing assistance from any other agency for the disaster in question or specific disaster occurrence.

- 1.2. House should have been partially or totally destroyed by man-made or natural disaster; and limited resources prevents the family from repairing or reconstructing their permanent shelter units such that they continue to live with relatives or friends, in evacuation centers, or in other makeshift shelters.
- 1.3. Monthly income of a family of 6 should be below the food threshold that is P10, 936.00 in urban areas and P9, 767.00 in rural areas (NSCB poverty statistic report as of 2 March 2007) and shall be adjusted from time to time depending on the prevailing poverty statistic report of NSCB.
- 1.4. Families with or without land ownership property but situated in safe areas.
- 1.5. Families not willing to be resettled and opted to stay in the same location but compliant with the safety requirements.

VII. *Requirements for LGUs Requesting for Shelter Assistance*

1. Disaster Terminal Report
 - Contents:**
 - 1.1. Brief situationer (covering from time of disaster to date of report)
 - 1.2. Nature and date of occurrence
 - 1.3. Areas and population affected
 - 1.4. Damage to the population and community
 - 1.5. Services extended – by whom / where / when
 - 1.6. Brief description of strategies used, strength and weaknesses of the operation, actions taken and recommendation for future action.
2. Rehabilitation Plan for the affected families/communities; (see Annex A).
3. Project Proposal describing the rehabilitation project and specific counter-part of LGUs and time line for shelter implementation;
4. Copy of notarized deed of donation / documents attesting the availability of sites / lot for shelter project (applicable for MSA/ CSAP).
5. Sangguniang Bayan (SB) Resolution approving / endorsing the proposed housing project.
6. Certification from the LGUs Treasurer on the availability of calamity fund to be use as a counter-part for the rehabilitation project. (applicable for MSA/CSAP)
7. Master list of the proposed beneficiaries based on the family access cards with individual picture of the family heads prepared by the C/ MSWDOs and certified by the C/ Municipal Shelter Committee; (see attached Annex B).
8. Certification issued by DENR - Mines and Geo-Science Bureau (MGB), DOSTs-PHILVOCS/PAG-ASA
9. Formal endorsement of the Field Office or DSWD-ARMM for ARMM areas;

IX. General Policies

A. Social Preparation:

1. A composite team composed of the C/MSWDOs, DSWD- SWAD, PNP or local NGO (if available) shall validate the circumstances of intended beneficiaries; certify their eligibility for shelter assistance final listing endorsed by the barangay.
2. The C/MSWDOs shall ensure that all qualified beneficiaries are provided with "Disaster Family Access Card " .
3. The C/MSWDOs shall conduct social preparation activities to the beneficiaries, community, LGUs and NGOs. The final list of beneficiaries shall be made by the DSWD Field Office per validation conducted by the composite team.
4. To strengthen community organization and encourage building a community, the C/MSWDOs shall organize the beneficiaries into a **Neighborhood Association for Shelter Assistance (NASA)** with a maximum of 30 members. They shall elect their officers such as the President, and Treasurer among others;
5. The financial grants released to the beneficiaries shall be deposited in a bank Account under the name of the NASA Organization the signatories of which shall be the NASA President and the Treasurer, the Municipal Social Welfare Officer and any of the DSWD SWAD Team members. (Applicable to DSWD Field Offices with SWAD Teams) .
 - 5.1. The NASA shall organize a committee in charge of the canvassing, marketing, purchasing of construction materials and monitoring of the shelter construction.
 - 5.2. The beneficiaries shall undertake a contract with the DSWD and the LGUs that the former shall not sell, rent out or mortgage the house and shall provide labor for the construction of their house (applicable for shelter assistance and core assistance only)

X. Specific Guidelines: (Components)

The Shelter Assistance Project shall have the following Components:

- A. Social Preparation** – This component aims to provide or raised the awareness of the beneficiaries on what are their situations, why there is a need of this project, solicit the form of participation they can provide and the significance of their participation.
- B. Food / Cash-for-Work Assistance** – The provision of food or cash grants to disaster victims / displaced persons in exchange for their services or involvement in undertaking restoration and rehabilitation activities.

