



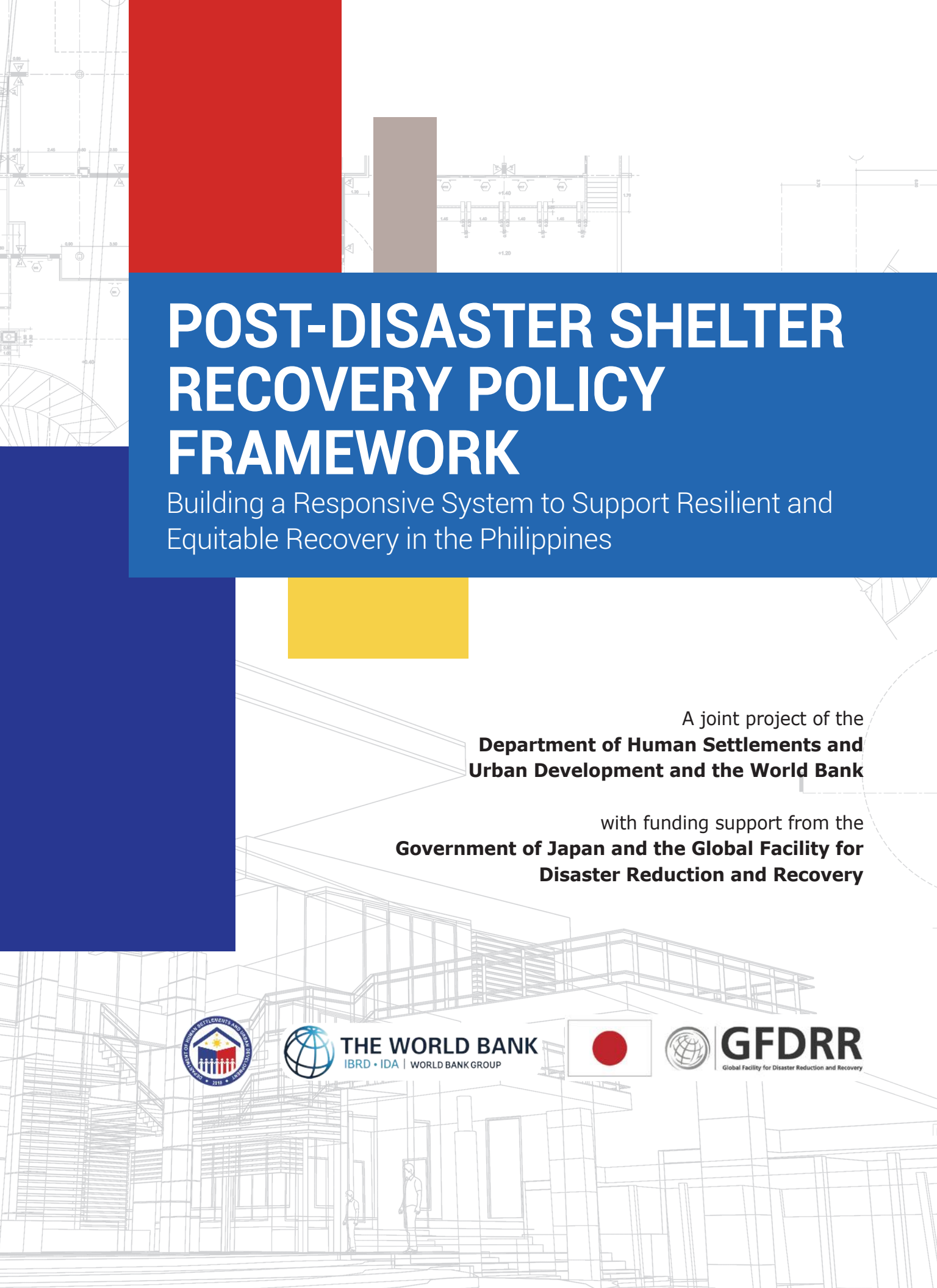
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# POST-DISASTER SHELTER RECOVERY POLICY FRAMEWORK

Building a Responsive System to Support Resilient and  
Equitable Recovery in the Philippines





The background of the cover features a mix of architectural drawings, including floor plans and elevations, overlaid with large, solid-colored geometric blocks in red, blue, and yellow. The title is prominently displayed in white text on a blue rectangular background.

# POST-DISASTER SHELTER RECOVERY POLICY FRAMEWORK

Building a Responsive System to Support Resilient and  
Equitable Recovery in the Philippines

A joint project of the  
**Department of Human Settlements and  
Urban Development and the World Bank**

with funding support from the  
**Government of Japan and the Global Facility for  
Disaster Reduction and Recovery**



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**GFDRR**  
Global Facility for Disaster Reduction and Recovery

# ACKNOWLEDGMENT

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The Department of Human Settlements and Urban Development extends its appreciation to the working team that made the completion of the Post-Disaster Shelter Recovery Policy Framework (PDSF). The PDSF comes with a Menu of Post-Disaster Shelter Modalities and an operational matrix to guide its implementation. These documents were developed through the initiative of the Public Housing and Settlements Service of the DHSUD with technical support from the World Bank and the Global Facility for Disaster Reduction and Recovery. We gratefully acknowledge the invaluable feedback of our Key Shelter Agencies, the National Economic and Development Authority, member agencies of the Social Development Committee Technical Board, and other relevant stakeholders. The PDSF will form part of the Philippine Disaster Rehabilitation and Recovery Planning Guide.

Special thanks to the following team members:

## **Department of Human Settlements and Urban Development**

Sec. Eduardo D. Del Rosario  
Undersecretary Marylin M. Pintor  
Undersecretary Zyril D. Carlos  
Assistant Secretary Avelino D. Tolentino III  
Director Angelito F. Aguila  
Director Rowena P. Dineros  
Director Mylene A. Rivera  
Marie Antonette M. McStay  
Warlito G. Quirimit  
Ana Liza M. Mirador  
Ann Rosslyn Keith D. Tan  
Cid Leandro M. Jacobo  
Paul Edward B. Maghirang  
Loyce Raiza-Moreen S. Bonto

## **World Bank**

Lesley Jeanne Y. Cordero  
Artessa Saldivar-Sali  
Marilyn Tolosa-Martinez  
Priscilla M. Phelps  
Fides B. Borja  
Elezor A. Trinidad  
Melissa D. Gamad



## MESSAGE



The National Disaster Risk Reduction Framework envisions "safer, adaptive and disaster-resilient Filipino communities towards sustainable development." In our bid to reduce the impact of disasters, especially among the vulnerable sectors of our country, mechanisms must be in place to ensure the preparedness and full recovery of affected individuals and communities.

Thus, this **Post Disaster Shelter Recovery Framework (PDSRF)** is a hallmark instrument for the enhancement of our disaster resilience capability, especially in improving our shelter recovery system. When communities become disaster-resilient, economic and social productivity will be sustained.

The Department of National Defense congratulates the Department of Human Settlements and Urban Development and all its partners for the completion of this PDSRF. May this Framework serve as a guidepost for all our stakeholders in ensuring that all households and communities affected by disasters will be able to recover and rebuild, not only their physical infrastructures, but also their way of life.

A handwritten signature in blue ink, reading "Delfin N. Lorenzana".

**DELFIN N. LORENZANA**

Secretary

Chairperson, National Disaster Risk Reduction  
and Management Council



REPUBLIC OF THE PHILIPPINES

**DEPARTMENT OF HUMAN SETTLEMENTS AND URBAN DEVELOPMENT**

*Kagawaran ng Pananahanang Pantao at Pagpapaunlad ng Kalunsuran*

<https://dhsud.gov.ph>



The Philippines consistently ranks among the top 10 countries with a high climate risk index in 2019 and 4th in the Long-Term Climate Risk Index (CRI) list of most affected countries from 2000 to 2019. Having an average of 20 tropical cyclones hitting the country annually because of its geographical location, in addition to its inclusion in the ring of fire where many volcanic eruptions and earthquakes occur, shelter resilience will continuously be a challenge.

Housing is the primary determinant of people's financial, physical and even psychological security. If this sense of security is adversely compromised due to disaster, affected families will surely suffer physically, emotionally, and financially. Of course, financially incapable families will suffer

more unless government interventions are properly undertaken.

The frequency and reoccurrence of climate-related disasters have exacerbated the cost and sustainability of housing in highly vulnerable areas. Against this backdrop, the **Post-Disaster Shelter Recovery Policy Framework (PDSF)** was crafted to establish a guide to ensure full recovery of households affected by natural disasters.

As an integral part of rehabilitation and recovery, this will form part of the Philippine Disaster Rehabilitation and Recovery Guide. It will be supported by operational tools that will help the government and its development partners consolidate recovery experience, improve coordination in shelter recovery, and ensure better alignment of resources to enhance disaster risk reduction efforts and management framework.

The Department of Human Settlements and Urban Development (DHSUD) is committed to reducing the vulnerability of the Filipino people during disasters. I extend my gratitude to the World Bank for supporting this endeavor. This framework is vital for the establishment of a guide for the Philippine post disaster shelter recovery that is equitable, cost-effective and gender-responsive.

*Maraming salamat po at mabuhay tayong lahat!*

**EDUARDO D. DEL ROSARIO**

Secretary, Department of Human Settlements and Urban Development

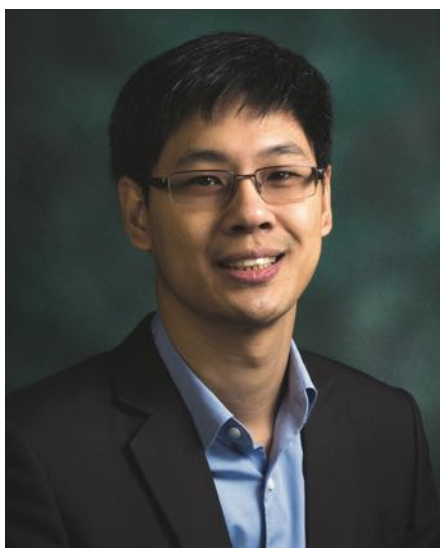




REPUBLIC OF THE PHILIPPINES

## NATIONAL ECONOMIC AND DEVELOPMENT AUTHORITY

### **National Economic and Development Authority's message for the Post-Disaster Shelter Recovery Framework publication**



The Philippine's constant exposure to natural and human-induced disasters continues to pose challenges for all Filipinos, especially the poor. This emphasizes the need for a coordinated strategy to improve shelter reconstruction for the full recovery of affected households and communities.

Proper planning is key in guiding recovery efforts and building more resilient communities through improved structures, services, and governance. Thus, we commend the Department of Human Settlement and Urban Development for crafting the Post-Disaster Shelter Recovery Framework (PDSRF). This framework will lay a strong foundation for the

development of the housing and settlement sector in the long-term. In particular, the framework's focus on affordable and construction will enable more Filipinos to live more safely and comfortably.

The PDSRF will also supplement the Disaster Rehabilitation and Recovery Planning Guide prepared by the National Economic and Development Authority, particularly in identifying appropriate programs or housing assistance for communities affected by disasters.

Through our integrated plans and collective efforts, we can achieve our goal of a resilient Philippines. Let us continue working together in building safe and sustainable communities for all.



**KARL KENDRICK T. CHUA**

Socioeconomic Planning Secretary, and  
Vice Chairperson for Disaster Rehabilitation and Recovery

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# ACRONYMS

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<b>CBO</b>	Community-Based Organization
<b>CDD</b>	Community-Driven Development
<b>CDP</b>	Comprehensive Development Plan
<b>CLUP</b>	Comprehensive Land Use Plan
<b>CRRP</b>	Comprehensive Rehabilitation and Recovery Plan
<b>CSO</b>	Civil Society Organization
<b>DBM</b>	Department of Budget and Management
<b>DENR</b>	Department of Environment and Natural Resources
<b>DepED</b>	Department of Education
<b>DHSUD</b>	Department of Human Settlements and Urban Development
<b>DILG</b>	Department of the Interior and Local Government
<b>DOE</b>	Department of Energy
<b>DOF</b>	Department of Finance
<b>DOH</b>	Department of Health
<b>DPWH</b>	Department of Public Works and Highways
<b>DRFI</b>	Disaster Risk Financing and Insurance
<b>DRRM</b>	Disaster Risk Reduction and Management
<b>DSWD</b>	Department of Social Welfare and Development
<b>DTI</b>	Department of Trade and Industry
<b>ES</b>	Emergency Shelter Modalities
<b>ESA</b>	Emergency Shelter Assistance
<b>FNFI</b>	Food and Non-Food Items
<b>GOCC</b>	Government-Owned and -Controlled Corporation
<b>HDMF</b>	Home Development Mutual Fund
<b>HGC</b>	Home Guaranty Corporation
<b>HH</b>	Household
<b>HLURB</b>	Housing and Land Use Regulatory Board
<b>HOMA</b>	Home Materials Assistance Program
<b>HUDCC</b>	Housing and Urban Development Coordinating Council
<b>IDP</b>	Internally Displaced People
<b>KSAs</b>	Key Shelter Agencies
<b>LDIP</b>	Local Development Investment Program
<b>LDRRMP</b>	Local Disaster Risk Reduction and Management Plan
<b>LGU</b>	Local Government Unit
<b>LIAC</b>	Local Interagency Advisory Committee
<b>LSP</b>	Local Shelter Plan
<b>LWUA</b>	Local Water Utilities Administration
<b>MF</b>	Multi-Family Shelter Recovery Modalities

<b>NDRP</b>	National Disaster Response Plan
<b>NDRRMC</b>	National Disaster Risk Reduction and Management Council
<b>NDRRMP</b>	National Disaster Risk Reduction Management Plan
<b>NEDA</b>	National Economic and Development Authority
<b>NGAs</b>	National Government Agencies
<b>NGO</b>	Non-Governmental Organization
<b>NHA</b>	National Housing Authority
<b>NHMFC</b>	National Home Mortgage Finance Corporation
<b>OCD</b>	Office of Civil Defense
<b>OPARR</b>	Office of the Presidential Assistant on Rehabilitation and Recovery
<b>PCCM</b>	Protection, Camp Coordination and Management Cluster
<b>PDP</b>	Philippine Development Plan
<b>PDSF</b>	Post-Disaster Shelter Recovery Framework
<b>PPA</b>	Programs, Projects and Activities
<b>PO</b>	People's Organization
<b>PPO</b>	Provincial Planning Office
<b>PSA</b>	Philippine Statistics Authority
<b>SF</b>	Single Family Shelter Recovery Modalities
<b>SHFC</b>	Social Housing Finance Corporation
<b>TS</b>	Temporary Shelter Modalities
<b>WASH</b>	Water, Sanitation and Hygiene

# DEFINITIONS

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**Agency-managed shelter recovery:** An approach to shelter recovery in which a government or nongovernment agency hires a construction company to build or repair a number of houses, either in the pre-disaster location or in a new site.

**Basic services:** Public services such as water, sanitation, storm water drainage, roadway access, electricity, public lighting, etc., that contribute to the health, safety, and quality of life of Filipinos.

**Cash transfers:** Assistance to a targeted group in the form of cash to accomplish a specific social or economic purpose related to relief or recovery.

**Community-managed shelter recovery:** An approach to shelter recovery in which financial, material, and/or technical assistance is channeled through community organizations that are actively involved in decision making and in managing the shelter recovery process.

**Core shelter:** A basic and safe housing unit that a family can progressively expand but which provides an acceptable level of safety and security until it is expanded.

**Damage:** Total or partial destruction of physical assets.

**Disaster risk financing and insurance:** Tools to increase the financial and fiscal resilience to natural disasters by institutionalizing sustainable (generally market-based) and cost-effective risk financing strategies.

**Disaster risk management:** The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies, and improved coping capacities to lessen the adverse impacts of hazards and the possibility of disaster.

**Disaster risk reduction:** The effort to minimize vulnerabilities and disaster risks throughout a society to avoid (through prevention) or limit (through mitigation and preparedness) the adverse impacts of hazards within the broad context of sustainable development.

**Emergency shelter:** Facilities that house families, on a short-term basis (1-4 weeks), before and after natural disasters or other emergencies.

**Key Shelter Agencies:** In the Philippines, the member agencies of the Housing and Urban Development Coordinating Council (DHSUD) are: Home Development Mutual Fund (HDMF) or Pag-IBIG Fund, Home Guaranty Corporation (HGC), Housing and Land Use Regulatory Board (HLURB), National Housing Authority (NHA), National Home Mortgage Finance Corporation (NHMFC), and Social Housing Finance Corporation (SHFC).

**Land tenure:** The relationship, whether legally or customarily defined, among individuals or groups with respect to land. Rules of tenure define how property rights to land are allocated within societies. They define who can use, control, and transfer land, as well as associated responsibilities and restraints. [Based on FAO definition.]

**Land title:** The evidence of a person's property rights to land.

**Losses:** Changes in economic flows arising from the disaster which continue until the achievement of full economic recovery and reconstruction. For the shelter sector, losses include rental revenue lost due to the damage or destruction of rental housing units.

**No-build zone:** The easement areas defined by the Water Code, Civil Code, and Revised Forestry Code of the Philippines, excluding areas for critical government infrastructure in support of economic development (i.e., ports, fish landings, etc.).

**No-dwelling zone:** Areas not recommended for human habitation.

**Owner-managed shelter recovery:** An approach to shelter recovery in which conditional financial assistance is given to a homeowner. Generally accompanied by regulations and technical support to ensure that the repair and reconstruction work of individual households results in safe shelter.

**Reconstruction:** The replacement and repair of damaged physical structures and infrastructure following a disaster. May have a broader definition similar to "Recovery" in some countries.

**Recovery:** The restoration, and improvement where appropriate, of facilities, livelihoods, and living conditions of disaster-affected communities, including efforts to reduce exposure and vulnerability to disaster risk.

**Rehabilitation:** The restoration, and improvement where appropriate, of facilities, livelihoods, living conditions and governance of disaster-affected communities, including efforts to reduce exposure and vulnerability to disaster risk. Synonymous to Recovery or Reconstruction in some countries.

**Relocation:** A process whereby a community is moved to a new location.

**Resettlement (involuntary resettlement):** Direct economic and social losses resulting from displacement due to infrastructure projects or changes in land use for public purposes, together with the consequent compensatory and remedial measures. Relocation is one mitigation measure considered when carrying out resettlement. [Definition used by multi-lateral financial institutions.]

**Retrofitting:** Process whereby the strength and resilience of existing structures is enhanced through structural means, such as improving structural elements or replacing building components.

