



REPUBLIC OF THE PHILIPPINES
NATIONAL DISASTER RISK REDUCTION AND MANAGEMENT COUNCIL

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

MEMORANDUM CIRCULAR

24 January 2024

No. 01 s. 2024

TO: HEADS OF NATIONAL GOVERNMENT AGENCIES, CONSTITUTIONAL OFFICES, STATE UNIVERSITIES AND COLLEGES, GOVERNMENT OWNED AND/OR CONTROLLED CORPORATIONS; CHAIRPERSONS OF THE REGIONAL DISASTER RISK REDUCTION AND MANAGEMENT COUNCILS; PROVINCIAL GOVERNORS, CITY AND MUNICIPAL MAYORS, MEMBERS OF THE LOCAL SANGGUNIANS, THE LOCAL DISASTER RISK REDUCTION AND MANAGEMENT COUNCILS

SUBJECT: ENHANCED GUIDELINES ON THE FINANCING SUPPORT FROM THE NATIONAL DISASTER RISK REDUCTION AND MANAGEMENT (NDRRM) FUND INCLUDING THE QUICK RESPONSE FUND (QRF)

1. References

- 1.1. Republic Act No. 10121 or the Philippine Disaster Risk Reduction and Management Act
- 1.2. Relevant General Appropriations Act (GAAs) Provision on NDRRM Fund
- 1.3. NDRMMC Joint Memorandum Circular No. 2013-1, 25 March 2013 re: Allocation and Utilization of the Local Disaster Risk Reduction and Management Fund (LDRRMF)
- 1.4. COA Circular No. 2014-002, Accounting and Reporting Guidelines on Receipt and Utilization of the National Disaster Risk Reduction and Management Fund (NDRRMF), cash and in-kind aids/donations from local and foreign sources, and funds allocated from the agency regular budget for Disaster Risk Reduction and Management (DRRM) programs
- 1.5. COA Circular No. 2014-009, Guidelines in the Audit of Disaster Risk Reduction and Management (DRRM) Funds

2. Definition of Terms

- a. *Build Back Better* - The use of the recovery, rehabilitation and reconstruction phases after a disaster to increase the resilience of nations and communities through integrating disaster risk reduction measures into the restoration of physical infrastructure and societal systems, and into the revitalization of livelihoods, economies, and the environment. (United Nations General Assembly, 2016);
- b. *Early Recovery*¹ is a multidimensional process guided by development principles that begins in a humanitarian setting and seeks to build on

¹Guidance Note on Early Recovery

<https://www.unocha.org/sites/unocha/files/dms/Documents/Guidance%20note%20on%20Early%20Recovery.pdf>

humanitarian programs and catalyze sustainable development opportunities. It encompasses the restoration of basic services, livelihoods, transitional shelter, governance, security, and rule of law, environment, and other socio-economic dimensions, including the reintegration of displaced populations. It has three broad aims: 1) augmenting ongoing emergency assistance operations by building on humanitarian programs 2) support to spontaneous recovery initiatives by affected communities and change the risk and conflict dynamics 3) establish foundations of longer-term recovery;