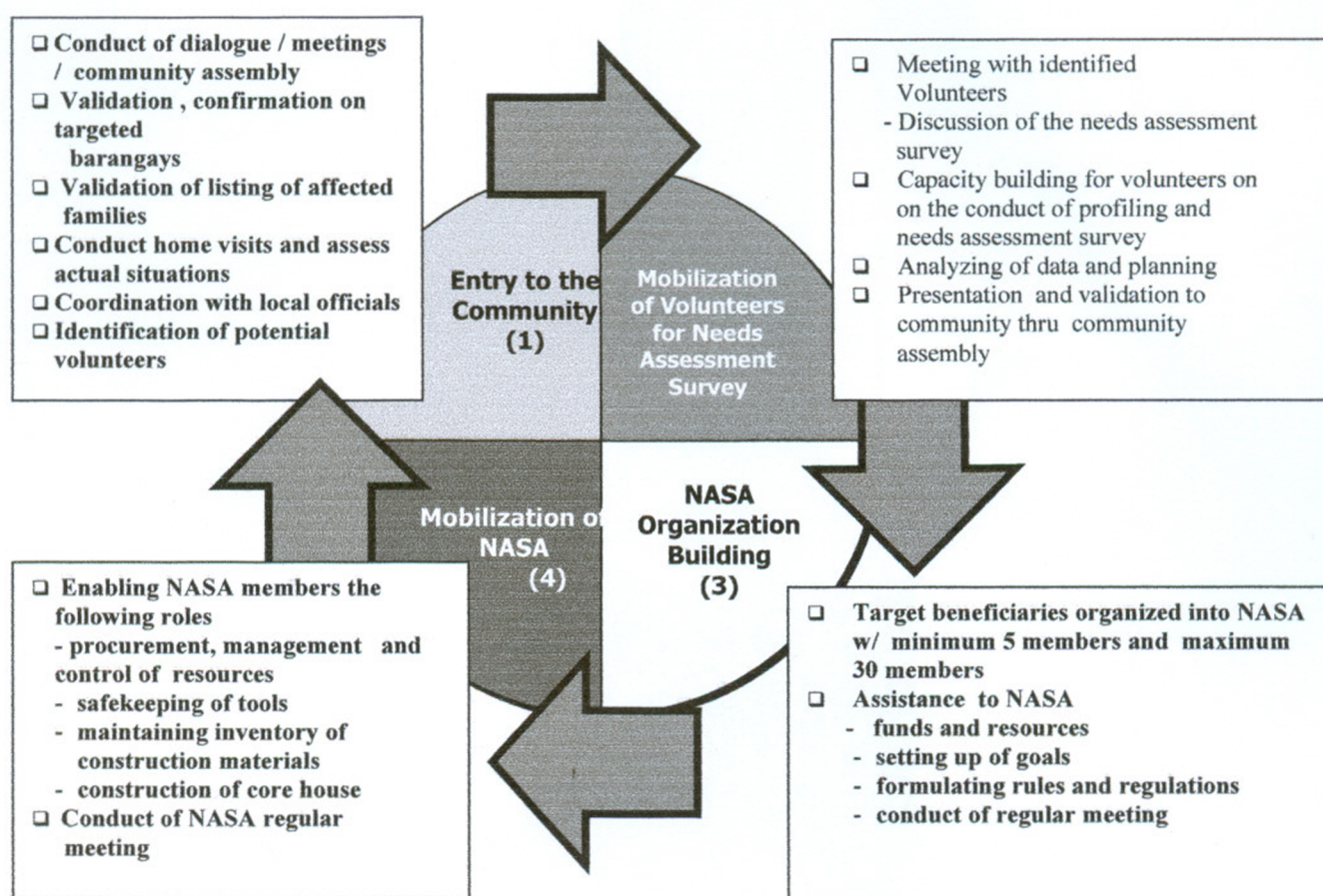
C. Technical Assistance in Housing Construction – This refers to the conduct of orientation, demonstration, assistance and supervision to the beneficiaries and the LGUs in the implementation of the shelter units in conformity with the approved shelter plan and specification.

D. Financial Assistance – The provision of limited cash grants to cover the cost of housing materials to address the basic housing needs of the families with damaged houses due to disasters.

A. SOCIAL PREPARATION AND COMMUNITY ORGANIZATION OF BENEFICIARIES

The Social Preparation for Modified /Core Shelter Assistance which shall be implemented by the Provincial / City / Municipal Social Welfare Officer shall include the following:

Social Preparation Flow



I. Entry into the Community

- 1.1. DSWD Field Office shall conduct a dialogue/ meeting with the members of the City/ Municipal Disaster Coordinating Council (C//MDCC) Rehabilitation Committee members (mayors, DPWH, DTI, DA, DOH, PNRC, Parish Priest and NGOs), to discuss the Shelter Assistance or Core Shelter Assistance to get their support and participation.
- 1.2. If C/MDCC's Rehabilitation Committee is not organized or functional, DSWD Field Office should call for a meeting with the C/MDCCs or dialogue could be undertaken with the Municipal council, to discuss the following;
 - a. Objective of the project
 - b. Mechanics of the project
 - c. Roles of concerned agencies/ groups (LGUs, NGOs, Community and DSWD)
- 1.3. Conduct of ocular survey/ area visit of targeted barangays to determine/ validate needs and applicability to core shelter assistance, modified shelter assistance or emergency shelter assistance.
- 1.4. Conduct of home visit to potential participants to assess/ establish their actual situation/ needs and to get their reaction to the shelter assistance or core shelter assistance.
- 1.5. Conduct validation on the list of affected families submitted by the concerned barangays to insure that those listed families in fact have totally damaged
- 1.6. Validation and confirmation by DSWD Field Office with the C/MDCC Rehabilitation Committee on targeted families and barangays for modified or core shelter assistance.
- 1.7. Identify potential volunteers among the potential applicants whose houses were totally damaged by the disaster.