**Rights-based secure tenure instruments:** Recognized as collateral/collateral substitute subject to loan valuations. This may be freehold, usufruct, leasehold, and right to occupy and/ or build.

**Self-recovery:** The process of recovery from a disaster, psychological disturbances, trauma, etc., which is financed and managed directly by the affected person or household.

**Settlement:** The environs of a group of housing units in a neighborhood or community.

**Shelter:** Housing and related amenities. [Philippine definition]. Also, emergency and temporary housing to accommodate those displaced by a natural disaster or other crisis.

**Temporary housing/shelter:** An approach to sheltering that provides an interim physical shelter option between emergency shelter and permanent re-housing.

**Transitional shelter:** Transitional sheltering is an organic process that may not require a physical solution and that seeks to minimize physical and social displacement. Transitional sheltering gives households privacy, mobility, autonomy, and proximity to the housing reconstruction site. It may entail a physical structure or an arrangement such as hosting. When a physical structure is involved, transitional shelter is often movable and may be constructed of materials that can be reused in permanent shelter reconstruction.





# I. INTRODUCTION

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Every year, shelter in the Philippines is being lost to climate-related events and other disasters such as tropical storms, flooding, earthquakes, and volcanic eruptions. It has been estimated that, on average, 300 thousand shelter units are affected by disasters each year. One million units were damaged or destroyed by Yolanda in 2013 alone.

This annual loss of housing contributes to the country's already serious shelter deficit, which has been estimated at 1.2 million shelter units, including 600 thousand informally settled families.<sup>1</sup> Further, the same factors that constrain the construction of quality shelter in "normal times," especially for low-income families, hamper post-disaster shelter recovery. These include: (1) the difficulty in identifying and accessing land for shelter, (2) the lack of a sustainable and affordable shelter finance system and (3) inadequate or inappropriate governance of the shelter sector, including the concentration of subsidies in a limited number of government-built shelter units.

On top of those "normal" constraints, post-disaster shelter recovery presents unique challenges and reveals other shortcomings. They include: (1) local governments without risk-based land-use plans and/or weak capacity to enforce them; (2) delayed delivery of recovery resources to local governments and households; and (3) inadequate national policies and programs for shelter recovery. The country also lacks effective pre-disaster strategies such as home insurance, structure retrofitting, and pre-emptive resettlement programs to reduce the vulnerability of people during disasters.

Once people are displaced from their shelters, it takes years before they are adequately rehoused. Most often, the hardest hit are poor and informally settled families whose shelters are particularly vulnerable.

The country has extensive experience on shelter reconstruction and recovery and has tried innovative approaches in the past; for instance, the government has provided cash subsidies to households and empowered local groups to manage the reconstruction of their communities. However, more innovation is needed and programs that work should be scaled up. The Philippine experience and learnings from disasters should build the government's capacity to better manage post-disaster shelter recovery, even while disaster impacts increase as the result of climate change, urbanization, and the increasing number of informal settlers.

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<sup>1</sup> World Bank, 2016, Closing the Gap in Affordable Housing in the Philippines: Policy Paper for the National Summit on Housing and Urban Development. Republic of the Philippines, Housing and Urban Development Summit.





The purpose of this Post-Disaster Shelter Recovery Policy Framework (PDSF) is to establish a guide for continuous improvement of the country's capacity to ensure full recovery of households and communities affected by natural disasters. It aims to enable better coordination, optimize the use of financial and human resources, align various policies and administrative and funding initiatives, and empower those affected to recover and reduce the impact of future disasters. This is in line with the government's BALAI (Building Adequate, Livable, Affordable and Inclusive) Filipino Program, the National Urban Development and Housing Framework (NUDHF) and the National Housing and Urban Development Sector Plan (2020-2040), which aim to develop disaster-resilient and sustainable communities. The PDSF will be supported by operational tools. These tools will help national and local government officials and their development partners consolidate recovery experience into a system of good practices that can be consistently applied.



Photo by Pok Rie from Pexels

Operationalizing the PDSF will also mean improving the coordination of agencies involved in shelter recovery and better aligning their efforts. Operationalization will be a starting point for both reducing disaster impacts in the long run and for improving the experience of those whose shelters are lost or damaged.

While recovery creates unique needs and demands, recovery policy should be based on the country's existing housing development and financing policies and its disaster risk reduction and management (DRRM) framework, so that DRRM is at the core of the shelter recovery strategy. To this end, the PDSF reflects successful approaches from the Philippines and other countries that can be utilized in future disasters and improved over time. It complements the Government's Philippine Disaster Rehabilitation and Recovery Planning Guide<sup>2</sup> that serves as a reference for national government agencies (NGAs), local government units (LGUs), and other stakeholders. This will guide the preparation of their rehabilitation and recovery plans in the aftermath of natural or human-induced disasters.

<sup>2</sup> The Philippine Rehabilitation and Recovery Planning Guide was developed by the National Economic and Development Authority and approved by the National DRRM Council.

## II. BACKGROUND



The principal laws that provide policy basis for post disaster shelter recovery are the Republic Act No. 11201, the Department of Human Settlements and Urban Development Act and its Implementing Rules and Regulations, Republic Act No. 7279, Urban Development and Housing Act of 1992 and its Implementing Rules and Regulations, the Republic Act No. 10121, and the Philippine DRRM Act of 2010, along with its Implementing Rules and Regulations and subsequent plans and operational guidelines. However, there is no existing comprehensive program for post-disaster shelter recovery. For instance, the National Housing Authority (NHA) implements resettlement projects and Home Materials Assistance (HOMA) for disaster-affected families while the Department of Social Welfare and Development (DSWD) implements similar programs called Emergency Shelter Assistance (ESA) and Core Shelter Program.

Shelter recovery programs have been guided by a patchwork of laws, memorandum circulars, memorandum orders, executive orders, congressional resolutions, memoranda of understanding, and ad hoc agreements among agencies, which vary from one disaster event to another. There is often confusion about rules and long delays in deciding which ones apply and how.<sup>3</sup>

<sup>3</sup> DSWD reported extensive discrepancies in the Yolanda ESA eligibility list due to confusion about eligibility criteria, which persisted into 2016.





Photo by Rodolfo Quirós from Pexels

Regarding implementation, there is a tendency to keep track of expenditures rather than desired outcome, and there are overlapping shelter programs among concerned government agencies, centralized approaches that do not promote self-recovery among households and communities, lack of coordination among agencies, and sub-optimal results due to ineffective allocation of resources and weak oversight of projects.

Other agencies whose interventions help determine the success of shelter recovery projects (including those of the Department of Environment and Natural Resources (DENR), the Department of Public Works and Highways (DPWH), Department of Trade and Industry (DTI), and power and water utilities) too often operate independently of any shelter recovery plan. Further, non-government organizations (NGOs) and private sector entities that participate in shelter recovery-related activities are often subject to minimal standards (especially with regard to disaster-resilient design and construction).



Recovery shelter projects executed by NGAs under existing programs do not always follow the parameters of the underlying programs. Further, local officials and beneficiaries are often not aware of program requirements. NHA moves beneficiaries into resettlement projects, for instance, before providing basic services, putting homeowner associations in place, or explaining the obligations and restrictions imposed by the project.

The PDSF is an instrument to help the government and stakeholders systematically address the shortcomings in the current approaches to shelter recovery and to put in place a more predictable, efficient, and effective shelter recovery system. Over time, it also should reduce the need for major shelter recovery programs as the vulnerability of the housing stock is reduced and community resilience grows.

# III. Post-Disaster Shelter Recovery Policy Framework

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## A. Purpose of the Post-Disaster Shelter Recovery Policy Framework

The PDSF has been developed to improve the results of shelter recovery programs and projects for Filipino citizens affected by disasters.

It is intended to promote an equitable, timely, and cost-effective process whereby NGAs, LGUs, NGOs, civil society organizations, the private sector, and the affected population collaborate to support the recovery, reconstruction, and rehabilitation of shelter and settlements following disasters.

The PDSF seeks to increase the efficiency and effectiveness of shelter recovery by strengthening coordination, optimizing the use of financial and human resources, and aligning various policies, procedures and funding mechanisms.

In particular, the PDSF promotes post-disaster shelter recovery interventions that:

- Reflect a harmonized approach among key shelter agencies (KSA) and other agencies and actors
- Support the country's overall affordable shelter development and financing policies and strategies
- Contribute to larger social and economic development goals, including reduction of future disaster risk, restoration of livelihoods, and poverty reduction

## B. Shelter Recovery Vision and Principles

The vision for post-disaster shelter recovery in the Philippines is a process that:

- Provides clear pathways to the timely recovery of all affected households and communities
- Empowers affected households to take the lead in managing their own recovery process
- Contributes to larger social and economic development goals, including reduction of future disaster risk, restoration of livelihoods, and poverty reduction
- Builds local expertise and the resilience of affected communities
- Encourages joint contributions of diverse actors, guided by a clear understanding of desired outcomes
- Uses available resources effectively and provides incentives for risk reduction
- Ensures the accountability of actors to affected households, communities, and the general public

The design of programs, projects, and activities will be guided by the following principles:

- **Risk reduction.** Shelter recovery and development will direct investment away from high-hazard zones, where risk-mitigation measures are not feasible, and encourage safe building practices to minimize the future loss of lives and damages to buildings and infrastructure.
- **Good governance.** Planning and implementation of recovery activities are based on policies, procedures, and organizational structures, which are modified when necessary to facilitate recovery without undermining fiscal discipline and good governance.
- **Local self-determination.** Local management of recovery based on locally defined outcomes is the preferred approach, which is augmented when required by capacity support from the center or other localities.
- **Building back better.** A “build back better” approach is used to increase the community’s physical, social, and economic resilience and ability to recover from future shocks.
- **Integrated recovery.** Affordable access to public transport, health services, markets, and schools is assured in both in-situ recovery and new settlement sites.
- **Cost-effectiveness.** Household and private sector contributions are encouraged, and the shelter solutions implemented are cost-effective.
- **Risk-sharing.** Recovery approaches promote risk identification and risk-sharing and the reduction of the government’s financial exposure over time.
- **Transparency.** Recovery planning is outcome-oriented, and implementation results are reported on a timely basis.





## IV. Institutional Arrangements



**BOOSTED FIGHT VS SCAMMERS:** DHSUD Secretary Eduardo Del Rosario seals a partnership with other national government agencies with the signing of a Joint Memorandum Circular on the creation of an inter-agency Task Force meant to ramp up efforts to end malpractices in the housing and real estate industry on July 2, 2021.

Led by DHSUD and co-chaired by the DILG and DOJ, the inter-agency body synchronizes government efforts aimed at curtailing such unlawful activities and further bolster coordination at the national, regional and local levels.

Laws and regulations related to DRRM, housing and urban development, human rights, social development, resettlement, WASH, and other infrastructure sectors important for local development all apply in planning and implementing shelter recovery programs.<sup>4</sup> Some of the Philippines' key organizations and frameworks are described in this section.

### A. Disaster Risk Reduction Management Framework

**National DRRM Framework.** The Philippines' DRRM strategy is governed by the Disaster Risk Reduction and Management Act of 2010. It provides the legal basis for the Government's shift from disaster response to preparedness and risk reduction. The NDRRM Framework, approved in 2011, articulates the overall vision of safer, adaptive and disaster-resilient Filipino communities toward sustainable development. The NDRRM Plan (2011-2028) lays out the corresponding policies, plans, and programs towards the attainment of the NDRRM Framework vision across the four thematic areas: (1) Disaster Prevention and Mitigation; (2) Disaster Preparedness; (3) Disaster Response; and (4) Disaster Rehabilitation and Recovery.

**NDRRM Plan (2020-2030)** is the Government's updated plan. It addresses the the compounding effects of COVID-19 that exacerbate the impacts of climate change and disasters and to better align with all national, regional, and global policy frameworks, including the Sendai Framework for Disaster Risk Reduction (2015-2030), among others.

**Organizational structures.** The Office of Civil Defense (OCD) functions as the Secretariat of the National DRRM Council (NDRRMC), which formulates and implements the NDRRMP and is charged with ensuring that LGUs have DRRM plans consistent with the NDRRMP. Within the NDRRMC, there is one Vice-Chair for each of the four thematic areas of the NDRRMP and several lead implementing agencies.

<sup>4</sup> See Annex 1: Laws and Other Legal Instruments Relevant to the PDSF.



The Vice-Chair for Disaster Rehabilitation and Recovery is the NEDA, while the lead agencies include: NHA, OCD, DPWH, DOH, DSWD, DTI, DA and DHSUD.

Both the DRRM Act and its Implementing Rules and Regulations mention recovery only briefly as Thematic Area 4. All assignments are made to NGAs as shown below.

**Thematic Area 4: Disaster Rehabilitation and Recovery**  
**Vice-Chair: National Economic and Development Authority (NEDA)**

OUTCOME	LEAD AGENCY
18. Clear policy directions for rehabilitation and recovery	NEDA
19. Sustainable and socially inclusive income sources for households are made available and stability of economic activities is restored	DTI
20. Agricultural production is restored or increased and support services for farmers, fisher folks, and laborers are made accessible	DA
21. Affected families and individuals have access to: (a) affordable disaster-resilient housing located in safe zones where social services and public facilities are available; or, (b) financial assistance to rebuild houses in areas declared as safe zones	DHSUD
22. Affected individuals, families, and communities have access to responsive, appropriate, and adequate education, health, and social protection services	DSWD
23. Disaster-resilient standards in infrastructure are observed during rehabilitation and recovery	DPWH

**Special lead agencies.** For certain disasters, a special temporary entity has been created at the national level to coordinate reconstruction. In the case of Typhoon Yolanda in 2013, this was the Office of the Presidential Assistant on Rehabilitation and Recovery (OPARR), which prepared the Comprehensive Rehabilitation and Recovery Plan (CRRP). In April 2015, most of the functions of PARR were taken over by the NDRRMC and other relevant agencies, while NEDA (as the NDRRMC Vice-Chairperson for Rehabilitation and Recovery) assumed the functions of coordination, monitoring, and evaluation of all disaster-related programs, projects, and activities (PPAs).<sup>5</sup> In 2017, the Task Force *Bangon Marawi* (TFBM) was created to oversee the rehabilitation and recovery of Marawi City and other affected localities from the Marawi siege. The TFBM is composed of forty-six member agencies led by the DHSUD Secretary.

**National Recovery Clusters.** OPARR created a series of Clusters, following the model used after Typhoon Pablo, to coordinate NGA recovery activities. Responsibilities for shelter were split between two clusters: the Resettlement Cluster (chaired by DHSUD), for contractor-built permanent housing in new sites and the Social Cluster (chaired by DSWD), for activities such as Emergency Shelter Assistance (ESA) and Core Shelter. For

<sup>5</sup> Memorandum Order No. 79, s. 2015, signed on April 22, 2015.

TFBM, the Housing and Settlements Cluster implements all shelter-related interventions, including transitional and permanent housing.

## B. Philippine Development Plan

The Philippine Development Plan (PDP) is the medium-term development road map of the country. PDP 2017-2022 is the first PDP to be anchored on a national long-term vision, “*AmBisyon Natin 2040*.”<sup>6</sup> *AmBisyon Natin 2040* represents the collective vision and aspirations of Filipinos for themselves and for the country. It takes off from the Administration’s 0–10-point Socioeconomic Agenda, the international commitments related to the realization of the Sustainable Development Goals, the Sendai Framework for Disaster Risk Reduction, and the Paris Agreement on Climate Change (COP 21).

The PDP aims to lay a stronger foundation for inclusive growth, a high-trust society, and a globally competitive economy toward realizing the vision by 2040. The strategies to achieve the goal are grouped under three main pillars: *Malasakit* (Enhancing the Social Fabric), *Pagbabago* (Reducing Inequality), and *Patuloy na Pag-unlad* (Increasing Growth Potential).

Under *Pagbabago*, vulnerability of individuals will be reduced. Policies and programs will be 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. There will also be programs to help ensure the well-being of individuals and families against economic risks, natural, and human-induced hazards.

The PDP also highlights the need to build more resilient communities. The housing program of the Duterte Administration will be in line with the new urban agenda of developing integrated neighborhoods and sustainable communities. Innovative solutions to housing construction will be encouraged and alternative modes of financing will be 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.

The PDP 2017-2022 was updated in 2021 to address the impacts of COVID-19 pandemic by prioritizing the health and resilience of the Filipinos. The updated PDP remains geared towards the attainment of the country’s national long-term vision in *AmBisyon Natin 2040*.

## C. Shelter Sector and Key Shelter Agencies



**Department of Human Settlements and Urban Development** is the main planning and policymaking, regulatory, program-coordinating, and performance-monitoring entity for all housing, human settlement, and urban development concerns, primarily focusing on the access to and the affordability

<sup>6</sup> National Economic and Development Authority, 2017, Philippine Development Plan. <http://www.neda.gov.ph/2017/07/26/philippine-development-plan-2017-2022/>.

of basic human needs.<sup>7</sup> In relation to public housing and urban development, the Department is mandated to manage and oversee emergency post-disaster/ post-conflict shelter recovery or climate change adaptation and mitigation and disaster risk reduction provision and interventions. As such, DHSUD will ensure the institutionalization and sustainability of PDSF. Notwithstanding responsibilities assigned in the NDRRM Plan, the DHSUD will coordinate implementation of the PDSF thru the National Human Settlements Development Board, which acts as the single policy-making body and provide overall policy directions and program development to the attached agencies. Its member agencies include NEDA, DOF, DBM, DILG, DPWH and their attached agencies.



**National Housing Authority** is mandated to: focus on socialized housing through the development and implementation of a comprehensive and integrated housing development and resettlement; fast track the determination and development of government lands suitable for housing; and ensure the sustainability of socialized housing funds by improving its collection efficiency, among others. NHA is the implementing arm producing socialized housing, which includes resettlement projects and HOMA for disaster-affected families.



**Home Development Mutual Fund** is a government-owned and -controlled corporation (GOCC) under DHSUD that administers a national savings program and provides affordable shelter financing for salaried Filipinos and voluntary and self-employed members. It offers the 24-month Calamity Loan to members with residences located in areas placed under a state of calamity. The fund also provides other special housing financing programs for members affected by disasters.



**National Home Mortgage Finance Corporation** is a GOCC that provides affordable housing loans to finance the acquisition of housing units by Filipino homebuyers through the development and operation of a secondary market for home mortgages.



