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**SUBJECT : GUIDELINES FOR THE IMPLEMENTATION  
OF THE EMERGENCY SHELTER ASSISTANCE  
(ESA) PROJECT FOR FAMILIES WITH  
PARTIALLY AND TOTALLY DAMAGED  
HOUSES DUE TO TYPHOON "YOLANDA"**

**I. Rationale:**

On November 8, 2013, Super Typhoon Yolanda (international code: Haiyan) made a landfall in Leyte and Samar provinces and left a massive devastation affecting more than 1.4 million families damaging more than 1,011,782 shelters in 171 municipalities of Regions IV-B, V, VI, VII, VIII, and CARAGA.

Touted as the strongest typhoon to have landfall in recorded history, Yolanda's powerful winds caused massive storm surges in the coastal areas, uprooted trees, tore down houses, bridges and other structures, blown down power and communication lines, and parts and debris of houses and buildings littered along main highways, roads and bridges.

Typhoon Yolanda tremendously devastated and left an incomprehensible suffering on the lives of the affected population. Total number of affected families within the 50 km radius of Yolanda reached 1,472,251 leaving 493,912 families with partially damaged houses and 518,878 families with totally damaged houses. Gleaning from the extent and magnitude of devastations, vulnerabilities of families due to devastations of their dwelling units and sources of income increased tremendously.

To protect the vulnerable families from the harmful effects of the super typhoon, Government has provided shelter kits and distributed CGI sheets to those families with totally and partially damaged houses in 'can build' areas or safe areas. However, the number of families receiving such help was only limited due to limited volume of shelter materials supplied by the Department of Public Works and Highways, thru the DSWD.

After six months since Yolanda, the families which sustained partial and total damage to their houses need urgent assistance for the purchase of housing

materials for the repair and reconstruction of their damaged houses especially those families who have not received any shelter materials from the government and private sectors. Further, for those families who received initial shelter materials, there is still a need to complement those shelter materials, such as CGI sheets, plywood, etc., hence the provision of Emergency Shelter Assistance (ESA) Project of the Department of Social Welfare and Development (DSWD).

## **II. Legal Bases:**

1. Executive Order No. 15, Series of 1998 "Redirecting the Functions and Operations of the Department of Social Welfare and Development," mandating the Department to provide assistance to vulnerable sectors of the Philippine society including victims of disasters and calamities;
2. Republic Act 7160, otherwise called the "Local Government Code of 1991," which supported the goals and objectives of disaster preparedness, prevention and mitigation programs. The law strengthened the local autonomy through devolution of basic services and functions of the national agency to the LGUs;
3. Republic Act 9729, otherwise known as the "Climate Change Act of 2009" mainstreaming climate change into government policies and formulations, establishing the framework strategy and program on climate change; and,
4. Republic Act 10121, otherwise known as the "Philippine Disaster Risk Reduction and Management Act of 2010", strengthening the disaster risk reduction and management programs and projects of the country.

## **III. Objectives:**

Overall, this guideline is crafted to provide standards for the implementation of the Emergency Shelter Assistance (ESA) project for family-victims of typhoon "Yolanda" either with totally or partially damaged shelter units located in safe areas or in sites provided with engineering or scientific interventions to make their location habitable. It shall also provide policy in the identification and selection of households who will be entitled to avail ESA in all the affected LGUs located within the 50-kilometer radius of its path.

Specifically, it will:

1. Provide qualification/eligibility standards and selection process for families who will be entitled for ESA;
2. Determine the documentary requirements for submission by the family-beneficiaries and LGUs;
3. Set the rate of assistance for ESA to families whose houses were either partially or totally damaged; and,

4. Provide the mechanism for the project implementation, including the financial procedures.

#### **IV. Eligibility**

Beneficiaries of the ESA are those families who have no permanent source of income or whose income is below the poverty threshold of the region who may be any of the following:

1. Families whose houses were either partially or totally damaged located in safe areas or in controlled areas which are already provided with engineering and/or scientific interventions to make it habitable. The Comprehensive Land Use Plan (CLUP) and the multi-hazard maps of LGUs shall be utilized in providing ESA for totally damaged shelter units to ensure that the area is safe from any hazard;
2. Families who are renting or sharing houses which are totally or partially damaged provided they are listed in the official DSWD list, sourced through the DSWD-Disaster Family Access Card (DAFAC) submitted by the LGUs as renters or shares of houses within safe or controlled areas;
3. Families whose heads are employed in government or private sector but whose term of employment are not permanent or regular basis and do not have access to housing loans of both government and the private sector; and,
4. Regular employees of government and private sectors / organizations with fix monthly salary below P15,000.00 shall also be eligible, provided they have not received the same assistance from other agencies and are indicated in the masterlist of beneficiaries in accordance with the DSWD-Disaster Assistance Family Access Card (DAFAC);
5. Individuals who are considered lone survivors due to the untimely demise of the other family members due to the typhoon may also receive the assistance, provided that he/she is among those issued with DSWD-DAFAC and in the masterlist of beneficiaries; and,
6. Families listed in items 1-4 who already did self-repair or self-reconstruction may be granted the assistance as long as their names are included in the masterlist of beneficiaries sourced through the DSWD-DAFAC.

#### **V. Rate of Assistance:**

1. P30,000.00 per family or individual beneficiary whose houses were totally destroyed/damaged. Beneficiaries of this amount shall only be those owning the shelter units totally devastated. In no case that the same amount be granted to families sharing or just renting in the same house.



2. P10,000.00 per family or individual beneficiary whose houses are partially damaged or sharers or renters of houses which are totally or partially damaged listed in the masterlist and were assessed to be in need of assistance.

**VI. Modality of Assistance:**

ESA is a cash grant provided to families whose houses are either totally or partially damaged. It may be released in cash or in the form of construction materials, dependent on the situation favorable to the beneficiaries and the timelines set for the project implementation.

**VII. Implementation Procedures:**

**A. Selection and Social Preparation Processes:**

1. The LGU, through the Municipal Social Welfare and Development Office (MSWDO), shall administer and process the DSWD-DAFAC where the circumstances of the families, specifically indicated the extent of damage to their shelter units whether totally or partially damaged, their location when the super typhoon struck whether in safe, unsafe and controlled areas. Once the masterlisting is completed using the DAFAC, the LGU shall submit the masterlist of families with totally and partially damaged houses, to the DSWD-Field Office (FO);
2. The DSWD-FO shall administer the encoding and analysis of the DFAC processed. It shall also conduct an area visit to validate the list of families with totally and partially damaged houses submitted by the LGU and shall meet with the MSWDOs and the Local Chief Executives (LCEs) to discuss the result of the validation which shall be the basis in determining whether the families are qualified as beneficiaries of the ESA and shall come up with the final list certified as eligible of the assistance.
3. The DSWD-FOs and MSWDO shall orient the family beneficiaries on the procedures on the ESA implementation especially on the selection criteria, benefits and distribution of the emergency shelter assistance either in cash assistance or in the form of housing materials; In case there are families not being administered with the DAFAC and are claiming to have their houses partially or totally damage, they can submit their names to the MSWDO for the DSWD-DAFAC administration. The names will be submitted to the DSWD-FO for home assessment to validate the veracity of the claims.
4. For families listed in the DSWD-DFAC but have already received a permanent, full shelter assistance from International and Local Non-

Government Organizations (I/LNGOS) and from the private sectors, said families shall no longer be eligible for ESA. Families who availed limited/minimal assistance may still benefit for ESA;

5. In case of limited budget requiring prioritization of beneficiaries, the following shall be used as prioritization criteria:
  - a. The family head died as a result of typhoon "Yolanda"
  - b. Child-survivors of typhoon "Yolanda" living alone or under the care of surrogate parents;
  - c. A family-headed by a perennially sick family-head
  - d. A family with 3 or more members below the age of twelve (12) years;
  - e. A family with a differently-abled member/s;
  - f. A family with a senior citizen member or a caretaker of a senior citizen;
  - g. A female-headed family;
  - h. A single parent-led family; and,
  - i. In extreme situation where prioritization has to be narrowed/drilled down due to resource constraints, families will be prioritized in accordance with the vulnerability factors present.
6. Site selection shall consider the safety of the families and the tenure of occupancy of the beneficiaries. In case the shelter lot where the ESA shall be used is not owned by the beneficiary families, long-term lease shall be allowed subject to submission of a copy of the lease agreement. A ten (10)-year minimum occupancy lease agreement shall be allowed.