2. Mobilization of Volunteers for Needs Assessment Survey

(Needs Assessment Survey shall be done to potential participants in the community whose houses were damaged. This will be used as basis to establish need and priority for MSA or CSA as well as other needs which could be responded to by DSWD)

The C/MSWDOs shall do the following:

- 2.1. Meeting with identified volunteers
 - a. Discussion of their participation in the project and solicit their reaction/s.
 - b. Discussion of the needs assessment survey:
- 2.2. Demonstrate to volunteers the conduct of needs assessment survey.
- 2.3. Analyzing consolidated data and planning out with volunteers the presentation of data in community assembly.

3. Community Organization Building

- 3.1. The C/MSWDOs shall enable the identified participants to form themselves into a Neighborhood Association for Shelter Assistance (NASA) with minimum of 5 members and maximum of 30 members living in proximity with each other to promote collective action in realizing goals of the project.
- 3.2. Assistance to NASA:
 - a) Setting up goals towards shelter needs as well as other physical and social needs;
 - b) Formulating rules and regulations based on set goals;
 - c) Funds and resources needed;
 - d) Conducting regular meetings to prepare them socially and psychologically for the building activities.

4. NASA Mobilization

- 4.1. Enabling NASA members to divide themselves into work group of 5-10 members each and emphasize the following NASA roles:
 - a). Canvassing , marketing and procurement of housing materials, management and control of resources to be used;b). Safekeeping of tools;
 - c). Maintaining an inventory of construction materials and monitor its use in the project;
 - d). Construction of core house;
 - e). Reporting/ recording progress of construction work-monthly report on this should be prepared by C/MSWDOs with foremen for submission to DSWD regional office.
- 4.2. The NASA shall be Oriented on the canvassing, procurement and procedures by a DSWD Finance Technical Persons, prior to the shelter project implementation.
- 4.3. Encourage once a week regular financial reporting to NASA by the officers and committee after every purchase of housing materials.
- 4.4. Encourage NASA to hold regular meetings to identify and discuss program, Issues /concerns and difficulties encountered in the implementation of shelter projects and work out solutions for these at their level.
- 4.5. Encourage NASA to put up Shelter Maintenance Fund to come from contribution agreed upon by each member. This Maintenance Fund paid to their chosen / selected member (treasurer) shall be deposited in an agreed bank and shall be utilized only in repair/construction of a member's house damaged by any subsequent disasters or in upgrading/extending the existing shelter unit. This will be in the form of loan wherein the duration interest and manner of payment will be set forth by the group (NASA).

- 4.6. Motivating NASA to undertake fund generating activities to supplement member's contribution to the Maintenance Fund.
- 4.7. Motivating the NASA to tackle other perceived needs and facilitate discussions on prioritized problems/needs, available resources and possible course of action with maximum involvement of each member.
- 4.8. Enabling and assist NASA to conduct an evaluation for every major course of action and whenever necessary, as basis for planning and implementation of further action.
- 4.9. Completing the housing assistance with a livelihood project whenever feasible for a more comprehensive and effective assistance toward economic recovery and self-reliance of identified beneficiaries.

B. FOOD/ CASH -FOR-WORK ASSISTANCE for ESA/ MSA / CSAP:

1. Food or cash assistance to support the needs of the beneficiaries and their families through Food/Cash-for-Work (F/CFW) scheme at the rate of 75 % of the daily regional wage, worth of either cash or food/family/day for a maximum period of 10 days with 25 % as beneficiary equity. However, the rate per day shall only be given to families who work for at least 8 hours /day.
2. The F/CFW assistance shall be given to all beneficiaries of ESA / MSA / CSA organized into NASA with maximum of 30 members as food or cash support for a maximum period of 10 days while participating in the community activities such as cleaning of drainage, repair of community facilities, houses and construction of Shelter through a "Bayanihan Scheme". Only one (1) member per family can benefit or avail the C/ FFW assistance.

C. TECHNICAL ASSISTANCE IN THE HOUSE CONSTRUCTION:

Technical assistance shall be done by DSWD Engineer (CO or Field Office) who will orient, demonstrate to the Provincial/City/Municipal Engineer, Foreman or skilled worker and beneficiaries, in the construction of core shelter model house to ensure compliance of the standard shelter design.