**Social Housing Finance Corporation** is the lead government agency to undertake social housing programs that cater to the formal and informal sectors in the low-income bracket and take charge of developing and administering social housing program schemes of the Community Mortgage Program (CMP) and *Abot Kaya Pabahay* Fund (AKPF) Program.

## D. Concerned NGAs

Shelter recovery is a shared responsibility among NGAs, LGUs, communities, and the private sector. The key NGAs are described in the next page.

<sup>7</sup> Following the passage of the Department of Human Settlements and Urban Development Act of 2018, the Department has absorbed the duties and functions of the Housing and Urban Development Coordinating Council (DHSUD) and the Housing and Land Use Regulatory Board (HLURB). Under EO 90, Series of 1986, the DHSUD is charged with the main function of coordinating the activities of the government housing agencies to ensure the accomplishment of the National Shelter Program. HLURB's mandate is to promote inclusive growth, economic advancement, social justice, and environmental protection through the regulation of land use, housing development and homeowners' associations and through resolving related disputes. It oversees the preparation of CLUPs that mainstream climate change adaptation and DRRM.



The **Department of Education** (DepEd) formulates, implements, and coordinates policies, plans, programs, and projects in the areas of formal and non-formal basic education. It supervises all elementary and secondary education institutions, including alternative learning systems, both public and private; and provides for the establishment and maintenance of a complete, adequate, and integrated system of basic education relevant to the goals of national development. DepEd manages the Education Cluster within the Response Cluster system and is responsible for ensuring that schools reopen following a disaster.



The **Department of Energy** (DOE) is mandated to prepare, integrate, coordinate, supervise, and control all plans, programs, projects, and activities of the Government for energy exploration, development, utilization, distribution, and conservation. DOE formulates and implements policies and programs to ensure sustainable, stable, secure, sufficient, accessible, and reasonably priced energy.



The **Department of Environment and Natural Resources** (DENR) is the primary agency responsible for the conservation, management, development, and proper use of the country's environment and natural resources, specifically forest and grazing lands, mineral resources, and lands of the public domain, as well as the licensing and regulation of all natural resources.



The **Department of Health** (DOH) is the Philippines' technical authority on health and the national health policymaker and regulatory institution, which seeks to continuously improve the country's health care system. Its mandate is to develop national plans, technical standards, and guidelines on health. DOH also provides tertiary health care services and technical assistance to health providers and stakeholders. DOH heads the Health Cluster within the Response Cluster system.



The **Department of the Interior and Local Development** (DILG) is responsible for promoting peace and order, ensuring public safety, and strengthening local government capacity to deliver basic services to the citizenry. DILG also formulates plans, policies, and programs to manage and assist local governments in handling emergencies arising from natural and man-made disasters.



The **Department of Public Works and Highways** (DPWH) is the engineering and construction arm of the Government tasked with ensuring the safety of infrastructure facilities and securing the highest efficiency and quality in the construction of public works and highways. DPWH is responsible for the planning, design, construction, and maintenance of infrastructure, especially national highways, flood control and water resources, and other public works, in accordance with national development objectives.



The **Department of Social Welfare and Development (DSWD)** is the lead agency supporting the social welfare and development of the country. DSWD formulates policies and plans for social welfare and development services, licenses organizations engaged in social welfare and development services, funds social protection programs for the poor, vulnerable, and disadvantaged sectors, and provides protective services to individuals, families, and communities in crisis situations. DSWD, as Vice-Chair of the NDRRM Council for disaster response, plays several key roles in emergencies, including serving as co-chair of the Response Cluster system and providing cash transfers and other forms of emergency and early recovery support.



The **Department of Trade and Industry (DTI)** enables innovative, competitive, job-generating, and inclusive business and empowers consumers. It acts as a catalyst for intensified private sector activity to accelerate and sustain economic growth through comprehensive industrial growth strategy, progressive and socially responsible trade liberalization, and deregulation programs and policymaking designed for the expansion and diversification of domestic and foreign trade.



The **Local Water Utilities Administration (LWUA)** is a GOCC with a specialized lending function that promotes and oversees the development of water supply systems in provincial cities and municipalities outside of Metropolitan Manila. Its goal is to provide universal access to safe, potable water and sanitation, including septage and sewerage. It develops water districts and water utilities into self-sustaining institutions through financial, technical and institutional assistance and regulation.

## E. Local Recovery Management

LGUs use a variety of organizational set-ups to manage post-disaster shelter recovery within their jurisdictions. Leadership comes from the local chief executive and their planning officer and/or municipal engineer and is sometimes supported by a committee of municipal employees, partners, and/or civil society representatives. Local ordinances or Executive Orders provide the legal backing. Some of the local structures that have been used (which are not mutually exclusive) include the following:

- **Local Recovery Clusters.** National clusters also operate at the provincial, city, and/or municipal level and are composed of LGU representatives and regional counterparts of NGAs involved in the execution of recovery projects. Another set of clusters, based on the international humanitarian cluster system, also often operates at the local level when humanitarian agencies are present.<sup>8</sup>

<sup>8</sup> Office for the Coordination of Humanitarian Affairs (UN OCHA), Cluster Coordination web site. <http://www.unocha.org/what-we-do/coordination-tools/cluster-coordination>.





**ENSURING QUALITY HOUSING:** DHSUD Secretary Eduardo Del Rosario conducts site inspections on various housing projects in Cavite on May 25, 2021 in line with the government efforts to ensure that no sub-standard projects are built during the Duterte administration. The projects aim to provide more affordable housing to working Filipino families, especially from low-income groups.

- **Provincial Rehabilitation and Recovery Offices (PRROs).** OPARR created these offices in the Typhoon Yolanda-affected provinces to provide support on the ground.
- **Local Interagency Advisory Committee (LIAC).** Cities and towns receiving NHA housing units are requested to form a LIAC chaired by a Regional NHA representative and the Local Chief Executive. (Not all LGUs do so.) LIACs are meant “to ensure participatory approach in resettlement project implementation” and are expected to select and relocate beneficiaries. With a broader mandate, some believe that LIACs could be used to coordinate all local shelter recovery.
- **Local DRRM Offices.** As part of the National DRRM system, these offices are sometimes charged with recovery planning and oversight.
- **Provincial Planning Offices (PPOs).** The PPOs played an important role in supporting the preparation of Municipal Rehabilitation and Recovery Plans after Yolanda; however, their involvement in coordination varied from one province to another.
- **Local Housing Board/Shelter Committees.** LGUs with Local Shelter Plans in place may charge their Local Shelter Committee or Local Housing Board with responsibility for planning shelter recovery.
- **Barangay Development Councils.** These offices can play a critical role in assessments and in mobilizing community involvement in recovery activities.
- **Ad hoc entities.** New entities such as the Tacloban Recovery and Sustainable Development Group (TACDEV), which blended government and civil society expertise, may be the appropriate solution in some disasters.

The purposes of these entities differ among LGUs. Having a variety of structures provides discretion to LGUs but can also slow recovery by requiring NGAs and partners to determine the unique set-up in each LGU. The PDSF advocates for clear definition and allocation of recovery responsibility at the local levels (province, city, municipality) and a possible consolidation of these organizational models to increase consistency.

## F. Local Planning

LGUs are responsible for several plans that are relevant to shelter and settlements recovery planning. The key LGU development plans are the following:

- The **Local Shelter Plan** (LSP) provides information on the analysis of the present local housing situation, i.e., the identification of housing problems, upgrading and future housing needs, household affordability, local resources such as land, and the provision of basic services and finances. It also contains the main shelter strategies and a corresponding implementation plan that provides the details of actions needed to realize the housing objectives.
- The **Comprehensive Land Use Plan** (CLUP) defines or provides guidelines on the allocation, utilization, development, and management of all lands, within a given territory or jurisdiction, including municipal waters, according to the inherent qualities of the land itself and supportive economic, demographic, sociocultural, and environmental objectives. CLUP is formulated by the LGU in consultation with its stakeholders.
- The **Comprehensive Development Plan** (CDP) is a 6-year multi-sectoral plan embracing all development sectors and sub-sectors and concerns. It covers five development sectors: social, economic, physical, environmental, and institutional development. The CDP provides a convergence mechanism to integrate the plans of national government agencies (NGAs) with local plans. It is used as a medium to implement the CLUP.
- The **Local Disaster Risk Reduction and Management Plan** (LDRRMP) are prepared by the Local DRRM Offices at the provincial, city, and municipal levels and by the Barangay Development Councils. They are evaluated by the OCD. Councils are also tasked with ensuring that DRR measures are incorporated into the CDP and the CLUP.

Local recovery planning is more effective when LGUs have access to planning data and have planning instruments on which the recovery plan can be based. The plans and their implementing instruments, such as the zoning code, help ensure recovery projects support local long-term development goals. These plans can also support disaster risk management (including site- and hazard-specific risk reduction and shelter retrofitting and recovery) when they are prepared with these purposes in mind. Training on the preparation of plans should reinforce the message that DRR must be considered when all local plans are prepared and updated.





# V. Shelter Recovery Practices

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Given the diversity of the country's geography, economy, culture, climate, environment, and tenancy arrangements, the appropriate shelter recovery modality or modalities will differ, depending on the disaster event and local circumstances. Shelter reconstruction may be carried out in-situ or in new sites and managed by a range of actors. To provide flexibility, the PDSF endorses a range of shelter recovery modalities and approaches that have been shown to be effective in particular circumstances.

The modalities listed include emergency shelter, transitional shelter/temporary housing and permanent shelter solutions. The focus of the PDSF is permanent shelter recovery; however, emergency and transitional shelter choices can affect permanent shelter recovery. Therefore, shelter solutions—and the pathways available to acquire safe, permanent shelter—should be considered as a whole.

Families normally go into action to repair and reconstruct their own shelter as soon as possible after a disaster to re-establish both the household and its economic activities, but they need clear recovery pathways. To create clear recovery pathways, agencies must ensure that their programs provide easy transitions between emergency, transitional and permanent shelters. Affected households should be made aware of the options available to them.

Government should provide support that encourages self-recovery, accelerates the recovery process, and ensures the safety of the repaired and rebuilt shelter. By focusing on risk reduction, not only will households be safer in future disasters, but government's financial obligations for shelter reconstruction will be reduced over time.

## A. Shelter Modalities

### Emergency Shelter Modalities (ES)

Emergency shelters house families on a short-term basis (1-4 weeks) before and after emergencies. Early warning systems advise families to prepare and evacuate. But not all disasters can be anticipated, in which case emergency shelters are opened immediately following the event. Government's role is (i) to identify locations and develop procedures for operating evacuation centers and (ii) to ensure that families quickly transition back home or to the next stage in the sheltering process. Arrangements for the provision of emergency shelter are described in the National Disaster Response Plan (NDRP), OCD Operation Manual for Response, and related rules and procedures.



### **ES-1 Evacuation centers**

Evacuation centers provide safe locations for groups of individuals to seek refuge in during an emergency period and immediately afterward. They may be dedicated centers, multipurpose buildings, or locations designated temporarily for evacuation purposes. The use of schools as evacuation centers is still common in the Philippines; however, government policy is to reduce school use due to the adverse effect it has on normal school activities. National and local governments are responsible for opening and supervising official evacuation centers, but national and international non-governmental organizations (including the private sector) may open spontaneous centers and provide services in coordination with government. DSWD provides the oversight of evacuation centers as the NDRRMC Vice-Chair for Response and lead agency of the Protection, Camp Coordination, and Management Cluster (PCCM). Member agencies of the Response Cluster preposition and distribute food and non-food items (FNFI) to centers and ensure the provision of health services, water and sanitation, protection, and psychosocial support.

### **ES-2 Host families**

Individuals and households who relocate to another private home before or immediately after an emergency event are in a “hosting” situation. The number of households being hosted is often significantly more than those seeking shelter in official or unofficial evacuation centers. The PDSF does not anticipate formalizing these emergency sheltering arrangements. However, emergency hosting arrangements that evolve into temporary/transitional sheltering situations may be given support, as described under TS-1.

### **ES-3 Shelter in place**

Households may shelter in place (SIP) during emergencies, even if given a notification to evacuate. This occurs because individuals are not able to evacuate, have no place to go, do not understand the severity of the conditions expected or fear looting of or damage to their possessions. Local government may establish systems to register those planning to shelter and/or place limits on the support provided to them to discourage SIP (e.g., no search and rescue in the first 48 hours). Communications should encourage neighbors to work collectively and ensure vulnerable households are evacuated and cared for.



## **Temporary Shelter/Transitional Sheltering Modalities (TS)**

Temporary shelter provides an interim physical shelter option between emergency shelter and permanent re-housing. Transitional sheltering is an organic process that may not require a physical solution and seeks to minimize physical and social displacement. These solutions cover the first 12 to 18 months after a disaster. Because temporary solutions are costly, time-consuming, and can easily become permanent, the PDSF supports expanded use of transitional sheltering options. The Philippines has no formal transitional shelter policy. In the Yolanda rehabilitation, the government built bunkhouses and Internally Displaced People (IDP) camps. In the rehabilitation and recovery efforts for Marawi City, the government built temporary shelters complete with basic utilities and services.

### **TS-1 Host families**

Hosting arrangements that extend into the transitional period are an important source of transitional shelter. This modality may require support from government or an NGO to facilitate the hosting process or the grants to support hosting families. There is no existing policy or program yet to support this modality. This modality can be a more cost-efficient alternative to evacuation centers or transitional shelters.

### **TS-2 Self-settlement**

The desire for self-recovery drives most shelter activity during the transitional period; therefore, the PDSF supports transitional self-settlement, which puts households in charge of finding a transitional solution. In many cases, households can find a temporary shelter solution, carry out temporary repairs to their housing, or construct a temporary solution on the site of their damaged home or nearby. Self-settlement may require guidelines, tools and materials distribution, and/or a cash grant. In some cases, self-settlement may also entail in-kind provision of a transitional shelter structure by the LGU or NGOs.

### **TS-3 Temporary housing**

For some disasters, government will use public resources to hire private contractors to build bunkhouses or other temporary structures. NGOs may also fund these activities. LGUs select and approve beneficiaries, support occupants, and may provide sites. The PDSF supports avoiding the use of bunkhouses because they compete for funding and labor with permanent shelter reconstruction activities. It also supports the development of regulations and guidelines to modify the approach that will ensure compliance to international humanitarian standards in those cases when they are used.

### **TS-4 Collective centers**

Collective centers are similar to evacuation centers but are used for the transitional period. They can be housed in a public space, a private building such as a motel, or in a specially constructed building. Collective centers generally include both collective space (e.g., cooking facilities) and private space (sleeping quarters). Collective centers may be managed by residents or a sponsoring agency and funded by government or the agency.

This is a suitable solution when there is an expectation of extreme weather or a risk of exposure to other hazards during the transition period. Currently, there is no local experience for this type of modality.

### **TS-5 IDP Camps**

IDP camps are used only when the level of damage and displacement exceeds the capacity of other transitional modalities to absorb the population and will be kept open for the minimum time necessary. Established on either public or private land, funding for camps is provided by government and sometimes augmented by NGO or INGO support. Government or NGOs manage camps and provide water, sanitation, and other basic services, with the oversight of the PCCM Cluster. LGUs approve camp sites and may provide services.

## **Permanent Shelter Recovery Modalities**

### **Single family ownership recovery modalities (SF)**

Single-family, family-owned housing predominates in the Philippines, so modalities to support recovery of this type of shelter are a priority. All SF modalities require access to land, which may be the original housing site (in-situ) or a new site. The single-family shelter recovery modalities are not mutually exclusive. For instance, owner-managed reconstruction or agency-built shelter programs can entail resettlement. Also, the modality does not dictate the shelter solution; for instance, core shelters could be built under modality SF-1, SF-2, SF-3, or SF-4. Single-family recovery modalities include:

#### **SF-1 Unsupported repair/reconstruction<sup>9</sup>**

Unsupported reconstruction is currently the most common post-disaster shelter recovery modality in the Philippines, especially for shelter recovery on existing sites. With this approach, owners carry out repairs or reconstruction with their own labor or that of local builders but have no access to technical guidance or external supervision. Typically, homeowners look for resources to rebuild their houses. Rebuilding often takes a prolonged period and the resulting shelter can be vulnerable to common hazards such as cyclones.

#### **SF-2 Owner-managed repair/reconstruction with technical support**

This is appropriate for recovery in existing safe sites. Under it, technical support is provided to ensure that the repair and reconstruction work of individual households results in safe shelter. Technical support includes the opening of shelter recovery centers, where owners can receive training, access the services of architects and engineers, and make contacts with NGOs and local builders. On-site support includes supervision from a master builder and building inspections. The owner, family and friends, and/or hired builders provide construction labor. Households use a combination of their own funds and external financial support such as ESA or HOMA, donations, or other sources. Donor [and government] funding is disbursed in 3-4 tranches and is conditioned on compliance with safe building practices that are verified through inspections. Builders and inspectors support a group of

<sup>9</sup> For SF-1, SF-2, and SF-3, the homeowner may delegate responsibility for repair or reconstruction to the occupant of the home, in which case the repair or reconstruction would be occupant-managed. In allocating financial assistance, it may be necessary to confirm the occupant's tenancy status.



homeowners (or occupants), but there is no formal community organization established. While some NGOs have implemented similar interventions for the Yolanda rehabilitation, no existing policy or program has been established yet by the government. This modality should be promoted as it supports self-recovery among affected families and communities.

### **SF-3 Community-managed repair/reconstruction with technical support**

This is appropriate for recovery in existing safe sites where there is social coherence. Under this modality, neighbors establish community groups to manage shelter recovery, often with the assistance of a local or international NGO. Community groups are responsible for tasks such as: raising and managing funds (and assisting homeowners to do so), making community planning decisions, providing quality control over contractors and other construction labor, and supporting disadvantaged households. Technical support to ensure safe reconstruction is the same as with owner-managed reconstruction (above), as are the sources of labor. Community mobilizers provide training and ensure good governance of community groups. Donor [and government] funding is disbursed in tranches and may be managed by the community groups with the support of local banks. Community groups may also receive funding for small works to reduce risks and improve local services, which they manage and carry out once shelter recovery is underway.