- c. *Geographically Isolated and Disadvantaged Areas (GIDA)* – refers to areas that are isolated due to distance or geographical isolation, weather conditions and lack of modes of transportation. This also refers to unserved or underserved communities and other areas identified to have access or service delivery problems, high incidence of poverty, presence of vulnerable sector, communities in or recovering from situation of crisis or armed conflict, and those recognized as such by a government body;
- d. *Quick Response Fund* - refers to the stand-by fund for relief and recovery programs in order that situation and living conditions of people in communities or areas stricken by disasters, calamities, epidemics, or complex emergencies may be normalized as quickly as possible;²
- e. *Regional Project Validation and Evaluation Team (RP-VET)* – a composite team from the RDRRMC member agencies with a primary task of conducting review and assessment of NDRRM Fund proposals such as but not limited to desk evaluation and site inspection;
- f. *Rapid Damage Assessments and Needs Analysis (RDANA)* - a disaster response tool that is used immediately during the early and critical state of onset of a disaster. It identifies the magnitude of a disaster by focusing on the general impact on the society and the people's coping capacity. It further aims to determine the immediate relief and response requirements as dictated by the type, scale, and unique characteristics of particular disaster;
- g. *Post-Disaster/Conflict Needs Assessment (PDNA/PCNA)* - a multi-sectoral and multidisciplinary structured approach for assessing disaster impacts and prioritizing recovery and reconstruction needs. PDNA/PCNA is intended to estimate firstly the short-term interventions that are required to initiate recovery from the damages and losses and secondly the financial requirements of programs and projects to achieve overall post-disaster recovery, reconstruction and risk management.

3. Background

Republic Act No. 10121 seeks to institutionalize the policies, structures, coordination mechanisms and programs with continuing budget appropriation on disaster risk reduction from national down to local levels.³ Further, Section 22 of

² RA 10121, Sec. 22 (c).

³ RA 10121, Sec. 2 (h).

RA 10121 provides that the National Disaster Risk Reduction and Management (NDRRM) Fund shall be used for (a) disaster risk reduction or mitigation, prevention, (b) preparedness, (c) relief, and (d) recovery and reconstruction projects for both National Government Agencies and Local Governments.

4. Purpose

This proposed Memorandum is issued to amend the NDRRMC Memorandum Circular No. 110, series of 2021 to promulgate an updated, comprehensive, and rationalized system for the management of the NDRRM Fund in accordance with the NDRRM Plan and NDRRM Framework with the following objectives:

- a. Provide Funding for Disaster Preparedness, Prevention and Mitigation Prioritizing Highly Vulnerable and Low Capacity LGUs;
- b. Identification of DRRM Phases and Time-Bound Implementation of Priority Interventions
- c. Strengthen Early Recovery by Optimizing the Use of Quick Response Fund to Expedite the Normalization of Disaster Affected Areas

5. Policy Guidelines

- 5.1. The NDRRM Fund shall only be used as support and augment the resources of the various national government agencies, state universities and colleges (SUCs), government and or controlled corporations (GOCCs) and local government units (LGUs) in implementing programs for disaster preparedness, prevention and mitigation, response, early recovery, and short to long term rehabilitation and recovery. Only those included in the Menu of Projects shall be eligible for funding under the NDRRM Fund.
- 5.2. Section 22 (a) of RA 10121, the NDRRM Fund can only be utilized for *"relief, recovery, reconstruction, and other works or services in connection with natural or human-induced calamities which may occur during the budget year or those that occurred in the past two (2) years from the budget year."*
- 5.3. Agencies with allocated Quick Response Funds (QRFs) disaster response, relief and early recovery shall first utilize their QRF. Additional funding source to the Quick Response Fund (QRF) of the implementing agency concerned shall be charged against the NDRRM Fund when the balance thereof has reached its critical level, upon favorable recommendation of the Chairperson, NDRRMC and approval of the DBM.
- 5.4. For the purposes of having a concerted effort and a defined timeline on implementing DRRM interventions, financing allocations from the NDRRM Fund shall be categorized into the following phases (Annex 1):
 - a. **Pre-Disaster Interventions** – Disaster Preparedness, Prevention and Mitigation aimed at reducing the risk of highly-vulnerable and

low-capacity LGUs and GIDAs (See Annex 2 for Process Flow, Documentary Requirements and Menu of Projects);