1. DSWD Central Office Engineer/ Focal Person (PMB):

There shall be one CO Engineer and PMB Focal Person for the project with the following functions;

- 1.1. Provide technical inputs relative to the special features and standards of core shelter unit to the concerned regional staff and LGUs if needed.
- 1.2. Supervise the regional orientation of the MSA or CSA Provincial/ Municipal/City Engineers or shelter technician as designated by the Chief Executive.

- 1.3. Submit reports to the OCBG thru PMB on the training/ orientation conducted to the regional /Provincial/City/Municipal staff concerned.
- 1.4. Conduct of follow up visits and monitor implementation of MSA or CSA, and conduct exit conference to discuss results of the monitoring and submit feedback report to PMB.
- 1.5. Data banking and consolidation of shelter units funded and status of shelter project implementation for submission to OCBG.
- 1.6. Conduct Annual National Project Review and Evaluation on Shelter Project implementations.

2. DSWD Regional Engineer / Shelter Focal Person (Operation Division):

There shall be one Regional Engineer and Regional Shelter Focal Person from Operation Division for the project with the following functions;

2.1. Supervisory Functions

- a) Supervise and monitor the construction of modified / core shelter units and provide technical assistance to the shelter Foreman or Skilled Workers/ Provincial / City / Municipal Shelter Technicians.
- b) At the start of a MSA/ CSA implementation in every city/municipality, he/she shall conduct actual demonstrations to the City/Municipal Engineers, C / MSWDOs, foremen or skilled worker and beneficiaries in the construction of Modified /core shelter model house.

2.2. Monitoring Functions

- a). Ensure construction of the modified shelter or core shelter units according to the design and specifications.
- b). Ensure quantity and quality of construction materials, based on the bill of materials.
- c). Conduct inventory of the completed core shelter units to ensure that that special features are followed.
- d). Ensure the participation of all members of NASA in the construction of shelter units.

2.3. Reporting Functions

- a). Provide immediate feedback to the C/MSWDOs, Foremen or Skilled Worker, about the findings on project implementation especially on deviations and provide on-the-spot technical assistance.

- b). Submit reports to the regional office after every consultation visit to different cities / municipalities, copy furnished the P/C/MSWDOs and shelter technicians concerned.
- c). Submit monthly schedule of activities a week before the succeeding month, to the Regional Director furnishing copies to all branch in-charges concerned.
- d). Submit monthly report to OCBG copy furnished PMB Head.

3. Provincial/City/Municipal Engineer or Shelter Technician

3.1. Supervisory Functions

- a). Demonstrate to the Foreman or skilled worker and beneficiaries in construction of modified shelter or core shelter model house.
- b). The MSA / CSA Technician / Foreman or skilled worker will assist and supervise the beneficiaries in the construction of their shelter units.
- c). The Technician/Foreman or skilled worker shall be under the direct supervision of the P/C/MSWDOs.
- d). The Technician/Foreman or skilled worker shall have the primary responsibility of developing the beneficiaries' awareness of the core shelter special features and their acquisition of skills to put this in place so that adherence to the standards design is ensured.

3.2. Monitoring Functions

- a). Monitor the implementation of the project and provides technical assistance to the foremen.
- b). Submit weekly report to the P/C/MSWDOs on the progress of the shelter construction.

D. FINANCIAL ASSISTANCE

The DSWD shelter or core shelter assistance grant amount shall be determined by the Secretary based on consultation with appropriate internal and external stakeholders and shall be adjusted from time to time depending on the prevailing cost of the construction materials.

3 Types of Financial Assistance Delivery Scheme

- 1. Neighborhood Association for Shelter Assistance**
- 2. Partnership with Private Sectors, NGOs and Gas in coordination with LGUs**
- 3. Funds to the LGUs**