### **SF-4 Agency-managed, contractor-built new construction**

Contractor-built post-disaster construction may be employed when large-scale resettlement and new shelter construction is the only feasible alternative. Beneficiary selection, community mobilization, planning, and approval of project design and financial projections are carried out by LGUs with support from concerned NGAs. Contractors are selected through public procurement for construction only. Projects must be consistent with LSPs, CDPs and CLUPs. Project designs should reflect good site planning principles and local shelter culture. Basic services should be provided by the time units are occupied, and units should be designed to allow incremental development. National government funds are the predominant source of financing, but they may be supplemented by other sources (LGU funds, NGO and beneficiary contributions, etc.).





**DECENT SHELTERS OF THEIR OWN:** More informal settler families (ISFs) will soon enjoy the comforts of decent yet affordable homes, thanks to another high-density housing project whose turnover was led by DHSUD Secretary Eduardo Del Rosario in Brgy. San Agustin, Novaliches, Quezon City, on November 10, 2021.

In his message, the housing czar cited the effective partnership between the Department, Social Housing Finance Corporation and the Quezon City LGU in turning the four-story resettlement building into a reality. The project will benefit 92 ISFs living along the Tullahan River.

## SF-5 Relocation/resettlement

Relocation/resettlement involves the movement of households from a high-risk site following a disaster, as the result of family or community decisions or an organized relocation/resettlement program. When resources are allocated for post-disaster relocation/resettlement, beneficiary households are to be engaged in decision-making. Beneficiaries are to be given discretion regarding their place of relocation. Alternatives, such as a household or group of households using their allocation of relocation/ resettlement resources for rent or to buy land and/ or housing in an alternative site, are to be permitted. Large-scale, formal relocation/resettlement often involves agency-managed construction for shelter units, but community management should be considered as an alternative. Site selection for large-scale resettlement programs is led by LGUs and should be consistent with LSPs, CDPs, and CLUPs. A National Resettlement Policy Framework formulated by the DHSUD serves as guide for the formulation, planning, design, and implementation of resettlement and socialized housing plans, programs, and activities of national government agencies and local government units. It also provides the private sector, non-government organizations, professional organizations, the academe, people's organizations, and other stakeholders with information on the national resettlement and housing strategies of government, and possible avenues for synergy and collaboration.

## SF-6 Basic service provision and DRR<sup>10</sup>

Stable communities depend not only on shelter recovery, but on the provision of basic services (water, sanitation, etc.) and disaster risk reduction (DRR) in construction or reconstruction sites. Funding for basic services and DRR should be part of any shelter recovery project, whether funded by national government, LGUs, or NGOs. All projects to restore services are to be cleared with and/ or executed by LGUs and adequately funded to allow "Building Back Better." Affected households are to be consulted regarding these interventions and may be hired to implement them through cash-for-work or CDD schemes, although participation is always voluntary. The PDSF will support development of guidelines on building back better and the establishment of systems to more efficiently download funding to LGUs.

<sup>10</sup> Basic service provision and DRR apply equally to single family and multi-family shelter recovery.

## **Multi-family shelter recovery modalities (MF)**

As many as thirty-five percent of households in certain provinces are reported by the Philippine Statistics Authority (PSA) to be shelter and/ or land renters, and as many as eight percent are informal settlers. These percentages are expected to increase in the next decade. These are households at high risk of post-disaster displacement, so their specific recovery needs must be addressed, particularly when they are low-income.

Formal multi-family housing, including condominiums, is generally built to code and are insured, greatly reducing the demand for government assistance in the event of a disaster. But there is also multi-family housing that is vulnerable to damage or destruction, whose owners may need assistance to recover.

Assistance for displaced tenants (MF-2) is also relevant for all land or shelter occupants (formal or informal) who cannot return permanently or those in the transitional period. In assessing housing damage, the number of shelter units in buildings should be recorded. Similarly, the post-disaster household census must record the occupants' ownership or renter status and the type of housing occupied. An analysis of the local rental market is also needed. Recovery modalities in this category include:

### **MF-1 Repair/reconstruction support for landlords**

Landlords have an incentive to return damaged or destroyed rental stock to the market quickly, which benefits them, the displaced tenants, and the local economy. Although rental housing produces revenue, owners may need assistance with grants and access to credit for reconstruction. The rental market analysis will help determine which types of assistance are warranted. Currently, there is no existing policy or program yet for this modality, as government's assistance is heavily focused on the poor and informal-settler families. As may be applicable, support to landlords may be provided in return for commitments, such as rent limits or commitments to rent to disaster-affected households, to facilitate replenishment of housing stock.

For landlords, these forms of support will be considered:

- Engineering, architectural, and technical support, as described under SF-3
- Partial grant funding
- Assistance with site-specific investments (ST-2)
- Assistance with accessing loan financing

Displaced joint owners (condominium owners or other) are both occupants and owners. Multi-family recovery guidelines should cover situations where these households need assistance, which might entail a combination of the mechanisms described in SF3, MF-1, and MF-2.

## **MF-2 Assistance to displaced tenants and other households**

Recovery assistance for displaced households unable to return to their shelter or land can take many forms and cover various periods of time. Strategies will be decided based on census and post-disaster assessment data and the rental market analysis. Options for assisting these households include:

- Rental subsidies (short-term/ long-term)
- Assistance with shelter search and moving costs
- Subsidies to families hosting displaced households (TS-1)
- Construction subsidies and/ or loans and technical assistance (to convert tenants or occupants to owners of safer housing)

Annex 2 shows the full menu of shelter modalities and provides additional information on each one.

## **B. Other Shelter Recovery Practices**

The PDSF encourages using those recovery practices that can be most effectively and efficiently implemented in the Philippines. It also seeks to expand the range of recovery practices in use and to update existing practices, so that they incorporate international best practices. Specific goals related to recovery practice include:

- Ensuring that recovery projects are designed to provide shelter and an acceptable level of basic services
- Minimizing the resettlement of households, especially to remote locations
- Encouraging and supporting self-recovery by households
- Being prepared to manage shelter recovery in both rural and urban contexts
- Monitoring shelter recovery in affected communities

**Integrated recovery.** The PDSF advocates for an integrated approach to shelter and settlements recovery that makes provisions for shelter, risk reduction, and a basic level of services, such as water, sanitation, electricity, health services, education, and the means for livelihood. In the delivery of these services, DHSUD will lead the coordination with the concerned government agencies to ensure the convergence of agency interventions. Where resources are insufficient to fully implement these services initially, the affected population shall be made aware of the options for reaching full implementation and allowed to prioritize the use of available resources.

**Minimizing resettlement.** The use of resettlement of households to remote locations will be minimized as a risk reduction tool (or for other purposes in post-disaster recovery under this Policy) due to its cost, contribution to sprawl, and negative economic and social consequences for households.



The reduction of population in “no-build zones” will be carried out with the full involvement of those affected and—to the maximum extent possible—in a preventive manner (pre-disaster).

In all cases, beneficiary households are to be engaged in decision making regarding approach, site options, timing, family contributions, etc. when resettlement is being considered.

Alternatives to large-scale resettlement in remote locations include:

- Risk reduction in existing sites through retrofitting of shelter and infrastructure improvements.
- Relocation to multiple smaller sites closer to urban services (peripheral or infill sites), including sites for sale in the private market. Household groups may select sites in consultation with LGUs.
- Households or groups of households allowed to use resettlement funds for rent or to buy or build safe shelter in an alternative site. This property could be outside of the disaster zone.

**Encouraging self-recovery.** NGAs and LGUs shall respect and support recovery and risk reduction measures based on local knowledge and practices and shall encourage and support household and community self-organization in the interest of recovery. Because of the costs and risks of displacement and delayed shelter and community recovery, actions that discourage household and community self-recovery shall be avoided. Agencies could work with non-government stakeholders such as CSOs, NGOs, and People’s Organizations to reduce risks, retrofit shelter, and anticipate and prepare to support post-disaster shelter recovery needs.

Self-recovery is to be encouraged through the following measures:

- Providing a system to register pre-disaster shelter and neighborhood conditions and document post-disaster conditions (i.e., baseline conditions and disaster impact).
- Disseminating guidelines on community self-recovery that explain early recovery activities, such as debris removal, material salvaging, and emergency shelter repairs.
- Disseminating safe shelter repair and reconstruction guidelines that ensure (if followed) households will qualify for late-arriving financial assistance.
- Mobilization of community recovery facilitators and pre-registration of NGOs and CSOs that can support communities in their self-recovery efforts.
- Establishment of Output-Based Aid system to reimburse communities for completing specific recovery milestones.
- Establishment of financial channels to facilitate OFW remittances, which could be partially matched by government.

In all cases, households and communities will not be penalized for their early action by the withholding of financial or other assistance that may arrive later.

**Managing urban recovery.** As urbanization advances, post-disaster shelter recovery is increasingly likely to occur in urbanized areas and be complicated by the high cost and low availability of land, a high proportion of renters, and the complexities of finding temporary or transitional sheltering.

DHSUD will work with NGAs and LGUs to develop guidelines on planning and financing shelter recovery in urban contexts consistent with the NUDHF. This support can include:

- Updating Local Shelter Plan guidelines to incorporate post-disaster shelter strategies
- Developing shelter sector and rental market assessment tools and conducting ex-ante studies
- Developing a financial policy and tools to support urban transitional shelter options
- Increasing preventive resettlement from high-risk urban settlements

**Monitoring shelter recovery.** Government generally prioritizes the recovery of lower-income households, given the tendency of disasters to disproportionately affect the poor. However, disasters affect society as a whole. Therefore, following major disasters DHSUD will monitor shelter and settlements recovery at all income levels. To enable this, DHSUD will support initiatives such as:

- Establishment of pre-disaster baselines for shelter sector
- Monitoring of progress of shelter recovery by locations, type of shelter, and income groups using assessments or other data as baselines, including monitoring of:
- Residential property insurance claims
- Availability of credit for rebuilding
- Construction permitting and inspections in disaster-affected zones
- LGU progress reports
- Geo-referencing infrastructure facilities to allow tracking of recovery of services
- Regular reporting based on monitoring data on shelter recovery by location, types of shelter rebuilt, building permits issued, etc.
- Evaluating past disaster events to understand temporary and permanent shelter strategies employed by various income groups

Monitoring of the shelter sector will allow bottlenecks and needs for support to be identified and addressed. DHSUD may establish partnerships to carry out these activities with stakeholders, such as the construction sector or real estate industry associations. Evaluation of all shelter projects will be carried out using standard criteria to be developed by DHSUD.



## VI. Shelter Recovery Planning

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The planning-related goals of the PDSF involve providing support to improve the shelter recovery planning process and ensuring that recovery supports long-term development objectives. It is aligned with the overall recovery goal set forth in the Government's Disaster Rehabilitation and Recovery Planning Guide. These goals include:

- To promote disaster risk reduction through settlement and shelter recovery
- To help ensure that LGUs prepare quality recovery and reconstruction plans and have the necessary support to prepare them
- To provide LGUs with data for DRR, disaster assessment, and recovery planning

**Promote disaster risk reduction through settlement and shelter recovery.** Building practices that mitigate hazards in each location will be applied to reduce the risk of future damage. To ensure that the resources spent on construction, reconstruction, and repair of shelter—whether from government or household sources—are working towards this end, DHSUD will work with the relevant agencies to establish incentives and training in the use of improved building practices, mitigating risks and preserving the shelter of low-income families.

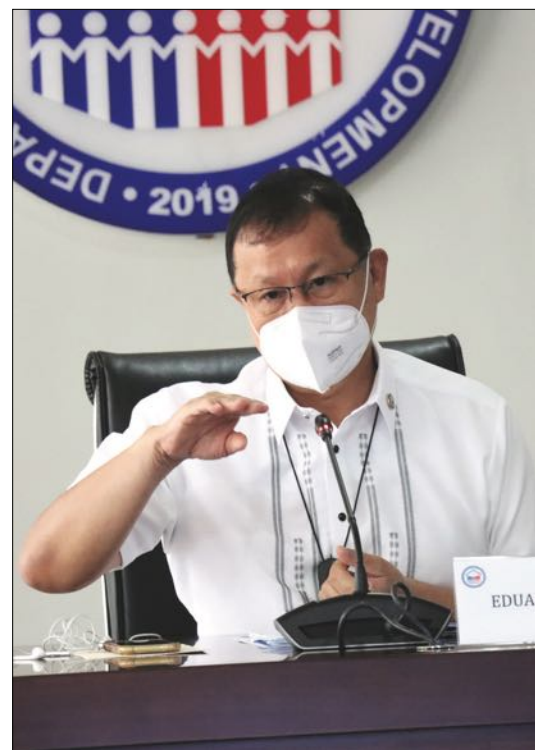
**Prepare national and local shelter recovery plans.** The PDSF promotes the preparation of coordinated national and local shelter recovery plans. It envisions a broader role for LGUs in planning and implementing recovery, which requires ensuring that LGUs get the necessary support to prepare recovery plans following disasters. This includes developing standards for shelter recovery plans and clearer guidelines on which activities can be funded from various sources. The Government's Disaster Rehabilitation and Recovery Planning Guide provides the overall framework and planning reference for the formulation of the Disaster Rehabilitation and Recovery Plans. Shelter recovery plans should form part of the Disaster Rehabilitation and Recovery Plans, recognizing that it should be prepared in the context of a multi-sectoral recovery plan, including related sectors such as health, education, and WASH. Moreover, shelter recovery plans should build on existing plans of LGUs, including LDRRM Plans, Local Shelter Plans, and CLUPS to ensure that shelter recovery interventions will support the broader affordable housing goals and needs of affected LGUs.

**Improve data for assessment and planning.** The PDSF promotes providing extra support to disaster-prone and disaster-affected LGUs, so that their key development plans are kept up to date. The updating of plans will also be expedited following a disaster to provide the proper planning framework for risk reduction and recovery.



The data required for the preparation of CLUPs and LSPs, as well as for DRR, disaster assessment, and recovery planning, come from a variety of sources and are not always easily accessible by LGUs when needed most. The PDSF supports the Government's policy for all agencies to (i) use the GeoRiskPH<sup>11</sup> for the conduct of hazards and risks assessments and (ii) to share the most recent data necessary for hazards and risk assessments, e.g., hazards, exposure, vulnerability, and coping capacity for integration in the GeoRiskPH. Related to this, the Disaster Rehabilitation and Recovery Planning Guide suggests baseline data requirements for use in recovery planning. DHSUD will advocate for the collection and regular updating of baseline data, including housing-related information, at the national and local levels and the use of GeoRiskPH. It will also support the use of high-resolution hazard information in recovery planning, to enable more nuanced risk-based decision making on reconstruction. Standards and guidelines that identify appropriate mitigation measures for shelter and community infrastructure will also be developed.

Investments of all agencies involved in shelter construction will conform to building standards that reduce risk (especially the National Building Code of the Philippines) and contribute to climate resilience and the sustainable development of the affected area.



**SETTING DIRECTION:** DHSUD Secretary Eduardo Del Rosario presides over the third meeting of the National Human Settlements and Urban Development Coordinating Committee at the Central Office boardroom on November 23, 2021.

The housing czar gave his guidance on how to encourage more LGUs to finalize their Local Shelter Plans and push for their housing projects. He stressed DHSUD's mandate of providing decent and affordable homes to all Filipinos, especially the underprivileged.

<sup>11</sup> GeoRiskPH is an integrated database system with related analytical interfaces. It provides protocols to share hazard, exposure, and risk information for accurate multi-hazards and risk assessment. GeoRiskPH is a multi-agency initiative led by the Department of Science and Technology-Philippine Institute of Volcanology and Seismology.

## VII. Shelter Recovery Financing and Financial Management



Barangay Lorega, Cebu, Housing Project,  
June 18, 2021

The finance-related goals of the PDSF relate to the mobilization, allocation, and tracking of funding, as well as the expansion of funding while reducing government's financial obligations over time through better risk sharing and safer construction.

Specific goals include the following:

- To ensure transparent registration of affected households and beneficiaries
- To make recovery funding more predictable and more readily available
- To match funding sources with the shelter modalities listed in Section V
- To diversify recovery funding sources and reduce government's contingent liabilities
- To strengthen the financial management of recovery and increase access to information on the use of recovery resources

**Beneficiary registration.** While estimates of shelter damage are generally used to quantify disaster impact, assistance is targeted to households, not shelter units. Therefore, the PDSF supports developing transparent procedures for registering affected households that ensure complete coverage while reducing duplication and free riders. Existing rules and procedures will be streamlined and strengthened. A system will be developed for tracking shelter assistance of both governmental and non-governmental agencies.

**Predictable and readily available funding.** Each shelter recovery modality requires appropriate funding mechanisms. Households need certainty about the amount and timing of financial assistance. To support timely implementation of recovery, DHSUD, DOF, and DBM will establish financial policies and funding protocols and mechanisms that provide predictability to the shelter recovery financing process. Expanding community-

driven shelter reconstruction programs, for example, requires decentralized systems for transferring and tracking resources and procuring services at the community level. Financial mechanisms corresponding to recovery modalities are shown below.

**Table 1: Financial Assistance Mechanisms for Shelter Recovery Modalities**

	Shelter recovery modality	Financial assistance mechanisms (options)
SF-1	Unsupported repair/reconstruction	<ul style="list-style-type: none"> <li>• None</li> <li>• Unconditional grant (cash, debit card, voucher) to Household (HH)</li> </ul>
SF-2	Owner-managed repair/reconstruction with technical support	<ul style="list-style-type: none"> <li>• Conditional grant (cash, debit card, voucher) to HH</li> <li>• Access to loan<sup>12</sup></li> </ul>
SF-3	Community-managed repair/reconstruction with technical support	<ul style="list-style-type: none"> <li>• Conditional grant (cash, debit card, voucher) to HH</li> <li>• Access to loan</li> </ul>
SF-4	Agency-managed/contractor-built construction	<ul style="list-style-type: none"> <li>• Direct payment to contractor</li> </ul>
MF-1	Repair/reconstruction support for landlords	<ul style="list-style-type: none"> <li>• Conditional grant for repair/reconstruction/construction</li> <li>• Access to loan</li> </ul>
MF-2	Assistance to displaced tenants and other households	<ul style="list-style-type: none"> <li>• Cash or voucher for rental assistance and moving allowance</li> </ul>

**Support to Disaster Risk Financing and Insurance (DRFI) Strategy.** In the absence of financial mechanisms, such as property insurance that allow disaster risk to be better allocated, households are left without any protection, or the government becomes the insurer of last resort, expected to finance the reconstruction of shelter each time there is a disaster event.

