

AMENDMENTS TO ADMINISTRATIVE ORDER NO. 76 SERIES OF 1988 — IMPLEMENTING GUIDELINES FOR CORE SHELTER PILOT PROJECT

DSWD ADMINISTRATIVE ORDER NO. 101, September 24, 1990

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After a year of implementation of the Core Shelter Project, there is a need to streamline the project. Feedbacks and findings as a result of consultations, visits, orientations, and evaluations indicated the need to amend the project policies, standards and strategies to make it attuned and relevant to the needs of the beneficiaries. This also includes strengthening of project management and strategies to generate more participation and involvement of the community especially local officials.

Administrative Order No. 76 series of 1988 is therefore hereby amended, with focus on the following areas:

I

Target Beneficiaries and Regions

Target beneficiaries of the Core Shelter shall be disaster victims whose houses are totally destroyed. The assistance shall be available to all regions where there are families rendered homeless as a result of disaster, either natural or man made.

II

Objectives

1. To reduce the number of families rendered homeless every year by providing a structurally strong indigenous shelter which can withstand approximately 180 kph wind velocity, earthquake with moderate intensity and other similar natural hazards;
2. To maximize the participation and draw the commitment of the beneficiaries and the neighborhood to make the core shelter livable and maintain its structurally strong standards.
3. To develop and promote the value of self-reliance among the beneficiaries and the community.

III

Eligibility Requirements of Project Beneficiaries

Eligibility requirements remain the same as follows:

1. Monthly income of a family of 6 should be below the food threshold, that is P1,400.00 in urban areas and P1,200.00 in rural areas.
2. Houses should have been totally destroyed by either man-made or natural disasters; and limited resources prevent them from reconstructing their shelter units i.e. they continue to live with relatives, in evaluation centers or in another makeshift hastily set up by the families.
3. No previous shelter assistance from any other agency.
4. Possession of a guarantee of ownership or permanent or long term occupancy of at least 10 years of tenure over

the lot on which to build the house or provision by Local Government.

5. Chosen area where the house will be built should not be prone to hazards and shall have access to transportation and available supply of construction materials.

Priority will thus be given to beneficiaries who meet the geographical clustering requirement in a specific barangay for purposes of monitoring, technical assistance by the foremen, use of carpentry tools, delivery of materials and collaborative labor.

IV

Components of Core Shelter Assistance

The Core Shelter Assistance Project shall have the following components:

1. Social Preparation of the Community Beneficiaries — The Social Preparation for Core Shelter Assistance Project which shall be implemented by the Supervising Social Welfare Officer shall include the following:

1.1

Area Selection

1.1.1

Accessible to transportation/construction materials

1.1.2

Low hazard/disaster risk areas which are not:

- a. river basin or low areas frequented by flood
- b. coastal areas/shorelines/along creeks
- c. near dams
- d. highly congested

1.1.3

With available lot

- a. private ownership
- b. with provision for tenure of at least 10 years
- c. for those in risk areas with available lot for resettlement.

1.2

Entry into the community

1.2.1

Conduct of dialogue/meeting with Rehabilitation Service Committee MDCC members (mayors, DPWH, DTI, DA, DOH, PNRC, Parish Priest, other municipal officials and NGOs) to discuss the Core Shelter Assistance to get their sanction, support and participation. If Rehabilitation Service Committee of the MDCC is not organized or functional DSWD should call an organizational meeting of the Rehabilitation Committee or dialogue could be undertaken with the Municipal council, the NGOs on a group or individual basis, whichever is feasible at the moment. Topics for discussion are

- a. rationale of the project

b. mechanics of the project

c. roles of concerned agencies/groups

- c.1 local government
- c.2 members of the Rehabilitation Committee
- c.3 NGOs
- c.4 community
- c.5 DSWD

1.2.2

Validation, confirmation and/or negotiation with Rehabilitation Committee on MDCC on targetted barangays for Core Shelter Assistance

1.2.3

Conduct of ocular survey/area visit of targetted barangays to determine/validate need and applicability of Core Shelter Assistance.

1.2.4

Undertake dialogue with barangay officials, indigenous leaders, other concerned groups of target barangays to:

a. Discuss with them the following:

- a.1 rationale and objectives of the project
- a.2 mechanics of the project
- a.3 roles of concerned agencies/groups

b. Get their sanction/support/participation in project planning and implementation

c. Get specific commitments on their participation

d. Discuss/validate listing of potential participants to insure that those listed really have totally damaged houses.