1. NASA Scheme;

| Particular | DSWD Central Office | DSWD Regional Offices | Beneficiary/ NASA |
|---------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Financial Flow | <ul style="list-style-type: none"> <input type="checkbox"/> PMB, after assessing validity & feasibility of project proposal of LGUs duly endorsed by FOs, recommends release of funds. <input type="checkbox"/> DSWD Finance Division issues check to FOs for the transfer of CSAP fund in case of trust account & sub-allotment advice(SAA) in case of regular funds. | <ul style="list-style-type: none"> <input type="checkbox"/> Field Office released funds to The beneficiaries the CSA fund as grants based on the approved Project proposal. | <ul style="list-style-type: none"> <input type="checkbox"/> Upon receipt of the grants, the beneficiaries shall issue an acknowledgement receipt to the concerned FO. <input type="checkbox"/> The beneficiaries /NASA shall deposit their grants to the bank in the name of NASA organization with NASA President and Treasurer, MSWDOs and DSWD-SWAD Team leader or member as signatory. <input type="checkbox"/> Beneficiaries/ NASA shall submit fund utilization and status report of shelter construction to concerned LGU for submission to DSWD FO. |
| 2. Purchasing Scheme | | | <ul style="list-style-type: none"> <input type="checkbox"/> The NASA through its procurement Committee shall canvass and purchase the construction materials in coordination with the concerned C/MSWDOs who shall closely monitor the procurement. <input type="checkbox"/> Prior to the acceptance of construction materials, the inspection committee in coordination with the foreman shall check all construction materials delivered in accordance with the project specification. |
| 3. Allocation And distribution scheme | | | <ul style="list-style-type: none"> <input type="checkbox"/> All delivered construction materials shall be allocated in accordance with the bill of materials per unit duly received by the beneficiaries, attested by foreman and members of the supply committee as to its standard specifications and noted by C / MSWDO. The NASA shall maintain a copy of the official receipt of construction materials delivered and received for record purposes. |

2. Partnership with Private Sectors/ NGOs in Coordination with LGUs
(Criteria for NGOs/ private sector to avail the funds shall be in compliance to COA Circular No. 2007-001 under item No. 4.5.7 dated October 25, 2007).

A. DSWD (PMB) : Roles and Responsibilities

1. Ensure that a Memorandum of Agreement (MOA) shall be forged between the DSWD and the implementing agency (NGOs / Private Sector).
2. Required the implementers partner NGOs, private sector, etc. to post performance security bond equivalent to thirty percent (30%) of the total cost of the project per COA Circular No. 2007-001 under item No. 4.5.7 dated October 25, 2007.
3. Transfer to the concern agency the fund in three (3) tranches:
 - a. 1st tranche - 30 % of the total project cost
 - b. 2nd tranche - 60 %
 - c. 3rd tranche -10%
4. Coordinate with the local government unit (LGU) for the relocation site.
5. Provide necessary technical assistance to partner NGOs / private sectors to ensure compliance to the basic program standard s/objectives of the project.
6. To regularly make coordination and consultation with the concerned implementing agency (NGOs / Private Sectors) regarding the implementation of the program.
7. Provide list of eligible beneficiaries to the concerned implementing agency in coordination with the DSWD Field Office and the Local Government Units (LGUs).
8. Monitor the status of the project in terms of physical accomplishment and the utilization of funds per project site.
9. Require the NGOs for the submission of a weekly report on the status of the project implementation.
10. Issue the Certificate of Acceptance upon the completion of the project.
11. To request the Commission on Audit (COA) Auditor to conduct a special audit in case there is a need.
12. Demand the refund of any disallowed amount after the special audit.

B. Implementing Agency (NGOs/ Private Sectors): Roles and Responsibilities

1. Post performance security bond equivalent to thirty percent (30%) of the total cost of the project per COA Circular No. 2007-001 under item No. 4.5.7 dated October 25, 2007.
2. Provide the counterpart of the total housing project cost
3. Prepare and submit the project proposal with the work and financial plan and other documentary requirements for the release of the 1st tranche.
4. Implement the construction of shelter units using the agreed structural model in accordance with the following implementation mechanics.
 - 4.1. Strict compliance with the agreed period of project implementation and structural design and components.
 - 4.2. Assignment of one (1) Project Manager and site manager.
 - 4.3. Hiring of labor workforce among the project beneficiaries to maximize their participation / involvement in the shelter construction.
 - 4.4. Deployment of adequate number of skilled workers who are adept with the structure technology.
 - 4.5. Provision of sufficient power tools to allow simultaneous construction.
5. Assist the local government units (LGU) in the social preparation activities for the project beneficiaries.
6. Partner with the LGUs, other non-government organizations (NGOs), people's organization (POs) and other intermediaries for the support programs such as values formation, livelihood assistance, health and sanitation.
7. Provide other partners that can provide volunteer labor, construction materials, transport of materials and advocacy in support of the project implementation.
8. Regularly coordinate with the DSWD solely for the implementation of the project.
9. Submit a weekly accomplishment report on the status of the project implementation.
10. Use the funds released by the DSWD solely for the implementation of the project and keep and maintain Financial and Accounting Records for the said funds in accordance with the generally accepted accounting principles.
11. Take full responsibility in the disposition / disbursement of funds for the implementation of its programs, in accordance with COA rules and regulations.

12. Submit within sixty (60) days from the completion period of the project to DSWD the following;
 - 12.1. Financial statement duly certified by an independent Certified Public Accountant (CPA).
 - 12.2. Certificate of project completion and acceptance of project by the beneficiaries and the DSWD as prescribed under Section 3.10 of COA Circular No. 96-003 dated 27 February 1996.
13. Refund to the DSWD any unused funds or savings generated after the project completion.
14. The implementing agency shall be solidarity liable for damages to DSWD in the event that the implementing agency fail to comply with its obligations under the MOA for misappropriation of the project fund, or failure to liquidate the same. They shall be held responsible for the reimbursement of unutilized project fund.