Government provides funding for DRRM through a variety of financing mechanisms, including the DRRM Funds established at all levels of government and by means of the General Appropriations Act, particularly for large-scale post-disaster recovery programs. To ensure adequate and timely financing for DRRM, the government is committed to implementing a DRFI strategy, including the design of sector-specific DRFI policies, the establishment of a Joint Catastrophe Risk Insurance Facility for LGUs, and a Residential Catastrophe Insurance Pool. The PDSF strongly supports the goals of the DRFI strategy. The agencies involved with shelter recovery will assist with efforts to mobilize adequate and timely funding for shelter recovery.

Further, the PDSF advocates for the development of the market for homeowner's insurance, microinsurance, LGU insurance pools, and other financial risk management tools to support

<sup>12</sup> Use of credit by households for post-disaster reconstruction will not be promoted before livelihoods are restored.

shelter and settlements recovery at all income levels. Developing these markets may entail the use of subsidies until such time that the market grows to where it is economically sustainable for private insurers.

**Financial management and tracking of recovery programs.** The recovery process requires rapid mobilization and delivery of funding and strong measures for accountability and transparency, especially for large-scale and decentralized programs. The “Updated Guidelines on the Harmonization of Local Planning, Investment Programming, Resource Mobilization, Budgeting, Expenditure Management, and Performance Monitoring and Coordination in Fiscal Oversight” (JMC No.1 Series of 2016) and/or other administrative directives support this Policy.

DHSUD will work with the DOF, DBM, DILG, and others to provide government, LGUs, and implementing partners with systems and resources to ensure proper financial management and tracking of recovery programs at all levels. Systems should allow government and the general public to track recovery expenditures and outputs. Government systems will be linked to PFM systems at national and subnational levels. Communities can participate in monitoring at the neighborhood level.



## VIII. Shelter Recovery Implementation

Housing Recovery Implementation will focus on developing systems and protocols in collaboration with LGUs and concerned agencies to improve management, coordination, communications, feedback, monitoring, and transparency during the implementation of shelter recovery programs.

The goals for the PDSF include:

- Streamlining shelter recovery implementation
- Identifying and supporting the replication of successful models of local recovery implementation
- Developing one or more operational arrangements that use public funding to implement community-driven approaches to shelter recovery, at least at the barangay level
- Monitoring and addressing recovery bottlenecks, especially those associated with land and tenancy
- Mobilizing teams of local experts with recovery experience
- Establishing standards for communications and receiving feedback, especially from the affected population, and for grievance redressal
- Developing standards for accountability systems, including for monitoring and evaluation

**Streamlining of recovery implementation.** As part of the process to institutionalize this Policy, a process will be undertaken to identify and streamline and/ or reduce legal, regulatory, and administrative requirements that slow shelter recovery, including but not limited to requirements associated with the transfer of resources for shelter recovery to households and LGUs, the procurement and approval of reconstruction projects, and the acquisition of land for shelter recovery projects. Any reforms shall be designed to strike a balance between efficiency and the need to maintain transparency and promote good governance.

**Transition to community-managed shelter recovery.** A priority of the PDSF is to put the Philippines on a path away from overemphasis on contractor-driven resettlement toward



Luna Terraces Permaculture Community  
December 16, 2020

a more integrated, community-based approach to shelter recovery (in situ, whenever possible). The community-based recovery model requires capacity-building and support for households to equip them to work collectively and to make repairs and oversee shelter reconstruction. In developing this approach, DHSUD will work with agencies experienced with community-driven shelter, such as the Philippines Red Cross, UN Habitat, and others.

The transition to community-based shelter recovery will include the following activities:

- Designing operational approaches to community-based shelter recovery that are results-oriented and supported by LGU officials.
- Designing financing strategies, financial arrangements with banks or other financial intermediaries, and mobilizing public and private funding to pilot and scale up the operational approaches.
- Designating an oversight agency; developing terms of reference and training plans for key officials, CSOs, and People's Organizations (POs) involved in program management.
- Drafting and approving regulations and other legal arrangements necessary to carry out the operational models.
- Developing terms of reference, procurement procedures, and operational protocols for technical support and oversight by NGOs, Community-Based Organizations (CBOs), religious organizations, LGUs, or the private sector of community-managed programs. Guidelines issued in 2007 that permit NGOs and CBOs to participate in public procurement are relevant.<sup>13</sup>
- Establishing arrangements for audit, construction supervision and quality assurance, risk reduction, and a monitoring and evaluation system that provides feedback to continuously improve the community-based model.

**Mitigating effect of land and tenure issues on recovery.** Difficulties in gaining secure access to safe land both contribute to disaster impacts and complicate disaster recovery; therefore, the PDSF supports solutions for addressing land tenure issues in recovery. DHSUD and the inter-agency group will seek to develop rights-based instruments as alternatives to land titles, work with LGUs to identify recovery strategies that avoid the provision of public land, and employ other strategies to reduce land-related recovery bottlenecks.

**Mobilizing technical expertise.** The accumulated recovery experience of local officials throughout the Philippines should make it possible to mobilize teams of experts to affected LGUs in the event of a disaster. Teams should receive regular training to stay up to date on good practices. Tools, such as rapid impact assessments of municipal administrations and terms of reference for different types of technical assistance, can be defined ex-ante and made available to LGUs whose capacities are compromised.

Considering the Policy's emphasis on LGU implementation and oversight of shelter recovery, measures shall be put in place by DILG and other agencies to ensure the timely mobilization

<sup>13</sup> Republic of the Philippines, 2007, Guidelines on Non-Governmental Organization Participation in Public Procurement, <http://www.gppb.gov.ph/issuances/Guidelines/Participation%20of%20NGOs%20in%20Public%20Procurement.pdf>.

of technical assistance and expertise to reinforce LGU capacity through arrangements such as partnerships (twinning) with other LGUs, secondment of private or non-governmental sector volunteers, hiring of consultants and/ or other means based on prior assessments of likely technical assistance needs.

**Communication standards.** The PDSF promotes continuous communication and systems for receiving feedback, especially from the affected population. In addition, affected households have the right to lodge grievances. Government will provide standards and procedures for communications and grievance redressal in both government and NGO projects. All shelter programs will also include mechanisms for reporting by whistleblowers. Develop standards for accountability systems, monitoring, and evaluation. Shelter solutions will vary around the country, based on housing culture, availability of materials, and environmental conditions. But recovery programs in all regions should meet minimum standards. Shelter recovery programs should also be monitored so that outcomes can be compared from one location to another. The new PDSF includes preliminary standards for all aspects of shelter programs.

DHSUD will also work to identify successful models of local recovery implementation, both national and international, and to develop operational procedures to replicate these models.

Milestones and indicators, such as the following, will be used to monitor shelter recovery programs (Table 2) and projects (Table 3).

**Table 2: Shelter Recovery Program Milestones and Targets**

Shelter Recovery Program Milestones	Milestone Targets
Establish coordination mechanisms with humanitarian agencies providing shelter	Within [3 days] of disaster
First regular communication with affected households	Within [1 week] of disaster
Conduct post-disaster needs assessment	Begin within [1 month] of disaster
Develop shelter damage typology	Within [1 month] of disaster
Begin rubble removal and restoration of transport routes	Within [1 month] of disaster
Begin the shelter condition assessment and household data collection	Begin within [2 weeks] of disaster; finish within [3 months]
Establish coordination platform with partner agencies	Within [1 month] of disaster
Develop shelter finance strategy	Within [2 months] of disaster (once preliminary shelter damage data is available)
Disseminate shelter recovery framework	Within [2 months] of disaster
Put local implementation arrangements in place, including for the provision of technical assistance	Within [3 months] of disaster
Begin delivering financial assistance for shelter and housing	Within [60 days] (transitional shelter); within [6 months] (permanent shelter)

**Table 3: Shelter Recovery Project Results Indicators and Targets**

Shelter Recovery Project Results Indicators	Targets
<b>INPUTS</b>	
Expenditures by type	Disbursements by period
Number of subsidies delivered	Number delivered by period
Materials delivered	Amount delivered by period
Volunteer hours logged	Hours logged by period
<b>OUTPUTS</b>	
Number of displaced households by category (in IDP camps, in-situ, etc.)	Reduction by [x%] by period
Number of houses/shelter units reconstructed in situ/repared/retrofitted	Units completed by period
Number of households relocated and shelter constructed in new sites	Number relocated/units
Number of infrastructure projects reconstructed/ repaired by type	Number completed by period
Number of social facilities reconstructed/repared/ retrofitted	Number completed by period
Number of builders and households trained in safe building practices	Number trained by period
Other DRR-related results	To be determined
<b>OUTCOMES</b>	
Beneficiary/participant satisfaction	Reported level of satisfaction
Understanding of risk in various social groups	Responses to questions
Economic and social indicators restored	Comparison to pre- and post-event
Other	To be determined



# IX. Pre-Disaster Readiness for Shelter Recovery

The PDSF advocates making policy and operational decisions related to shelter recovery and reconstruction in advance of a disaster whenever possible, based on prior experience and international good practices. Pre-disaster arrangements can help agencies to be more “ready for recovery.”

Readiness for recovery entails defining policies and developing operational tools and systems (such as those for assessment and monitoring) that can be readily deployed at the time of a disaster.

The PDSF promotes taking actions to improve the country’s readiness for recovery such as the following:

**Prepare for recovery.** The PDSF is a major step in improving shelter recovery. Subsequent steps could include translating the PDSF into operational guidelines, tools, and systems. Other activities to strengthen recovery readiness could include:

- Hold shelter recovery simulations in order to identify constraints and opportunities for improved efficiency that can be addressed ex-ante.
- Evaluate previous shelter recovery projects to identify strengths, weaknesses, and areas for improvement.
- Define the private sector’s role in shelter recovery and work with the private sector to improve business continuity.
- Help LGUs develop baseline data (for instance, on existing shelter types and conditions) to simplify assessments and recovery monitoring.

**Develop DRFI strategy for housing and community recovery.** Developing a comprehensive financial protection strategy involves identifying expected events, estimating financial exposure, and determining which financing instruments are most appropriate for emergency response, long-term reconstruction, and even for adaptation and risk reduction.



The government has been working to develop national DRFI strategy. This strategy should help allocate risk, reduce costs and delays in mobilizing funds following a disaster, and bring more certainty to recovery financing.<sup>14</sup> Over time, it should also reduce government's financial exposure as more risk is shifted to the market. The government has defined three areas of focus for the national DRFI strategy, each of which would strengthen financial protection for shelter recovery:

- National Level: Improve the financing of post-disaster emergency response, recovery, and reconstruction needs.
- Local Level: Provide local governments with funds for post disaster recovery and reconstruction efforts.
- Individual Level: Empower poor and vulnerable households and owners of small and medium-sized enterprises to quickly restore their livelihoods after a disaster.

In the context of the PDSF, DHSUD will support government to develop the DRFI strategy, for instance, by providing data, developing disaster recovery scenarios, and supporting financial policy discussions.

**Develop systems for damage assessment and project tracking.** The types of systems and standards needed for shelter recovery are relatively predictable and can be developed in advance. The PDSF will promote the following activities to improve disaster recovery readiness:

- Develop standards to formalize the turnover of partner projects once construction is completed. This could include requiring the submission of drawings, plans, and technical specifications; sharing of final project budgets; completion of evaluations; and/ or turnover of warranties and insurance certificates.
- Design and test a common, standardized system for monitoring and reporting of shelter projects in preparation for future disasters.

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<sup>14</sup> World Bank Group, 2014, Financial Protection Against Natural Disasters: An Operational Framework for Disaster Risk Financing and Insurance. Washington, DC: World Bank. <https://openknowledge.worldbank.org/handle/10986/21725>.

## X. Operationalizing the PDSF

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Operationalization of this PDSF will require the development of new and the updating of existing policies, procedures, and systems. An Implementation Plan by Component that identifies the full list of tasks to implement the PDSF is attached as Annex 3. The Implementation Plan will be periodically updated.







# ANNEX 1: LAWS AND OTHER LEGAL INSTRUMENTS RELEVANT TO THE PDSF

## *Laws and Regulations Relevant to Post-Disaster Shelter Recovery Policy*

Republic Act No. 11201, Department of Human Settlements and Urban Development Act of 2018 and its Implementing Rules and Regulations.

<https://www.officialgazette.gov.ph/downloads/2019/02feb/20190214-RA-11201-RRD.pdf>.

Republic Act No. 10121, Philippine Disaster Risk Reduction and Management Act of 2010 and its Implementing Rules and Regulations.

[https://ndrrmc.gov.ph/attachments/article/45/Republic\\_Act\\_10121.pdf](https://ndrrmc.gov.ph/attachments/article/45/Republic_Act_10121.pdf).

Republic Act No. 2874, as amended by Acts Nos. 3164, 3219, 3346, and 3517, Public Land Act.

Republic Act No. 7160-CCA, Local Government Code of the Philippines.

<http://www.gov.ph/downloads/1991/10oct/19911010-RA-7160-CCA.pdf>.

Republic Act No. 7279, Urban Development and Housing Act of 1992.

<https://www.officialgazette.gov.ph/1992/03/24/republic-act-no-7279/>.

House Resolution No. 947 Resolution Directing the Committees on Aquaculture and Fisheries Resources and Public Works and Highways to Conduct a Joint Inquiry, In Aid of Legislation, on the Impact of the “No-Build Zone, No-Dwell Zone Policy” Being Implemented in Coastal Areas Affected by Super Typhoon Yolanda.

[http://www.congress.gov.ph/legisdocs/basic\\_16/HR00947.pdf](http://www.congress.gov.ph/legisdocs/basic_16/HR00947.pdf).

Republic Act No. 7835, Comprehensive and Integrated Shelter Financing Act of 1994.

[http://www.nha.gov.ph/about\\_us/2015-pdf/RA7835-CISFA.pdf](http://www.nha.gov.ph/about_us/2015-pdf/RA7835-CISFA.pdf).

Republic Act No. 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.

Republic Act No. 9184, Government Procurement Reform Act.

[https://www.gppb.gov.ph/laws/laws/RA\\_9184.pdf](https://www.gppb.gov.ph/laws/laws/RA_9184.pdf).

2016 Revised Implementing Rules and Regulations of Republic Act No. 9184.

<https://www.gppb.gov.ph/laws/laws/RevisedIRR.RA9184.pdf>.

Republic Act No. 9729, Climate Change Act of 2009. <https://www.officialgazette.gov.ph/2009/10/23/republic-act-no-9729/>.

Administrative Order No. 101, s.1989. Implementing Guidelines for Core Shelter Project.

Administrative Order No. 1, s.2010. Directing the Local Government Units, Particularly Provinces, to Adopt and Use In their Planning Activities the Guidelines on Mainstreaming Disaster Risk Reduction (DRR) In Subnational Development and Land Use/Physical Planning.

Administrative Order No. 270, Prescribing the Implementing Rules and Regulations of the Local Government Code of 1991.

Executive Order No. 124, s.1993. Establishing Priorities and Procedures in Evaluating Areas Proposed for Land Conversion in Regional Agri-Industrial Centers/Regional Industrial Centers, Tourism Development Areas and Sites for Socialized Housing. <https://www.officialgazette.gov.ph/1993/09/08/executive-order-no-124-s-1993/>.

Executive Order No. 15, s.1998. Redirecting the Functions and Operations of the Department of Social Welfare and Development. <https://mirror.officialgazette.gov.ph/1998/08/20/executive-order-no-15-s-1998/>.

Executive Order No. 20, s.2001. Reaffirming Mass Housing as A Centerpiece Program in the Poverty Alleviation Efforts of the Government and Further Strengthening the Housing and Urban Development Coordinating Council. [https://dhsud.gov.ph/wp-content/uploads/Laws\\_Issuances/01\\_Laws/EO/EO\\_20.pdf](https://dhsud.gov.ph/wp-content/uploads/Laws_Issuances/01_Laws/EO/EO_20.pdf).

Executive Order No. 90, s.1986. Identifying the Government Agencies Essential for the National Shelter Program and Defining their Mandates, Creating the Housing and Urban Development Coordinating Council, Rationalizing Funding Sources and Lending Mechanisms for Home Mortgages and for Other Purposes. [https://hlurb.gov.ph/wp-content/uploads/laws-and-issuances/eo\\_90.pdf](https://hlurb.gov.ph/wp-content/uploads/laws-and-issuances/eo_90.pdf).

Commission on Audit, Department of Budget and Management and Department of Social Welfare and Development, Joint Resolution No. 2014-001, s.2014. Guidelines for Accreditation of Civil Society Organizations as Implementing Entities of Government of Public Funds. <https://www.dswd.gov.ph/download/resolutions/Final%20Joint%20Resolution%20of%20COA%20DBM%20DSWD%20signature.pdf>.

DILG and Commission On Human Rights Joint Memorandum Circular No.1.s.2014, Mainstreaming Human Rights Through Rule Of Law And Access To Justice At The Level Of Provinces, Cities, Municipalities And Barangays [http://www.dilg.gov.ph/PDF\\_File/issuances/joint\\_circulars/dilg-joincircular-20141219\\_d0214ba253.pdf](http://www.dilg.gov.ph/PDF_File/issuances/joint_circulars/dilg-joincircular-20141219_d0214ba253.pdf).

DSWD Administrative Order No. 17, s.2010. Omnibus Guidelines on Shelter Assistance.

DSWD Administrative Order 101, s.1989. Amendment to Administrative Order Number 76, Series of 1988 - Implementing Guidelines for Core Shelter.

DSWD Administrative Order 76, s. 1988. Implementing Guidelines for Core Shelter Assistance Pilot Project for the Rehabilitation of Victims of Typhoon Sisang and other Disasters.

House Resolution No. 947, Directing the Committees on Aquaculture and Fisheries, Natural Resources and Public Works and Highways to Conduct a Joint Inquiry, in aid of Legislation, on the Impact of the “No-Build Zone, No-Dwell Zone Policy” Being Implemented in Coastal Areas Affected by Super Typhoon Yolanda.

Human Rights Advisory Chr-A2014-001 Human Rights Standards on Housing, Land and Property Rights of Populations Affected by Typhoon Yolanda.

<https://chr.gov.ph/wp-content/uploads/2018/01/HRA-CHR-A2014-001-Human-Rights-Standards-on-Housing-Land-and-Property-Rights-of-Populations-Affected-by-Typhoon-Yolanda.pdf>.

Joint DENR-DILG-DND-DPWH-DOST Memorandum Circular No. 2014- 01, s.2014.