1.2.5

Conduct of home visit to potential participants to establish rapport and to assess/establish their actual situation/needs and to get their reaction to the Core Shelter.

1.2.6

Coordinate with local officials for the conduct of community assembly to discuss the Core Shelter Assistance Project.

1.2.7

Conduct of Community Assembly

a. Discuss Core Shelter Assistance Project

- a.1 rationale/objectives
- a.2 mechanics of implementation
- a.3 eligibility requirements-terms/conditions
- a.4 roles/functions of concerned agencies/groups
- a.5 responsibilities/commitments

b. Identify volunteers from among the potential participants (those whose houses were totally damaged by the disaster)

1.3

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

1.3.1

Meeting with identified volunteers

a. discussion of their participation in the project and get their reaction

b. discussion of the needs assessment survey

b.1 rationale/objectives to establish need for core shelter and to set priorities for said assistance as well as to determine other needs which could be responded to.

b.2 role of volunteers/SSWO

b.3 needs assessment survey form-involve volunteers in coming up with final form based on their participation on what information should be included in the form

b.4 strategies/approaches in conduct of survey to get factual data/information

b.5 consolidation of data

1.3.2

Demonstration to volunteers conduct of needs assessment survey — this would be undertaken in a number of families as pretest of the questionnaire as to its applicability/feasibility

1.3.3

Supervision of volunteers in:

a. modifying questionnaire as a result of the pretest

b. conducting the survey

c. collating/consolidating data as agreed in earlier meeting

1.3.4

Analyzing consolidated data with the volunteers to get implications

1.3.5

Planning out with volunteers the presentation of data to community assembly

1.3.6

Coordinating with barangay officials/volunteers for conduct of community assembly

1.3.7

Conduct of Community Assembly

- a. Assisting volunteers in presentation of Needs Assessment Survey results
- b. Eliciting community participation in determining target participants for Core Shelter Assistance based on community established eligibility requirements set during the initial community assembly and on data presented by volunteers resulting from Needs Assessment Survey
- c. Discussing mechanics of project implementation and need for a foreman to come from the community if there are qualified ones.
- d. Eliciting community participation in identifying foremen for the project from the community.

1.4

Preparation of foremen for the project implementation

1.4.1

Discussing with potential foremen terms/ conditions/expectations of the job to get their reaction and commitment

1.4.2

Recommending identified qualified foremen for the position

1.4.3

Facilitating contract between foremen and DSWD on working agreements relative to project

1.4.4

Planning/recommending schedule for orientation of Foremen/SSWO and participant's representatives in project implementation

1.4.5

Preparing with foremen a monthly schedule for supervision and monitoring of project.

1.5

Assessment

1.5.1

Supervising the welfare aides and foremen in helping the identified participants prepare their individual housing plan using Annex A-1 (Housing Plan) which involves the following:

- a. determining the specific materials and the exact quantity that could be contributed by the participants themselves as well as the materials that could be generated from the NGOs and LUGs
- b. determining the land and manpower resources the beneficiaries can provide
- c. determining the cost standards of the materials and verifying whether these materials meet building standards.

1.5.2

Meeting and discussing with identified participants the following:

- a. terms and conditions for Core Shelter Assistance to get their reaction and commitment which will result to an accomplished memo of agreement between the participant and DSWD
- b. the needs to set aside an amount in the form of contribution as maintenance fund for repair and upgrading of their houses
- c. the goal of the helping process so they can agree to mutually do their share towards the achievement of these goals.

1.6 Organization building

1.6.1

Enabling identified participants to form themselves into a Neighborhood Association for Shelter Assistance (NASA) with at least 10 members living in proximity with each other to promote collective action in realizing goals of the project Situational leaders may be chosen to perform specific tasks.

1.6.2 Assistance to NASA:

- a. setting up goals towards shelter needs as well as other physical and social needs
- b. formulating rules and regulations based on set goals
- c. assessing their needs on housing and resources available such as building tools, salvaged materials, manpower, etc., starting on their own, those of DSWD and other GOs/NGOs.
- d. making loan to effectively use available resources in answering housing needs to include:
 - d.1 steps to be performed
 - d.2 division of tasks
 - d.3 schedules and time frame
 - d.4 funds and resources needed
- e. conducting regular meetings to prepare them socially and psychologically for the building activities

1.7 NASA mobilization

1.7.1

Assisting NASA members execute their housing plan utilizing their resources in coordination with the foremen. NASA shall be responsible for the following:

- a. Procurement, management & control of resources to be used
- b. Safekeeping of tool
- c. Maintaining an inventory over construction materials and monitor its use in the project
- d. Construction and repair of house
- e. Reporting/Recording progress of construction work-monthly report on this should be prepared by SSWO with foremen for submission to branch office.