3. Funds to the LGU's

A. DSWD: Roles and Responsibilities:

1. Ensure that a Memorandum of Agreement (MOA) shall be forged between the DSWD and the implementing agency (NGOs / Private Sector)
2. Transfer of funds to LGU's or referred the fund in two (2) tranches:
 - 1st tranche - 50 % of the total project cost
 - 2nd tranche - 50 %
3. Provide necessary technical assistance to the Second Party to ensure compliance to the basic program standard s/objectives of the project.
4. To regularly make coordination and consultation with the LGU regarding the implementation of the program.
5. Provide the other support, based on available resources, to the LGU such as but not limited to Food/ Cash-for-Work;
6. Monitor the status of the project in terms of physical accomplishment and the utilization of funds per project site.
7. Require the submission of a weekly report on the status of the project implementation.
8. Issue the Certificate of Acceptance upon the completion of the project.

9. To request the Commission on Audit (COA) Auditor to conduct a special audit in case there is a need.
10. Demand the refund of any disallowed amount after the special audit.

B. LGUs: Roles and Responsibilities:

1. Provide resettlement lots or if not, ensure the availability of shelter lots for at least a minimum of 5 shelter units per cluster which are certified by scientific agencies as safe from any hazards and risk;
2. Ensure that the project sites are free from any liens, or issues to ensure security of tenure/ occupancy of the beneficiaries ;
3. Prepare and submit the project proposal with the work and financial plan and other documentary requirements for the release of the 1st tranche ;
4. Make available its technical personnel specifically the C/ MSWDO and Civil Engineer and hasten project implementation at minimum cost within the agreed upon duration;
5. Implement the construction of shelter units using the agreed structural model;
6. Partner with the donors and other non-government organizations (NGOs), people's organization (POs) and other intermediaries for the support programs such as values formation, livelihood assistance, health and sanitation;
7. Mobilize other partners that can provide volunteer labor, construction materials, transport of materials and advocacy in support of the project implementation;
8. Regularly coordinate with the DSWD Field Office solely for the implementation of the project;
9. Submit a weekly accomplishment report on the status of the project implementation to DSWDS Field Office;
10. Use the funds released by the DSWD solely for the implementation of the project and keep and maintain Financial and Accounting Records for the said funds in accordance with the generally accepted accounting principles;
11. Take full responsibility in the disposition / disbursement of funds for the implementation of its programs, in accordance with COA rules and regulations;
12. The LGU together with the NASA commit to solidarity guarantee completion of the project on an agreed upon time, unless situation where a force majeure had caused the delay;
13. Refund to the DSWD any unused funds or savings generated after the project completion.

14. The LGU shall be solidarity liable for damages to DSWD in the event that the implementing agency or Second Party fail to comply with its obligations under the MOA based on agreed upon duration. They shall be held responsible for the return of unutilized project fund.

XI. Role and Responsibilities in the Management of Modified Shelter Assistance (MSA) or Core Shelter Assistance (CSA)

The Management of MSA or CSA from the CO shall be under **Program Management Bureau (PMB)**. Role and Responsibilities from Central Office, Regional level down to the City/Municipal Levels shall be as follows:

1. Central Office (Program Management Bureau) :

1. Oversee and monitor the implementation of programs and activities as part of the rehabilitation plan of areas affected by natural and man-made disasters;
2. Ensure that the shelter assistance program and activities of the Field Offices are funded, among other rehabilitation programs;
3. Formulate a monitoring and evaluation tool to ensure that programs, objectives and shelter designs are complied and issues on shelter assistance and other rehabilitation program / services implementations are responded ;
4. Provide technical and administrative support to the Field Offices on shelter assistance program and other rehabilitation services / interventions;
5. Submit regular report to the Secretary thru the Office of Undersecretary for Operations and Capacity Building (OCBG);
6. Conduct regular coordination and meetings with the cluster groups chaired by DSWD e.g. shelter and livelihood cluster, camp management and protection cluster and food and no-food cluster, to update the other cluster of the status and concerns which are inter-cluster concern.
7. Perform such other task as may be assigned by the Office of the Secretary.

2. Field Office

There shall be one designated Regional Project Coordinator / Focal Person in Regions to handle and monitor the operation of the project.

Under the direct supervision of the Chief, Operation Division, the Shelter Regional Project Coordinator/ Focal Person shall oversee the effective implementation of the shelter project in the region.