Adoption of Hazard Zone Classification in Areas Affected by Typhoon Yolanda (Haiyan) And Providing Guidelines for Activities Therein. <http://pcij.org/wp-content/uploads/2015/01/Joint-DENR-DILG-DND-DPWH-DOST-Adoption-of-Hazard-Zone-Classification.pdf>.

DSWD Memorandum Circular No. 24, s. 2014. Guidelines for the Implementation of the Emergency Shelter Assistance (ESA) Project for Families with Partially and Totally Damaged Houses Due to Typhoon Yolanda. [https://www.dswd.gov.ph/issuances/MCs/MC\\_2014-024.pdf](https://www.dswd.gov.ph/issuances/MCs/MC_2014-024.pdf).

DILG Memorandum Circular No. 2011-182, s.2011. Commission on Human Rights Advisory to Adequate Treatment of Informal Rights Advisory on the Housing and Human Settlers. <https://dilg.gov.ph/issuances/mc/Commission-on-Human-Rights-Advisory-on-the-Right-to-adequate-Housing-and-Human-Treatment-of-Informal-Settlers/1522>.

Memorandum Order No. 74. Directing the Housing and Urban Development Coordinating Council (DHSUD) to Formulate and Adopt Certain Guidelines and Implement Post-Proclamation Activities in the Areas Proclaimed as Socialized Housing Sites. <http://www.gov.ph/2002/09/13/memorandum-order-no-74-s-2002/>.

Memorandum Order No. 79, s. 2015, Providing for the Institutional Mechanism for the Monitoring of Rehabilitation and Recovery Programs, Projects, and Activities for Yolanda-Affected Areas. <https://yolanda.neda.gov.ph/wp-content/uploads/2017/05/MO-79.pdf>.

National Disaster Risk Reduction and Management Plan, 2011-2028.  
[https://ndrrmc.gov.ph/attachments/article/41/NDRRM\\_Plan\\_2011-2028.pdf](https://ndrrmc.gov.ph/attachments/article/41/NDRRM_Plan_2011-2028.pdf).

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# ANNEX 2: MENU OF POST-DISASTER SHELTER MODALITIES

	Phase	Code	Shelter Modalities	Form of Assistance		Feasibility		
				Financial assistance	Technical assistance	Location	When most appropriate	Current examples
All Households	Emergency shelter	ES-1	Evacuation centers	• Government or NGO funding	• Government or NGO management	• In evacuation centers, formal and ad hoc	• Severe disasters • Evacuation centers available	• DSWD Protection, Camp Coordination and Management Cluster
		ES-2	Host families	• NA	• NA	• At host family	• Severe disasters • Vulnerable populations	• (Informal arrangements)
		ES-3	Shelter in place	• NA	• NA	• At household location	• Less severe disasters • Dispersed population, sudden onset	• (Common Use)
	Temporary/transitional shelter options	TS-1	Host families	• None of conditional grant to hosting families	• None • Government/ NGO support to hosting process	• At host family	• Early recovery period • Space available	• (Informal arrangements)
		TS-2	Self-settlement	• None • Materials distribution or unconditional grant to household • In-kind provision of transitional shelter structure	• None • Minimal guidelines	• In-situ or relocated site	• Materials and tools available • Own site suitable or other site available	• NHA Home Materials Assistance, Rental Assistance/ Housing/ Housing voucher system
		TS-3	Temporary housing	• Government or NGO/NGO funding	• Government or NGO managed • Unmanaged	• In-situ or relocated site		• DSWD/DPWH bunkhouses
		TS-4	Collective centers	• Government or NGO/NGO funding	• Government or NGO managed • Unmanaged	• Public or private building (motel, etc.)	• Extreme weather • Buildings available	• (None?)
		TS-5	IDP Camps	• Government or NGO/NGO funding	• Government or NGO managed • Unmanaged	• Public or private land	• Extreme damage • Relocation required • Short-term use (3 months or less)	• DSWD Protection, Camp Coordination and Management Cluster

	Phase	Code	Shelter Modalities	Form of Assistance		Feasibility		
				Financial assistance	Technical assistance	Location	When most appropriate	Current examples
Single family housing	Permanent Shelter Recovery Options	SF-1	Unsupported repair/reconstruction <sup>1</sup>	<ul style="list-style-type: none"> <li>• None or unconditional grant to household</li> </ul>	<ul style="list-style-type: none"> <li>• None</li> </ul>	<ul style="list-style-type: none"> <li>• Generally in-situ</li> </ul>	<ul style="list-style-type: none"> <li>• Smaller-scale disasters</li> <li>• Lack of access for oversight</li> <li>• Quality construction practices the norm</li> </ul>	<ul style="list-style-type: none"> <li>• Unassisted recovery</li> </ul>
		SF-2	Owner-managed repair/reconstruction with technical support	<ul style="list-style-type: none"> <li>• Conditional grant to household</li> <li>• Access to loan for household***</li> </ul>	<ul style="list-style-type: none"> <li>• Technical oversight</li> <li>• Training of household and builders</li> </ul>	<ul style="list-style-type: none"> <li>• In-situ or relocated site</li> </ul>	<ul style="list-style-type: none"> <li>• Large or small-scale impact</li> <li>• Households dispersed</li> <li>• Community mobilization difficult</li> </ul>	<ul style="list-style-type: none"> <li>• Emergency Shelter Assistance (ESA)</li> <li>• NHA HOMA</li> <li>• CMP</li> <li>• NGO projects</li> </ul>
		SF-3	Community-managed repair/reconstruction w/ technical support	<ul style="list-style-type: none"> <li>• Conditional grant to household or community group</li> <li>• Access to loan for households***</li> </ul>	<ul style="list-style-type: none"> <li>• Technical oversight</li> <li>• Training of community, households and builders</li> </ul>	<ul style="list-style-type: none"> <li>• In-situ or relocated site</li> </ul>	<ul style="list-style-type: none"> <li>• Large-scale impact</li> <li>• Households concentrated</li> <li>• Good social fabric/solidarity</li> </ul>	<ul style="list-style-type: none"> <li>• DSWD Core Shelter</li> <li>• KALAHAI-CIDSS</li> <li>• CMP</li> <li>• NGO projects</li> </ul>
		SF-4	Agency-managed/contractor-built construction	<ul style="list-style-type: none"> <li>• Government or non-government funds to hire contractor</li> <li>• Access to loan for households***</li> </ul>	<ul style="list-style-type: none"> <li>• Limited or none</li> </ul>	<ul style="list-style-type: none"> <li>• In-situ or relocated site</li> </ul>	<ul style="list-style-type: none"> <li>• For infrastructure and site improvements</li> <li>• High-density, multi-family reconstruction</li> <li>• Complex construction</li> </ul>	<ul style="list-style-type: none"> <li>• NHA resettlement projects</li> <li>• NGO projects</li> </ul>
		SF-5	Resettlement/relocation (Normally combined with other approach)	<ul style="list-style-type: none"> <li>• Government/LGU financed Alternatives: <ul style="list-style-type: none"> <li>• Cash or voucher for rental assistance</li> <li>• Conditional cash transfer to household to acquire alternative building site</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Agency-managed relocation</li> </ul>	<ul style="list-style-type: none"> <li>• Relocated site</li> </ul>	<ul style="list-style-type: none"> <li>• In-situ recovery is not an option</li> <li>• No on-site risk mitigation option</li> <li>• Community prefers to be relocated</li> </ul>	<ul style="list-style-type: none"> <li>• NHA resettlement projects</li> <li>• NGO projects</li> </ul>
		SF-6	Basic service provision and DRR	<ul style="list-style-type: none"> <li>• Direct National government/LGU financing</li> <li>• NGO funding</li> </ul>	<ul style="list-style-type: none"> <li>• Direct National government/LGU provision</li> <li>• NGO provision</li> </ul>	<ul style="list-style-type: none"> <li>• Affected infrastructure and shelter sites</li> </ul>	<ul style="list-style-type: none"> <li>• When required to restore basic infrastructure and ensure safety of shelter sites</li> </ul>	<ul style="list-style-type: none"> <li>• DPWH/LGU infrastructure reconstruction and DRR projects</li> </ul>

Multi-family housing	Phase	Code	Shelter Modalities	Form of Assistance		Feasibility		
	Permanent Shelter Recovery Options			Financial assistance	Technical assistance	Location	When most appropriate	Current examples
		MF-1	Assistance to landlords	Conditional grant for repair/reconstruction/construction Access to loan	• Landlord registration • Design assistance • Construction oversight	• In-situ (landlord’s site)	• Uninsured properties • Willingness to rent to IDP tenants • Housing repairable or in-situ reconstruction	• NA
		MF-2	Assistance to tenants and other households	• Cash or voucher for rental assistance • Moving allowance	• Beneficiary registration • Subsidy administration	• Existing rental housing	• Urban contexts • Rental market has absorption capacity • Households are relocating	• Donor/NGO rental subsidy projects



	Phase	Code	Shelter Modalities	Roles of Agencies and Stakeholders					
				Sponsoring agency (Government/ NGO)	National government	LGU	Household	Community	Contractor/ private sector
All Households	Emergency shelter	ES-1	Evacuation centers	<ul style="list-style-type: none"><li>• Open ad hoc evacuation centers</li></ul>	<ul style="list-style-type: none"><li>• Ensure centers are identified</li><li>• Supply food and non-food items (FNFI) to centers</li><li>• Request humanitarian assistance</li><li>• Manage centers</li></ul>	<ul style="list-style-type: none"><li>• Identify centers</li><li>• Early warning</li><li>• Center management</li></ul>	<ul style="list-style-type: none"><li>• Occupant</li></ul>	<ul style="list-style-type: none"><li>• Open ad hoc evaluation centers</li></ul>	<ul style="list-style-type: none"><li>• Allow private building to be used</li><li>• Provide services to center</li></ul>
		ES-2	Host families	<ul style="list-style-type: none"><li>• NA</li></ul>	<ul style="list-style-type: none"><li>• NA</li></ul>	<ul style="list-style-type: none"><li>• Early warning</li></ul>	<ul style="list-style-type: none"><li>• In-charge</li></ul>	<ul style="list-style-type: none"><li>• Serve as host families</li></ul>	<ul style="list-style-type: none"><li>• NA</li></ul>
		ES-3	Shelter in place	<ul style="list-style-type: none"><li>• NA</li></ul>	<ul style="list-style-type: none"><li>• NA</li></ul>	<ul style="list-style-type: none"><li>• Early warning</li></ul>	<ul style="list-style-type: none"><li>• In-charge</li></ul>	<ul style="list-style-type: none"><li>• Check on community members</li></ul>	<ul style="list-style-type: none"><li>• NA</li></ul>
	Temporary/transitional shelter options	TS-1	Host families	<ul style="list-style-type: none"><li>• NA</li></ul>	<ul style="list-style-type: none"><li>• Fund subsidies for host families</li></ul>	<ul style="list-style-type: none"><li>• Coordination with host families</li></ul>	<ul style="list-style-type: none"><li>• Guest/ host</li></ul>	<ul style="list-style-type: none"><li>• Serve as host families</li></ul>	<ul style="list-style-type: none"><li>• NA</li></ul>
		TS-2	Self-settlement	<ul style="list-style-type: none"><li>• Provide materials</li><li>• Provide in-kind shelter structure</li></ul>	<ul style="list-style-type: none"><li>• Fund subsidies</li><li>• Distribute materials</li></ul>	<ul style="list-style-type: none"><li>• Disseminate guidelines</li><li>• Distribute materials</li></ul>	<ul style="list-style-type: none"><li>• In-charge</li></ul>	<ul style="list-style-type: none"><li>• Support household self-recovery</li></ul>	<ul style="list-style-type: none"><li>• Supply and/ or donate materials</li><li>• Provide temporary sites</li></ul>
		TS-3	Temporary housing	<ul style="list-style-type: none"><li>• Manage construction</li><li>• Manage settlement</li></ul>	<ul style="list-style-type: none"><li>• Manage construction</li><li>• Manage settlement</li></ul>	<ul style="list-style-type: none"><li>• Approve projects</li><li>• Select/ approve beneficiaries</li></ul>	<ul style="list-style-type: none"><li>• Occupant</li></ul>	<ul style="list-style-type: none"><li>• Support occupants</li></ul>	<ul style="list-style-type: none"><li>• Provide temporary sites</li><li>• Construct temporary housing</li><li>• Provide other services</li></ul>
		TS-4	Collective centers	<ul style="list-style-type: none"><li>• Fund centers</li><li>• Manage centers</li></ul>	<ul style="list-style-type: none"><li>• Fund centers</li><li>• Manage centers</li></ul>	<ul style="list-style-type: none"><li>• Manage collective center</li></ul>	<ul style="list-style-type: none"><li>• Occupant</li></ul>	<ul style="list-style-type: none"><li>• Support occupants</li></ul>	<ul style="list-style-type: none"><li>• Allow private building to be used for center</li><li>• Provide services</li></ul>
		TS-5	IDP Camps	<ul style="list-style-type: none"><li>• Fund camps</li><li>• Manage camps</li></ul>	<ul style="list-style-type: none"><li>• Fund camps</li><li>• Manage camps</li></ul>	<ul style="list-style-type: none"><li>• Approve sites</li><li>• Manage camps</li></ul>	<ul style="list-style-type: none"><li>• Occupant</li></ul>		<ul style="list-style-type: none"><li>• Provide services</li></ul>

Single family housing	Phase	Code	Shelter Modalities	Roles of Agencies and Stakeholders					
	Sponsoring agency (Government/ NGO)			National government	LGU	Household	Community	Contractor/ private sector	
		SF-1	Unsupported repair/ reconstruction <sup>1</sup>	• None	• None	• Beneficiary selection/ approval	• In-charge	• None/ad hoc	• Household may contract
		SF-2	Owner-managed repair/ reconstruction with technical support	• Raise funding • Provide technical support • Provide training	• Provide funding • Establish system for technical support • Contract NGOs for technical support	• Project approval • Beneficiary selection/ approval • Construction plan review	• In-charge, supervised	• None/ad hoc	• Household may contract
		SF-3	Community-managed repair/ reconstruction w/ technical support	• Raise funding • Mobilize community • Provide technical support • Provide training	• Provide funding • Establish system for technical support • Contract NGOs for technical support	• Project approval • Project sponsor • Beneficiary selection/ approval • Construction plan review	• Participant in community action, supervised	• Project participation and oversight	• Community may contract
		SF-4	Agency-managed/ contractor-built construction	• Management of project	• Provide funding • Contract construction firms	• Approve sites and projects • Sponsor projects • Select/ approve beneficiaries • Review construction plans	• Beneficiary	• Consultation • Construction oversight (social audit)	• Provide construction services • Contracted by agency
		SF-5	Resettlement/ relocation (Normally combined with other approach)	• Register beneficiaries • Mobilize communities • Identify sites	• Provide funding • Sponsor projects • Support relocation projects	• Select/ approve beneficiaries • Sponsor projects • Identify and approve sites • Oversee relocation activities	• Beneficiary	• Participation/ oversight of relocation process	• Identify relocation sites • Sell private property to gov't or agencies
		SF-6	Basic service provision and DRR	• Design and implement projects • All shelter project sponsors should ensure provision of basic services and DRR	• Provide funding to LGUs • Design and implement projects	• Provide funding • Design and implement projects	• Participate in cash for work (optional)	• Participate in consultation process	• Provide services

	Phase	Code	Shelter Modalities	Roles of Agencies and Stakeholders					
				Sponsoring agency (Government/ NGO)	National government	LGU	Household	Community	Contractor/ private sector
	Permanent Shelter Recovery Options								
Multi-family housing		MF-1	Assistance to landlords	<ul style="list-style-type: none"> <li>• Register landlords</li> <li>• Provide project oversight</li> </ul>	<ul style="list-style-type: none"> <li>• Establish guidelines</li> <li>• Provide funding</li> </ul>	<ul style="list-style-type: none"> <li>• Select/ approve beneficiaries</li> <li>• Approve projects</li> <li>• Review construction/ repair plans</li> </ul>	<ul style="list-style-type: none"> <li>• Occupant of rehabilitated rental unit</li> </ul>	<ul style="list-style-type: none"> <li>• NA</li> </ul>	<ul style="list-style-type: none"> <li>• Provide construction services</li> <li>• Contracted by landlord</li> </ul>
		MF-2	Assistance to tenants and other households	<ul style="list-style-type: none"> <li>• Register beneficiaries</li> <li>• Assist beneficiaries to find housing</li> <li>• Inspect housing</li> </ul>	<ul style="list-style-type: none"> <li>• Establish guidelines</li> <li>• Provide funding</li> </ul>	<ul style="list-style-type: none"> <li>• Select/ approve beneficiaries</li> </ul>		<ul style="list-style-type: none"> <li>• NA</li> </ul>	<ul style="list-style-type: none"> <li>• Provide rental housing</li> </ul>

	Phase	Code	Shelter Modalities	Project Cost		Implementation		
				Unit cost	Oversight cost	Lead KSA	Modifications needed	Legal/regulatory basis
All Households	Emergency shelter	ES-1	Evacuation centers	Moderate	Moderate	DSWD		• National Disaster Response Plan (NDRP)
		ES-2	Host families	None	None	--		None
		ES-3	Shelter in place	None	None	--		None
	Temporary/transitional shelter options	TS-1	Host families	Very low	Very low	DSWD	• Need repair guidelines for households	• None
		TS-2	Self-settlement	Very low	None to moderate	DSWD/LGUs	• Develop ability to scale up • Agreements with suppliers put in place • Focus on supplier business continuity	• NDRP
		TS-3	Temporary housing	Moderate, competes for funding with reconstruction	Moderate, competes for labor with reconstruction	DSWD/DPWH	• Avoid or modify bunkhouse strategy to reduce cost and improve conditions • Need regulations and guidelines	• NDRP
		TS-4	Collective centers	Moderate	Moderate	LGUs/NGOs/INGOs	• Need regulations and guidelines	• None
		TS-5	IDP Camps	Higher	Higher	DSWD/ LGUs/NGOs/ INGOs	• Need regulations and guidelines	• NDRP