- b. **Immediate Disaster Response** – Immediate actions for life saving and sustaining of disaster-affected population (See Annex 3 for Process Flow, Documentary Requirements and Menu of Projects);
 - c. **Early Recovery Interventions** – implementation of programs, projects and activities to normalize as quickly as possible, the areas affected by disasters (See Annex 4 for Process Flow, Documentary Requirements and Menu of Projects); and
 - d. **Rehabilitation and Reconstruction** – implementation of programs, projects and activities for Build Back Better (See Annex 5 for Process Flow, Documentary Requirements and Menu of Projects).
- 5.5. For disaster preparedness and disaster prevention and mitigation, ten percent (10%) of the NDRRM Fund shall initially be allocated. Any increase in the said annual allocation in the succeeding years shall be subject to the approval of the Chairperson, NDRRMC. Allocated amount for such purpose shall be made available not later than June 30 of every year prioritizing highly vulnerable and low-income local government units and GIDAs based on the Equity-Based Prioritization Criteria (Annex 6). Afterwards, unutilized balance thereof shall automatically be utilized for disaster response, early recovery, and rehabilitation and reconstruction.
- 5.6. For slow onset hazards, the NDRRMC shall maximize the use of hazards assessments such as but not limited to Climate and Disaster Risk Assessment and GeoRiskPH.
- 5.7. The processing of proposals from the NDRRM Fund is subject to the submission of complete documentary requirements and review and assessment of the NDRRMC through the Office of Civil Defense in compliance with procedures stipulated in this Memorandum.
- 5.8. Releases from the NDRRM Fund is subject to approval of the President or of the DBM, for QRF replenishment as the case maybe, in accordance with the favorable recommendation of the Chairperson, NDRRMC.

6. Release of Funds and Project Implementation

- 6.1. The Office of the President shall inform the NDRRM Council, through the Office of Civil Defense of the approval or disapproval of project proposals. The NDRRM Council shall in turn relay this information to the concerned implementing agency or LGU.
- 6.2. Upon the approval of the Office of the President, the Department of Budget and Management (DBM) shall issue the Special Allotment Release Order (SARO) based on the submission of Budget Execution Documents (BEDs) by the same.

- 6.3. During the course of the implementation of the project, the implementing unit is required to publish the details of the project, including the funding source, on the project site.
- 6.4. Unexpended balance or savings from the NDRRM Fund released to the implementing agencies or LGUs shall be reverted to the National Treasury.

7. Monitoring and Evaluation

- 7.1. The implementing agency or LGU shall submit the following reports on a monthly basis:
 - a) COA-Template status report of the project implementation, copy furnished other appropriate offices such as DBM, House of Representatives and Senate of the Philippines. Failure of the implementing agency/LGU to submit the aforesaid reports shall be grounds for denial of subsequent requests.
 - b) Upon completion, submit project completion report to the NDRRM Council through the OCD, which shall include the following: (i) Certificate of Completion with photos or Certificate of Acceptance (if by contract) (ii) Disbursement Report as verified by the Commission on Audit (COA) Field Office.
- 7.2. The OCD Central Office shall then furnish the DBM and the Congress and other offices where the submission of reports is required under existing laws, rules and regulations.

8. Transparency and Accountability

- 8.1. The OCD shall maintain an online database, open and freely accessible to the public, containing requests for NDRRM Fund allocation. The database shall include pertinent information on the processing of requests, status of funding request and utilization of the NDRRM Fund. The NDRRM Council shall pursue the creation of a portal for this purpose.
- 8.2. The implementing agencies or LGUs shall submit to DBM, Speaker of the House of Representatives, House Committee on Appropriations, Senate Committee on Finance, and the Commission on Audit either in printed form or by way of electronic document quarterly reports on the utilization of funds.

9. Separability Clause

If any part or provision of this Memorandum is declared invalid or unconstitutional, the remaining provisions shall not be affected and shall remain in full force and effect.

10. Repealing Clause

All existing issuances by the NDRRM Council which are inconsistent with this Memorandum are hereby deemed repealed accordingly.

11. Effectivity Clause

This Memorandum shall take effect immediately.


GILBERTO C. TEODORO, JR.
Chairperson, NDRRMC
Secretary, Department of National Defense