1. Monitor the implementation of MSA or CSA at the Regional level;
2. Provide Technical Assistance and Resource Augmentation (TARA) to vulnerable and affected LGUs in responding to the requirements for shelter and other rehabilitation needs.
3. Coordinate with the Regional Project Engineer and Operations Division;
4. Coordinate with the Regional Administrative and Financial Division to ensure the timely release of logistic support, manpower, fund, supplies, transport, etc;
5. Conduct monthly consultation conferences with P/C/MSWDOs and Provincial/ City Project Coordinators;

6. Plan and prepare schedule of activities including training, orientation, audit, etc, in consultation with other project coordinators for the Regional Director;
7. Review field reports and prepares weekly consolidated report for the Regional Director;
8. Submit physical and financial report to program Management Bureau (PMB);
9. Prepare all communications relevant to the implementation of MSA or CSA;
10. Perform other related task.

3. Provincial Office (If applicable)

In case the MSA or CSA will be implemented by the Province, it should designate a Provincial Project Coordinator (PPC) who shall monitor the project for its effective implementation.

Under the direct supervision of the Provincial Social Welfare and Development Officers, the PPC / Focal Person shall:

1. Determine/identify relocation/resettlement areas for the shelter implementation;
2. Monitor the project implementation at the Provincial/City/ Municipal City level;
3. Coordinate with the Provincial/Municipal/City Technicians and C/MSWDOs;
4. Conduct monthly consultation conference with C/MSWDOs implementing the Project;
5. Plan and prepare schedule of activities including training, audit, orientation, etc in consultation with the C/MSWDOs;
6. Review field reports and prepares monthly consolidation report for the P/C/MSWDOs.
7. Submit weekly Physical and Financial Report to DSWD Field Office;

4. City/Municipal Office

The City/Municipal Shelter Committee shall have the following functions:

1. Determine/identify relocation/resettlement areas for the shelter implementation;
2. Assist in the supervision and monitoring of MSA or CSA activities in accordance to time schedule, quality and quantity of materials, and adhere to project policies and standard designs and submit report and recommendation to the DSWD regional office, copy furnish the Provincial Shelter Committee;

3. Administer the quality control checklist with the assistance of beneficiaries and foremen to see to it that all special features which contribute to the strength of the shelter are properly installed;
4. Assist in the information dissemination about the MSA or CSA to gain support from GOs, NGOs and beneficiaries;
5. Determine that all shelter units reported completed followed/adhered to the basic design of the project;
6. The Local Chief Executive shall issue a Certificate of Occupancy on all units reported completed who have passed the quality control standard set for the project.

XII. Quality Control (Shelter Assistance or Core Shelter Assistance)

Quality Control of every shelter units shall be strictly monitored by the City/Municipal Social Welfare Office Assistants to insure that all special features of a structurally strong house are properly installed, joints are properly connected and no deviation to the basic design shall be made.

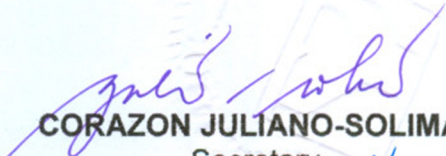
Certificate of Occupancy, shall be issued only to beneficiaries, who have completed their units and passed the review of the P/C/Municipal Shelter Committee.

The DSWD – Field Office (FO) shall conduct a Post Project Monitoring to look into the functionality of the NASA.

XIII. Effectivity

This order takes effect immediately and supersedes previous issuances inconsistent herewith.

Issued in Quezon City, this 23 day of December, 2010.


CORAZON JULIANO-SOLIMAN
Secretary

Annex A.

REHABILITATION PLAN (Outline)

A. Background (Narrative Statement)

1. Type of Disaster

- Refers to the kind of calamity which caused the damage to shelter (e.g. typhoons, floods, armed conflict, etc)

a) Date of Occurrence

- Refers to the month/ day/ year the disaster occurred/ happened.

b) Extent of damaged

- Refers to the effects of disaster indicating the number of houses which are totally or partially damaged.

c) Interventions

- Refers to the action taken or responses and services provided to the affected population and community by the LGUs, NGOs, POs and other GOs.

11. Gaps / Needs

- Refers to the identification / determination of number of people needing housing.

12. Counter parting arrangement

- Refers to the commitment of LGUs, GOs and other private organizations for the restorations and rehabilitation of the affected population and community.

Annex B.

B. Rehabilitation Plan for Affected Families (Template)

Rehabilitation Plan for Shelter

Area: _____

| Objectives ¹ | Activities ² | Area / Barangay ³ | No. of Beneficiaries ⁴ | Funding Requirements ⁵ | Source of Funds ⁶ | Time Frame ⁷ |
|-------------------------|-------------------------|---------------------------------|--------------------------------------|--------------------------------------|---------------------------------|-------------------------|
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¹ indicate the purpose of the project/ activities that can be easily achieved within the expected time frame

² indicate the specific work to be implemented e.g. cash-for-work, construction of shelter, conduct of community assembly/ meeting, etc.