	Phase	Code	Shelter Modalities	Project Cost		Implementation		
				Unit cost	Oversight cost	Lead KSA	Modifications needed	Legal/ regulatory basis
Single family housing	Permanent Shelter Recovery Options	SF-1	Unsupported repair/ reconstruction¹	Varies	• DSWD/ DPWH bunkhouses	DSWD	• Disseminate approved repair/ reconstruction guidelines for households	• NDRP • AO 17, Series of 2010, Omnibus Guidelines on Shelter Assistance • MC No. 24 Series of 2014 “Guidelines for the Implementation of the Emergency Shelter Assistance (ESA)/ Typhoon Yolanda.”
		SF-2	Owner-managed repair/ reconstruction with technical support	Lower	Moderate	DILG/LGUs	• Set up electronic registration/ funds transfer • Develop social and technical support systems for communities	• None
		SF-3	Community-managed repair/ reconstruction w/ technical support	Lower	Moderate	DILG/LGUs	• Establish project standards • Capacitate LGU management and oversight • Prioritize and promote self recovery and community-managed • Efficient funds transfer mechanisms to LGU, CSO and communities	• AO 17, Series of 2010, Omnibus Guidelines on Shelter Assistance DSWD Core Shelter Assistance Program (CSAP): • AO 101, Series of 1989, Implementing Guidelines for Core Shelter Project. • AO 76, Series of 1988, Implementing Guidelines for Core Shelter Assistance Pilot Project for the Rehabilitation of Victims of Typhoons ‘Sisang’ and other Disasters.
		SF-4	Agency-managed/ contractor-built construction	Highest	High	DPWH	• Update operational guidelines for housing and resettlement • Develop slum upgrading/urban and sub-urban renewal models • Expand beneficiary participation • Update site and housing design • Capacitate LGU management and implementation • Avoid/minimize resettlement	Functions of NHA: • Presidential Decree No. 757 July 31, 1975, Creating the National Housing Authority and Dissolving the Existing Housing Agencies Relocation decision: ■ Joint DENR-DILG-DND-DPWH-DOST MC No. 2014- 01, Hazard Zone Classification In Areas Affected By Typhoon Yolanda and Guidelinwes. New site selection: ■ EO No.124, Priorities and Procedures In Evaluating Areas Proposed for Land Conversion and Sites for Socialized Housing

	Phase	Code	Shelter Modalities	Project Cost		Implementation		
				Unit cost	Oversight cost	Lead KSA	Modifications needed	Legal/regulatory basis
Single family housing	Permanent Shelter Recovery Options	SF-4	Agency-managed/contractor-built construction					<ul style="list-style-type: none"> <li>■ RA No. 7279, Urban Development and Housing Act 1992 Site selection and project review:               <ul style="list-style-type: none"> <li>➤ Local Shelter Plans</li> <li>➤ Comprehensive Land Use Plans (CLUPs)</li> <li>➤ Local DRRM Plans</li> <li>➤ Building Codes</li> </ul> </li> <li>• LGU-sponsored projects:               <ul style="list-style-type: none"> <li>■ DHSUD, "LGU's Guidebook for Local Housing Project/Program."</li> </ul> </li> </ul>
		SF-5	Resettlement/relocation (Normally combined with other approach)	In addition to unit cost; social costs high	High	HLURB	<ul style="list-style-type: none"> <li>• Update policy/operational guidelines</li> <li>• Improve site selection</li> <li>• Expand beneficiary participation</li> <li>• Reduce use</li> </ul>	
		SF-6	Basic service provision and DRR	Sufficient funding to "build back better"	Moderate	All shelter recovery project sponsors ensure provision of services and DRR	• Better systems to download funding to LGUs	***
Multi-family housing		MF-1	Assistance to landlords	Moderate	Moderate	DILG, HLURB	<ul style="list-style-type: none"> <li>• Develop policy/guidelines</li> <li>• Design financing mechanisms</li> </ul>	• No legal basis
		MF-2	Assistance to tenants and other households	Low but longer-term	Moderate	DSWD	<ul style="list-style-type: none"> <li>• Develop policy/guidelines</li> <li>• Design financing mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>• ESA may be used for rent</li> <li>• No other legal basis</li> </ul>

# ANNEX 3: IMPLEMENTATION PLAN BY PDSF COMPONENT

<b>II</b>	<b>INSTITUTIONAL ARRANGEMENTS</b>
II-1	Strengthen the leadership of DHSUD on housing recovery
II-2	Transition to “Shelter and Settlements” cluster
II-3	Review and amend existing laws, regulations and policies to address critical administrative bottlenecks in shelter recovery
II-4	Ensure consistency among the Shelter Recovery Policy Framework, amended DRRM Act and NDRRMP
II-5	Support DILG to develop tools and systems to strengthen LGU recovery management
II-6	Strengthen recovery coordination between the public sector, CSOs/NGOs and the private sector
II-7	Disseminate and regularly update the PDSF as DRM, shelter and urban policies evolve
<b>III</b>	<b>SHELTER RECOVERY PRACTICES</b>
III-1	Finalize standard menu of shelter modalities
III-2	Develop strategies to support recovery of the rental housing market
III-3	Conduct research and update shelter recovery program parameters
III-4	Minimize post-disaster relocation and improve support those relocated
III-5	Expand community-based and owner-driven shelter recovery
III-6	Develop approaches that encourage household and community self-recovery
III-7	Customize recovery modalities to urban environments
<b>IV</b>	<b>SHELTER RECOVERY PLANNING</b>
IV-1	Ensure LGUs prepare quality recovery and reconstruction plans
IV-2	Establish platforms to provide LGUs with data for DRR, disaster assessment and recovery planning
<b>V</b>	<b>SHELTER RECOVERY FINANCING/FINANCIAL MANAGEMENT</b>
V-1	Develop financing mechanisms to support shelter recovery menu
V-2	Strengthen and streamline beneficiary registration
V-3	Strengthen overall financial management of shelter recovery
V-4	Establish an output-based approach to financing shelter recovery
V-5	Support development of the national disaster risk financing and insurance (DRFI) strategy
V-6	Expand the insurance market for the shelter sector
<b>VI</b>	<b>SHELTER RECOVERY IMPLEMENTATION</b>
VI-1	Reduce disaster risk through settlements and shelter recovery
VI-2	Efficiently mobilize technical expertise and support to coordination on the ground
VI-3	Establish standards and guidelines to ensure effective communication
VI-4	Establish standards and procedures for grievance redressal, in line with Citizen’s Charter and Freedom of Information (EO no. 1)
VI-5	Improve shelter recovery monitoring and reporting
VI-6	Develop standard evaluation framework for all recovery projects

	PDSF IMPLEMENTATION ACTIVITIES	OUTCOME	RESPONSIBLE AGENCY(IES)	MONTHS TO IMPLEMENT			"IMPLEMENTABILITY"		
		Output		Short (1-6)	Medium (6-12)	Long (>12)	Easy	Medium	Hard
<b>II</b>	<b>INSTITUTIONAL ARRANGEMENTS</b>								
<b>II-1</b>	<b>Strengthen the leadership of DHSUD on housing recovery</b>	<b>Strengthened DHSUD leadership</b>							
II-1.1	Strengthen the sector leadership of DHSUD	More effective implementation of shelter-related interventions				✓		✓	
II-1.2	Clarify and harmonize roles of concerned NGAs and KSAs to align roles and responsibilities with DHSUD	Realignment of organizational roles and responsibilities	DHSUD, NGAs, KSAs		✓		✓		
<b>II-2</b>	<b>Transition to "Shelter and Settlements" cluster</b>	<b>Improved coordination of shelter-related agencies in post-disaster periods</b>	<b>EO REVISING CLUSTER SYSTEM</b>						
II-2.1	Familiarize NGAs with the PDSF								
II-2.2	Transition to "Shelter and Settlements" cluster with expanded mandate	<ul style="list-style-type: none"> <li>Results of review of Resettlement Cluster</li> <li>Revised mandate and scope of work for Shelter and Settlements cluster</li> </ul>	DHSUD, OCD, NDRRMC	✓			✓		
II-2.3	Modify procedures from current Resettlement Cluster to incorporate full menu of shelter recovery and revised mandate	Revised scope of work	DHSUD, OCD, NDRRMC		✓			✓	
II-2.4	Collaborate with agencies to reconcile recovery organizational mandates	Agreement with agencies	DHSUD, OCD, NDRRMC		✓				✓
II-2.5	Identify and develop systems and SOPs to support operations of the Shelter and Settlements cluster	Systems and SOPs	DHSUD, OCD, NDRRMC		✓			✓	



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		Output		Short (1-6)	Medium (6-12)	Long (>12)	Easy	Medium	Hard
II	INSTITUTIONAL ARRANGEMENTS								
II-3	Review and amend existing laws, regulations and policies to address critical administrative bottlenecks in shelter recovery	More efficient application of administrative procedures in recovery					✓		✓
II-3.1	Conduct systematic review of past recovery programs to understand outcomes and identify key bottlenecks (including for land and tenure, procurement, permitting, etc.)	Identification of bottlenecks							
II-3.2	Review existing laws, regulations, and policies of concerned agencies to identify critical administrative bottlenecks in shelter recovery that may require modification, such as permitting	<ul style="list-style-type: none"><li>Results of legal review</li><li>Implementing policies- JMC, amendatory laws, or policies</li></ul>	DHSUD with WB technical assistance			✓		✓	
II-3.3	Work with concerned agencies to develop streamlined procedures and/ or exemptions for shelter projects, including the creation of "one-stop shops"	<ul style="list-style-type: none"><li>Procedural reforms</li><li>"One-stop shops" guidelines</li><li>Streamlined approval process</li></ul>	DHSUD and concerned agencies with WB technical assistance		✓			✓	
II-3.4	Develop rights-based instruments as alternative to land titles to address land-related bottlenecks	Regulations and documentation for rights-based tenure instruments	DHSUD		✓				✓
II-3.5	Draft and finalize Executive Order based on findings of legal review and streamlining process	Final Executive Order	DHSUD with WB technical assistance	✓			✓		
II-3.6	Secure signature of Executive Order by the President	Approved Executive Order	DHSUD			✓			✓
II-3.7	Issue joint memo circulars to support EO	Joint memorandum circulars	DHSUD, other relevant agencies		✓			✓	
II-4	Ensure consistency among the Shelter Recovery Policy Framework, amended DRRM Act, and NDRRMP	Amended DRRM Act that supports shelter recovery				✓		✓	
II-4.1	Maintain engagement in process to draft amended DRRM Act and create DRRM Department	<ul style="list-style-type: none"><li>Comments on draft bill</li><li>Draft DRRM Act reflecting DHSUD revisions</li></ul>	DHSUD with WB technical assistance	✓			✓		
II-4.2	Incorporate salient points from the draft PDSF to the draft amendatory bill of RA 10121 and formally submit comments to OCD	Draft DRRM Act reflecting DHSUD revisions submitted	DHSUD	✓			✓		

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		Output		Short (1-6)	Medium (6-12)	Long (>12)	Easy	Medium	Hard
II	INSTITUTIONAL ARRANGEMENTS								
II-5	Support DILG to develop tools and systems to strengthen LGU-led recovery management	More effective and decentralized delivery of recovery interventions	DILG MEMO CIRCULAR						
II-5.1	Review recovery experiences, laws, and policies to identify critical bottlenecks in local-level implementation	Results of review	DHSUD, DILG with WB technical assistance		✓			✓	
II-5.2	Clarify roles of DILG and LGUs in implementing each shelter recovery modality	Options for LGU support of recovery modalities	DHSUD, DILG, DSWD, NHA		✓			✓	
II-5.3	Develop method for rating LGU capacity to manage local recovery	Ratings tool	DHSUD, DILG		✓			✓	
II-5.4	Assist KSAs to develop criteria and guidelines on supporting LGU management of KSA-administered shelter recovery programs	Criteria and guidelines on LGU implementation	KSAs, DSHUD, DILG		✓			✓	
II-5.5	Identify technical assistance and training needs of LGUs managing recovery programs	Needs assessment	DHSUD, DILG			✓		✓	
II-5.6	Develop tools and systems to equip DILG to support LGUs managing recovery programs	Specs for tools and systems	DHSUD, DILG			✓		✓	
II-5.7	Draft and approve recovery guidelines for LGUs	Guidelines for LGUs on local recovery	DHSUD, DILG			✓			✓
II-5.8	Draft and issue Memorandum Circular on revised procedures	DILG Memo Circular	DILG		✓			✓	
II-6	Strengthen recovery coordination between the public sector, CSOs/ NGOs and the private sector	NEDA-DILG-DSWD-DHSUD JOINT MEMO CIRCULAR							
II-6.1	Identify improved methods for coordination and communication with non-governmental entities involved in recovery	Needs assessment	DHSUD, DILG		✓			✓	
II-6.2	Draft and finalize policy on NGO/ CSO/ private sector participation on shelter recovery (national and local)	• Final policy • Final procedures	DHSUD, DSWD, and concerned agencies	✓			✓		
II-6.3	Develop operational procedures for NGO/ CSO participation	System for oversight of NGO/ CSO/ private sector projects in place							
II-6.4	Prepare guidelines and specifications for coordination and communication	Guidelines and specs for systems	DHSUD, DILG		✓			✓	
II-6.5	Develop and approve standardized Memoranda of Understanding, scopes of work and guidance on negotiating NGOs/ CSOs/ private sector support to recovery	Format for standard MOU	DHSUD, DSWD, and concerned agencies		✓			✓	
II-6.6	Ensure recovery project tracking system incorporates reporting on CSO/ NGO projects	System design and implementation	DHSUD, DSWD			✓			✓

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II	INSTITUTIONAL ARRANGEMENTS								
II-7	Disseminate and regularly update the PDSF as DRM and shelter and urban policies evolve	PDSF continuously improves and operates within the larger shelter and settlements policy framework	POST DISASTER SHELTER FRAMEWORK						
II-7.1	Approve and promulgate PDSF	NDRRMC approval of PDSF	DHSUD, OCD, NDRRMC			✓		✓	
II-7.2	Disseminate PDSF and update as appropriate	PDSF updated to reflect recovery experience and DRR-related reforms	DHSUD			✓		✓	
II-7.3	Highlight shelter and settlements DRM/ DRR and post-disaster recovery within larger policy discussions and reforms	National shelter and urban policies address risk and disaster impacts	NGAs						
II-7.4	Update PDSF to maintain linkages with national policy reforms as they occur	PDSF updated to reflect national shelter and urban policy reforms	DHSUD						
III	SHELTER RECOVERY PRACTICES								
III-1	Finalize standard menu of shelter modalities	Draft and final menu of shelter and settlements recovery modalities							
III-1.1	Disseminate and review draft menu of shelter modalities	Analysis of existing modalities	DHSUD						
III-1.2	Review existing post-disaster shelter assistance programs and harmonize them with shelter recovery menu	Updated programs that reflect PDSF parameters	DHSUD, KSAs, NGOs						
III-1.3	Support KSAs and NGOs to align new and existing programs with recovery menu	New and complementary programs of shelter agencies	DHSUD, KSAs, NGOs			✓			✓
III-1.4	Develop operational guidelines for each shelter recovery modality	Operational guidelines for all modalities	DHSUD, KSAs						
III-2	Develop strategies to support recovery of the rental housing market	Rental housing units affected by disasters are more efficiently returned to use	RENTAL HOUSING RECOVERY GUIDELINES						
III-2.1	Conduct assessment of state of recovery of landlords and renters from recent disasters	Results of assessment	DHSUD	✓			✓		
III-2.2	Incorporate assessment of rental housing in standard housing damage and needs assessment TORs	Modifications to needs assessment TORs	DHSUD	✓			✓		
III-2.3	Incorporate rental housing support in menu of recovery modalities	Menu of recovery modalities	DHSUD	✓			✓		
III-2.4	Develop draft and final policy on supporting renters and landlords	Final guidance on renters and landlords	DHSUD		✓			✓	

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<b>III</b>	<b>SHELTER RECOVERY PRACTICES</b>								
<b>III-3</b>	<b>Conduct research and update shelter recovery program parameters</b>								
III-3.1	Identify and expand use of recovery approaches that expedite the transition from emergency shelter to transitional shelter to permanent reconstruction	Identification of "recovery pathways" that can be used in communications with affected community	DHSUD, DSWD, others						
III-3.2	Develop operational strategies to promote "transitional sheltering"	Transitional sheltering parameters	DHSUD, DSWD, others						
III-3.3	Develop operational strategies to promote core housing and safe incremental building practices	Core housing program parameters and guidance on safe housing expansion	DHSUD, DSWD, others						
III-3.4	Review and update urban planning principles applied in NHA and other relocation projects to improve site selection, environmental conditions, and social integration	Updated NHA program parameters	DHSUD, DSWD, others						
III-3.5	Analyze recovery pathways used by households, including those not eligible for government assistance	Analysis of recovery pathways for HH at all income levels	DHSUD, NEDA						
III-3.6	Identify actions to facilitate recovery by households not receiving government assistance	Guidance on recovery facilitation	DHSUD, DSWD, others						



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III	SHELTER RECOVERY PRACTICES								
III-4	Minimize post-disaster relocation and improve support for those relocated	Relocation is employed only as a last resort and relocation results are improved	POST-DISASTER RELOCATION GUIDELINES						
III-4.1	Develop a list of options to consider when relocation appears to be necessary. Options could include: <ul style="list-style-type: none"><li>• In-situ reconstruction combined with risk reduction measures</li><li>• In-kind solutions (resettlement to government-built house)</li><li>• Financial solutions (financing of owner-built house or period of rental support)</li></ul>	Menu of relocation options	DHSUD, DSWD, NHA	✓					✓
III-4.2	Consider developing distinct national policies for (1) post-disaster relocation and preventive relocation and for (2) resettlement associated with public works projects	Revised policies for disaster-related and non-disaster-related relocation	DHSUD, DSWD, NHA						
III-4.3	Develop and approve standards for selecting, informing, mobilizing, relocating and compensating households that require relocation, based on full participation of affected households	Approved relocation standards	DHSUD, DSWD, NHA			✓			✓
III-4.4	Review and update urban planning principles applied in NHA and other relocation projects to improve site selection, environmental conditions, and social integration	Improved coordination of shelter-related agencies in post-disaster periods	DHSUD, NHA			✓			✓
III-4.5	Develop checklist of alternatives to new shelter construction in remote sites to reduce demand for public land, better integrate the affected population, and reduce urban sprawl, such as: <ul style="list-style-type: none"><li>• Infill development/ increased density</li><li>• Smaller-scale projects that require smaller sites</li><li>• Readjustment of existing settlements to accommodate additional shelter units</li></ul>	Menu of alternatives to remote sites for relocation	DHSUD, NHA		✓				✓
III-4.6	Develop new national program for preventive relocation, retrofitting, and strengthening of residential structures	Completed program document	DHSUD, DPWH	✓		✓		✓	
III-4.7	Fund NHA slum upgrading program and proposed National <i>Oplan Likas</i> Program	Funding available for slum upgrading	DHSUD, NHA	✓		✓		✓	