#### **B. Documentary Requirements**

1. Beneficiaries shall have their DSWD-DAFAC, which shall serve as the basis for the masterlist of the beneficiaries.
2. Barangay Certification as to the circumstances of the household if partially or totally damaged and residency in the community.
3. The LGU which are interested in availing of the ESA shall submit the following documents to the DSWD-FO where the LGU affected by the super typhoon belongs, as requirements for the approval of request:
  - a. Disaster Terminal Report

- b. Project Proposal
- c. Rehabilitation Plan
- d. Certificate of Eligibility of the Beneficiaries
- e. Master list of Proposed Beneficiaries, prepared by C/MSWDO and approved by the Municipal Mayor
- f. Comprehensive Land Use Plan (CLUP)
- g. Certification from either from the Provincial, City or Municipal Engineering Office certifying the areas as safe from hazards based on the CLUP of the LGU.

### **C. Financial Management**

1. Modalities/scheme in the release of financial assistance:
  - a. Fund transfer from DSWD to LGUs formalized thru a Memorandum of Agreement (MOA);
  - b. Direct check/cash distribution by DSWD to the beneficiary thru a Special Disbursing Officer (SDO) to distribute the cash/check for emergency shelter assistance to the family beneficiaries; and,
  - c. Cash voucher system which the beneficiaries can exchange for construction/shelter materials in designated hardware/suppliers.
2. The procedure of releasing the ESA may vary among LGUs, but the beneficiaries should follow the menu of housing materials to be procured as provided in item no. 4. To facilitate implementation, the ESA beneficiary families shall be organized into a Neighbourhood for Shelter Assistance (NASA) for collective action to facilitate and fast track the implementation.
3. In case the release of ESA is through a Cash Voucher System, the LGU shall identify and engage into contract with supplier/s within the locality for the purchase by the beneficiaries of housing materials;
4. In case the LGU shall implement or manage the cash, on behalf of the beneficiaries, LGU shall provide payment to supplier/s contracted out for the purchase of housing materials equivalent to the amount on the Cash Voucher issued to the beneficiaries;
5. A MOA between the DSWD and the proponent LGU shall be executed, detailing the number of beneficiaries, funding support, timelines, delineation of tasks and responsibilities, the financial management scheme to be used and the reporting obligations of the LGU; and,
6. The funding support for the LGU may be released on a "one-time-basis" only if the target and budgetary requirements are required to be implemented in a period not exceeding six (6) months. For physical and financial targets beyond six (6) months and the physical targets cannot be accomplished without tranching the funds, the FO may opt to release the funding support in two (2) tranches so as to ensure that

disbursements/utilization reporting are being complied with by the LGUs.

**D. Monitoring and Evaluation:**

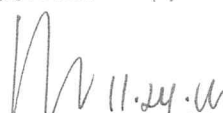
1. The LGU-recipient of the ESA shall submit a monthly physical and financial accomplishment report to the DSWD-FO.
2. The DSWD-FO shall likewise submit a monthly physical and financial accomplishment report to the Secretary, copy furnished the Disaster Risks Reduction and Operations Office (DRRROO); and,
3. The reports should include photo documentation and testimonies of the project beneficiaries on how it has benefitted on their lives.

This guideline is issued for guidance of the DSWD-FOs, LGUs, partners and stakeholders in the ESA implementation for victims of typhoon "Yolanda".

Signed this 21st day of November 2014, at DSWD-Central Office, Batasan Pambansa Complex, Constitution Hills, Quezon City, Metro Manila, Philippines.

  
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Secretary

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