³ indicate period of activities / date (days, weeks, months) within which an activity is intended to start and completed / accomplished.

⁴ indicate number of families / individuals who avails / participated in the project

⁵ indicate the total amount needed for the certain activity / project

⁶ Indicate specific funding agency / NGOs/ sectors

⁷ Indicate period / date (days, weeks, months, etc.) within which an activity intended to start and accomplished

Prepared by:

SWDO

Recommending Approval:

Provincial Governor or Mayor

Approved / Disapproved

DSWD Regional Director

Annex C.

Master List of Beneficiaries with Damaged Houses

Municipality of _____
As of _____

| Name of Beneficiaries ¹ | Address ² | No. of Family Members ³ | Priority Table ⁴ | | |
|------------------------------------|----------------------|------------------------------------|-----------------------------|-----------------|-----------------|
| | | | 1 st | 2 nd | 3 rd |
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¹ indicates the name of family head /spouse who will be the target recipient of the housing assistance.

² indicate the place of origin of the family such as sitio and barangay and municipality / city

³ indicate all the members of the family (children, parents, siblings living with the same household.

⁴ indicate the priority number of the families to be provided with shelter assistance if resources /funds are not immediately available for all the affected families taking into consideration the priority beneficiaries indicated in the guidelines.

Prepared by:

Barangay Chairman

Recommending Approval:

PSWDO/C/MSWDO

Noted

P/ C/ Municipal Mayor

TERMINAL REPORT (Outline)

1. Brief Situationer (Narrative Statement)

2. Cut off date and time of reporting

3. Type of Disaster

- Refers to the kind of calamity which caused the damage to shelter (e.g. typhoons, floods, armed conflict, etc)

4. Date of Occurrence

- Refers to the month/ day/ year the disaster occurred/ happened.

5. Affected Areas

- Refers to the name of the affected province/ city/municipality

6. Number Affected

6.1. Barangays

- Refers to the number of affected barangays in every province / city/ municipality

6.2. Families

- Refers to the number of affected families in every province / city/ municipality

6.3. Persons

- Refers to the number of affected families in every province / city/ municipality

7. Number of families and persons served inside and outside evacuation centers

7.1. Inside Evacuation Centers

- Refers to the number of families and persons staying inside identified evacuation centers.

7. 2. Outside Evacuation Centers (Home Based)

- Refers to evacuee families and persons who opted to stay with their relatives and friend.

8. Number of Damaged Houses

8.1. Totally

- Refers to the number of houses entirely destroyed / burned / gutted down.

8.2. Partially

- Refers to the number of houses partly destroyed / burned.

9. Number of Casualties

9.1. Dead

- Refers to the number of fatalities caused by the disaster supported death certificates. However, the identification of the victims by his / her relatives could be acceptable.

9.2. Injured

- Refers to the number of wounded victims caused by the disaster.

9.3. Missing

- Refers to the number of persons whose whereabouts could not be determined due to the disaster since its outbreak.

10. Cost of Assistance

- Refers to the cost of monetized assistance provided by DSWD, LGUs and NGOs / other GOs to the affected population.

11. Brief description of strategies used, the strength and weaknesses of the operations, action taken and recommended future action.

12. Photo Documentation

Template

Annex E.

Department of Social Welfare and Development Percentage of CSA Construction Completion As of: _____

Area: ¹

| Name of Beneficiary ² | STATUS OF SHELTER CONSTRUCTION ³ | | | | | | | | | | | | | | | | | |
|----------------------------------|---------------------------------------------|---|---|----|---|----|---|---|---|---|---|-----|-----|---|---|---|-----|-----|
| | 3.5 | 7 | 9 | 11 | 9 | 10 | 7 | 2 | 9 | 5 | 4 | 4.5 | 4.5 | 3 | 2 | 7 | 2.5 | 100 |
| | | | | | | | | | | | | | | | | | | |
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¹ = Indicate name of Barangay, municipality and province

² = Name of the head of family who availed the core shelter assistance

³ = indicate by checking the rating / percentage of housing construction in below rating

Status of construction Percentage:

3.5 = Staking, Lay outing & Excavation

7 = Foundation and Footing

9 = Posts / Column

11 = CHB Walls (Rough)

9 = Reinforced Concrete Beams

10 = Truss, Rafters & Purlims

7 = Roofing

2 = Ridge Rolls

9 = Back Filling / Flooring

5 = Board Partition

4 = Door and Window Jambs

4.5 = Doors

4.5 = Windows

3 = Plumbing (Rough CR)

2 = Electrical Layout

7 = Wall Finishing

2.5 = Painting

100% = 100 % Completed housing unit