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<b>III</b>	<b>SHELTER RECOVERY PRACTICES</b>									
<b>III-5</b>	<b>Expand community-based and owner-driven shelter recovery</b>	<b>Expansion of effective community-based shelter recovery models</b>	<b>REVISED POLICIES AND GUIDELINES</b>					✓		
III-5.1	Analyze KALAH-I-CIDSS, the NHA Community-Based Shelter and Livelihood (CBSL) program, and other CDD and community-based projects. <ul style="list-style-type: none"> <li>Review operational approaches and implementation results to date</li> <li>Identify relevant lessons for shelter recovery</li> </ul>	Results of analysis of community-based models	DHSUD, NHA, DSWD	✓			✓			
III-5.2	Work with NHA and stakeholders to modify CBSL modality, so that it reflects good practice in community-/ owner-driven shelter reconstruction	Revisions to CBSL operational guidelines	DHSUD, NHA, Stakeholders			✓				✓
III-5.3	Identify and address policy, legal and operational constraints on successful expansion and outsourcing of modified CBSL, KALAH-I-CIDSS, or other community-based models for shelter recovery	Revisions to legal and policy instruments and operational guidelines	DHSUD, NHA, DSWD			✓				✓
III-5.4	Develop procedures for outsourcing CBSL projects under updated guidelines or other community-based models	Outsourcing procedures	DHSUD, NHA	✓			✓			
III-5.5	Develop standards and implement support mechanisms for community-based and owner-driven shelter recovery modalities (government and NGOs)	Support system design <ul style="list-style-type: none"> <li>NGO support standards established and disseminated</li> </ul>	DHSUD, NHA, DSWD							
<b>III-6</b>	<b>Develop approaches that encourage household and community self-recovery</b>	<b>Expanded mobilization of household and community in recovery process</b>	<b>SELF-RECOVERY GUIDELINES</b>							
III-6.1	Develop and disseminate guidelines to encourage community-driven post-disaster recovery	Models and guidelines on community self-recovery	DHSUD, DSWD		✓			✓		
III-6.2	Develop and disseminate guidelines for owner-driven shelter reconstruction, repair, and strengthening/ retrofitting that include pre-disaster preparation activities	Owner-driven reconstruction, repair, and retrofitting guidelines	DHSUD, DSWD		✓			✓		
III-6.3	Support DHSUD's existing partnership with NGOs on ZEP and pursue partnership with TESDA	Partnership agreements	DHSUD							
III-6.4	Develop system for technical support for self-mobilized communities to ensure resilient reconstruction, repair and retrofitting, and standards for NGOs who provide this support	Support system design <ul style="list-style-type: none"> <li>NGO support standards established and disseminated</li> </ul>	DHSUD, DSWD, DPWH			✓				✓

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III	SHELTER RECOVERY PRACTICES								
III-7	Customize recovery modalities to urban environments	Recovery modalities are relevant to the urban residents	POST-DISASTER URBAN GUIDELINES						
III-7.1	In developing recovery modality menu and financing strategy for each modality, analyze the applicability to urban environments	Modalities are adapted to urban contexts	DHSUD						
III-7.2	Develop urban-specific guidance on utilization of shelter menu	Urban shelter recovery guidance	DHSUD						
III-7.3	Monitor and improve on urban shelter response as experience is gained	Updated urban guidance	DHSUD						
IV	SHELTER RECOVERY PLANNING								
IV-1	Ensure LGUs prepare quality recovery and reconstruction plans	Greater consistency between local recovery plans and LSPs, CLUPs, and LDRRM plans	JOINT CIRCULAR ON POST-DISASTER SHELTER RRPS						
IV-1.1	Conduct inventory of agency and partner experiences with recovery planning	Inventory of recovery planning experiences	DHSUD, DILG	✓			✓		
IV-1.2	Help LGUs design and implement Local Shelter Plans (LSP) that are risk-oriented and pre-determine actions to be taken and acceptable shelter solutions post-disaster.	Memo Circular by DILG to LGUs	DHSUD, DILG			✓			✓
IV-1.3	Mobilize additional resources and incentives to support implementation of LSPs	Additional resources	DHSUD, DILG, LGUs		✓				✓
IV-1.4	Require that shelter recovery projects support the goals and needs expressed in local recovery plans aligned with LSPs	Guidance for project implementers	DHSUD, DILG, LGUs		✓			✓	
IV-1.5	Work with disaster-prone LGUs to pre-identify and keep updated a list of sites for displacement camps and for permanent resettlement	DILG Directive LGU lists of displacement and resettlement sites	DHSUD, DILG, LGUs			✓		✓	
IV-1.6	Develop protocols to provide immediate support to LGUs with post-disaster recovery planning, response, and recovery	MOUs with agencies Roster of trained professionals	OCD, DILG, IEC in partnership with DPWH, PIA, DENR/ DOST, DHSUD, and private sector		✓			✓	
IV-1.7	Establish funding earmarked for post-disaster planning, especially for weaker or heavily affected LGUs	Agreement on funding earmark	DHSUD, DILG, NEDA, DOF		✓			✓	

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<b>IV</b>	<b>SHELTER RECOVERY PLANNING</b>									
<b>IV-2</b>	<b>Establish platforms to provide LGUs with data for DRR, disaster assessment, and recovery planning</b>	<b>Recovery plans are based on reliable, readily accessible evidence</b>	<b>DILG MEMO CIRCULAR PROGRAM TO SUPPORT LGUS</b>							
IV-2.1	Develop guidance on data that LGUs should collect prior to a disaster (plans, maps, public assets inventory, local housing typology, existing settlement conditions, etc.) and have available for post-disaster planning. Propose protocols for data backup and storage.	Guidance on collection and storage of planning data	DOST, DILG, OCD		✓				✓	
IV-2.2	Promote community risk-mapping in coordination with LGUs. Put arrangements in place to support community-level risk reduction (access to hazard risk information and advice on DRR measures).	Community risk maps and increased awareness of hazards Support mechanisms	DOST, LGUs, DILG, OCD			✓			✓	
IV-2.3	Develop training curricula and guidelines on post-disaster housing and household assessment	Assessment curricula and guidelines	OCD, DILG, DHSUD, DPWH, DENR/ DOST							
IV-2.4	Establish systems and protocols to facilitate collection and access by LGUs to post-disaster household-level impact data	TORs and systems for local data collection • Protocols for data sharing	DHSUD, NEDA, PSA		✓				✓	
IV-2.5	Establish systems and protocols to ensure LGU access to high-resolution hazard information for risk-based recovery planning and related training	MOUs that ensure availability of information	DOST, LGUs, DILG		✓			✓		
IV-2.6	Evaluate the need for a dedicated recovery data platform and support with data use	Needs assessment for platform and training	DHSUD, NEDA, DOF	✓				✓		

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V	<b>SHELTER RECOVERY FINANCING/ FINANCIAL MANAGEMENT</b>	<b>Output</b>								
	<b>Improve Shelter Recovery Public Financial Management</b>									
V-1	<b>Develop financing mechanisms to support shelter recovery menu</b>									
V-1.1	Analyze existing recovery funding mechanisms and identify improvements									
V-1.2	Design/ redesign financial assistance mechanism(s) to support each recovery modality	Financial arrangements by modality	DHSUD, DOF, NEDA with WB technical assistance		✓				✓	
V-1.3	Operationalize financing mechanisms through development of SOP and systems	Operational measures designed and pre-negotiated			✓				✓	
V-2	<b>Strengthen and streamline beneficiary registration</b>		<b>DWSD, DHSUD</b>		✓				✓	
V-2.1	Update rules and procedures for registration of affected households	Updated registration rules and procedures. Digitalized green card system								
V-2.2	Analyze use of systems associated with government conditional cash transfer programs for shelter recovery	Procedures for use of CCT mechanisms								
V-2.3	Automate the DFAC "green card" and make it mandatory for government and donor programs	Digital DFAC green card								
V-2.4	Analyze how to utilize national ID card for recovery financing (once implemented)	Advice on use of national ID card								
V-3	<b>Strengthen overall financial management of shelter recovery</b>	<b>Transparent and efficient recovery financial administration</b>	<b>IMPROVED MANAGEMENT SYSTEMS AND PROCEDURES</b>							
V-3.1	Analyze previous disasters to identify PFM-related bottlenecks in funds transferred to and financially managed by LGUs	Results of analysis	DILG, DOF, DHSUD	✓				✓		
V-3.2	Modify administrative procedures to allow efficient transfer and transparent use of recovery funding to households, NGOs/ CSOs, and LGUs	Accounting, audit, and other procedures	DILG, DOF, DHSUD		✓				✓	
V-3.3	Develop requirements for PFM systems to support recovery financial administration	PFM specifications	DILG, DOF, DHSUD		✓				✓	
V-3.4	Develop strategies (such as city twinning) to provide financial management assistance to disaster-affected LGUs	Strategies, including implementation plans	DILG, DOF, DHSUD		✓				✓	



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<b>V</b>	<b>SHELTER RECOVERY FINANCING/ FINANCIAL MANAGEMENT</b>								
	<b>Strengthen Shelter Recovery Financing</b>								
<b>V-4</b>	<b>Establish an output-based approach to financing shelter recovery</b>	Public resources for shelter recovery allocated to implementing agencies on the basis of results	<b>GUIDELINES ON OUTPUT-BASED SHELTER RECOVERY</b>						
V-4.1	Develop system of shelter project results indicators	Results indicators	DHSUD, KSAs						
V-4.2	Develop benchmarks based on an assessment of past projects	Project level benchmarks	DHSUD, KSAs						
V-4.3	Implement indicators, including requiring all implementing agencies to use them to report results	Results indicators system implemented	DHSUD						
<b>V-5</b>	<b>Support development of the national disaster risk financing and insurance (DRFI) strategy</b>								
V-5.1	Support ongoing development of the national DRFI strategy to ensure relevance to PSRF	DRFI Strategy	DHSUD, DOF, DILG		✓			✓	
V-5.2	Implement agreed DRFI measures and financing mechanisms	Implementation plans	DHSUD, DOF, NEDA, DSWD, NHA		✓				✓
<b>V-6</b>	<b>Expand the insurance market for the shelter sector</b>	<b>Improved allocation of disaster risk between government and households</b>	<b>INSURANCE OPTIONS FOR HOUSEHOLDS</b>						
V-6.1	Identify measures to expand household insurance	Household insurance initiative							
V-6.2	Identify measures to expand insurance for LGU assets and disaster impacts	LGU insurance initiative							
V-6.3	Implement measures to expand insurance markets	New insurance products							

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<b>VI</b>	<b>SHELTER RECOVERY IMPLEMENTATION</b>									
<b>VI-1</b>	<b>Reduce disaster risk through settlements and shelter recovery</b>	<b>Shelter recovery and construction contribute to local risk reduction</b>	<b>DISASTER RECOVERY PLANS</b>							
VI-1.1	Ensure that the new National Building Code of the Philippines and associated regulations incorporate non-engineered structures, such as owner-built incremental housing	National Building Code and IRRs that incorporate non-engineered housing	DPWH, DHSUD			✓			✓	
VI-1.2	Develop resilient shelter construction, rehabilitation and retrofitting guidelines, and prototype designs for non-engineered shelter	MOA with TESDA Shelter models and designs	DHSUD, TESDA, DPWH			✓			✓	
VI-1.3	Develop strategy to support implementation of shelter guidelines on incremental building by working with households and/ or local builders	Strategy for risk reduction of non-engineered, incrementally-built housing	DHSUD, TESDA, DPWH		✓					✓
VI-1.4	Update and disseminate standards for community infrastructure construction and reconstruction that reduce risk and contribute to climate resilience of affected areas	Community infrastructure standards	DHSUD		✓				✓	
VI-1.5	Develop LGU checklists as basis for issuing building/ construction permits	LGU construction permit checklists	DILG, DPWH, DHSUD	✓					✓	
VI-1.6	Develop curricula for training in safe construction practices for construction firms, individual building contractors, and homeowners that can be scaled up	Training curricula and implementation arrangements	DILG, DPWH, DHSUD							

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<b>VI</b>	<b>SHELTER RECOVERY IMPLEMENTATION</b>								
<b>VI-2</b>	<b>Efficiently mobilize technical expertise and support to coordination on the ground</b>	<b>Ready access to technical expertise for recovery planning and management</b>	<b>EXPERT ROSTERS AND STANDING CONTRACTS</b>						
VI-2.1	Develop standard terms of reference and contracting mechanisms for technical assistance, such as: assessments, construction supervision, community mobilization, planning, etc.	TORs for technical experts <ul style="list-style-type: none"> <li>• Model contracts</li> </ul>	DHSUD, DILG			✓		✓	
VI-2.2	Establish rosters of professionals with skills to assist with various aspects of shelter recovery oversight and management	Roster of professionals	DHSUD, OCD, DILG, TESDA		✓			✓	
VI-2.3	Design system for inter-municipal assistance ("twinning") arrangements	Operational guidance	DILG, OCD, NEDA	✓			✓		
VI-2.4	Establish partnerships with construction industry in connection with PDSF	Partnerships established	DHSUD, DPWH		✓			✓	
VI-2.5	Develop terms of reference and standby agreements with a roster of construction firms and builders accessible by LGUs	<ul style="list-style-type: none"> <li>• Terms of reference</li> <li>• Model standby contracts</li> </ul>	DILG, OCD			✓		✓	
VI-2.6	Operationalize arrangements to strengthen the integration of NGA recovery activities [water, sanitation, electricity, health, education, livelihoods] in parallel with shelter construction	<ul style="list-style-type: none"> <li>• Agreements with NGAs on coordination mechanisms</li> <li>• Implementation procedures</li> </ul>	DHSUD, NGAs						

	PDSE IMPLEMENTATION ACTIVITIES	OUTCOME	RESPONSIBLE AGENCY(IES)	MONTHS TO IMPLEMENT			"IMPLEMENTABILITY"		
				Short (1-6)	Medium (6-12)	Long (>12)	Easy	Medium	Hard
<b>VI</b>	<b>SHELTER RECOVERY IMPLEMENTATION</b>								
<b>VI-3</b>	<b>Establish standards and guidelines to ensure effective communication</b>	<b>Effective two-way communication between governments and stakeholders</b>	<b>DHSUD MEMO CIRCULAR</b>						
VI-3.1	Develop guidelines for NGAs, LGUs, and NGOs/ CSOs on two-way communication with disaster-affected communities, showing how it relates to Citizen's Charter and Freedom of Information (Executive Order no.1)	Guidelines	DILG, OCD	✓			✓		
VI-3.2	Design standards and procedures for communications assessments and design of communications plans	Standards and procedures Incorporation in NGO/ CSO projects	DILG, OCD		✓			✓	
VI-3.3	Develop terms or reference and/ or standby agreements with a roster of public relations firms accessible by NGAs and LGUs	<ul style="list-style-type: none"> <li>TORs for technical experts</li> <li>Model standby contracts</li> </ul>							
VI-3.4	Communicate to citizens what information they should expect to receive in post-disaster situations	Public communication	PCOO, NEDA, OCD	✓			✓		
<b>VI-4</b>	<b>Establish standards and procedures for grievance redressal in line with Citizen's Charter and Freedom of Information (EO no. 1)</b>	<b>Fair and transparent allocation of recovery resources</b>	<b>DHSUD MEMO CIRCULAR</b>						
VI-4.1	Develop guidance with and for agencies and LGUs on grievance redressal, showing how it relates to Citizen's Charter and Freedom of Information (Executive order no.1)	Guidance on grievance redressal	DHSUD, DILG	✓			✓		
VI-4.2	Design standards and procedures for receiving and addressing grievances, including requirements to include in NGO MOUs	Procedures for addressing grievances	DHSUD, DILG	✓			✓		
VI-4.3	Incorporate grievance redressal activity in reporting system	Monitoring data	DHSUD, NEDA		✓			✓	

	PDSF IMPLEMENTATION ACTIVITIES	OUTCOME	RESPONSIBLE AGENCY(IES)	MONTHS TO IMPLEMENT				"IMPLEMENTABILITY"		
		Output		Short (1-6)	Medium (6-12)	Long (>12)		Easy	Medium	Hard
<b>VI</b>	<b>SHELTER RECOVERY IMPLEMENTATION</b>									
<b>VI-5</b>	<b>Improve shelter recovery monitoring and reporting</b>	<b>Improved accountability for use of shelter recovery funding</b>	<b>MONITORING SYSTEM</b>							
VI-5.1	Design a system of standard programmatic monitoring indicators for shelter and settlements recovery	Monitoring indicators	DHSUD, NEDA, DILG, LGUs		✓				✓	
VI-5.2	Establish standards and procedures for monitoring and progress reporting	Monitoring and reporting standards and procedures								
VI-5.3	Design and implement integrated real-time reporting and tracking system for recovery expenditures and results, including use of crowd-sourcing and social media	<ul style="list-style-type: none"> <li>System design parameters</li> <li>System specifications and contract for implementation</li> </ul>	DHSUD, NEDA, DBM, DILG			✓				✓
VI-5.4	Develop rules and procedures for reporting expenditures and progress by NGOs and private sector	Reporting procedures	DHSUD		✓				✓	
VI-5.5	Develop community-level mechanisms for monitoring and reporting of progress from affected communities	Community reporting procedures	DHSUD, DILG		✓				✓	
VI-5.6	Make monitoring system available online and train users to access system (implementers, general public, and others)	Web site operational	DHSUD, NEDA, DILG, DOF			✓			✓	
<b>VI-6</b>	<b>Develop standard evaluation framework for all recovery projects</b>	<b>Experience from completed shelter recovery projects informs future projects</b>	<b>DHSUD MEMO CIRCULAR ON EVALUATION</b>							
VI-6.1	Develop standard evaluation framework for all recovery projects	Draft and final evaluation framework	DHSUD, NDRRMC	✓				✓		
VI-6.2	Promulgate evaluation framework and incorporate in NGO MOUs	Framework promulgated	DHSUD, NDRRMC		✓				✓	
VI-6.3	Monitor application of evaluation framework	Results of monitoring	DHSUD, NDRRMC			✓			✓	
VI-6.4	Issue annual report on results of evaluations	Annual reports	DHSUD, NDRRMC			✓			✓	







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