1.7.2

Enabling NASA members to divide themselves into work group of five (5) members each. Each work group will set up their system for safe-keeping and replacement of lost or broken tools.

1.7.3

Encouraging NASA to hold regular meeting to identify/discuss programs/difficulties connected with core shelter assistance and work out solutions for these on their level.

1.7.4

Encouraging the NASA to put up a Shelter Maintenance Fund to come from contribution agreed upon by each member. This Maintenance Fund paid to their chosen/selected member (treasurer) shall be deposited in an agreed upon depository and shall be utilized only in repair/construction of a member's house damaged by any disaster again/or in upgrading on an existing core shelter. This will be in the form of loan of which duration interest and manner of payment will be set forth by the group (NASA).

1.7.5

Motivating NASA to undertake fund generating activities to supplement members contribution to the Maintenance Fund.

1.7.6

Motivating the NASA to tackle other perceived needs and facilitate discussions on prioritized problems/needs, available resources and possible course of action with maximum involvement of each member.

1.7.7

Encouraging NASA to support other family/ community endeavors from their Maintenance Fund when there is enough for maintenance and upgrading of their member houses.

1.7.8

Encouraging the different NASAs in the barangay to put up a barangay level NASA Maintenance Fund Association comprise of chosen representatives and treasurers of each NASA.

1.7.9

Encouraging/motivating Barangay NASA to pool together their resources and purchase building materials at lower cost in the event of disaster occurrence causing damage to members' houses.

1.7.10

Enabling and assist NASA to conduct an evaluation for every major course of action and whenever necessary, as basis for planning and implementation of further actions. These evaluation sessions shall be used as means of strengthening belief in personal initiative, social responsibility and collective action.

1.7.11

Complementing the housing assistance with a livelihood project whenever feasible for a more comprehensive and effective assistance toward economic recovery and self-reliance of identified CSH participants.

1.8

NASA maintenance

1.8.1

As NASA solidifies and positive changes occur in members physical condition, values and attitudes, gearing the NASA to become agents of change in their wider and local barangay/community.

1.8.2

Developing NASA members as community volunteers/ leaders. Relative to this community resource development sessions could be conducted when needed.

1.8.3

Facilitating NASA members initiation and/or support of barangay wide projects and endeavors such as immunization campaign feeding program, disaster preparedness, etc.

1.8.4

Utilizing the services of NASA to organize the wider community to participate in dealing with their problems.

2.

Food-for-Work Assistance — Food assistance to support the food needs of the beneficiaries and their families through Food-for-Work scheme shall be given to the beneficiaries at the rate of P20.00/worth of food per man day for the period of 50 mandays.

3.

Technical Assistance in the House Construction — The delivery of technical assistance is done through a CSA foremen who will orient, demonstrate, assist and supervise the beneficiaries in the construction of their shelters.

The CSA Foremen shall be directly supervised, monitored, and advised by a Prov'l/City Core Shelter Technician who shall in turn be supervised, monitored, and given guidance by the Regional Core Shelter Technician.

3.1

CSA Foremen:

3.1.1

Must not be a college graduate but must possess basic knowledge of carpentry and masonry and has experience in house construction for at least 2 years.

3.1.2

Must be capable to train, demonstrate, assist and supervise over the construction of 40 CSA units for a period of 3 months.

3.1.3

Shall be a Cash Assistance Worker with a monthly grant of P1,800.00

3.1.4

Shall coordinate with the direct service workers to verify whether the materials contributed by the beneficiaries met building standards.

3.1.5

Shall be under the direct supervision of the SSWO but gets technical advice from CS Technician.

3.1.6

Shall have as his primary responsibility the development of the beneficiaries, awareness of the CS special features and their acquisition of skills to put this in place so that adherence to the standard design is ensured. During the construction proper, weekly status reports should be submitted to his immediate supervisor highlighting concerns/problems on implementation.

3.2

Provincial/City CS technician — There shall be one Provincial/City Core Shelter Technician in each province/city which has more than 200 CS units.

3.2.1

He must be a civil engineer with at least one year experience in construction.

3.2.2

He shall receive a monthly gratuity of P2,000.00 Pesos of P300.

3.2.3

He shall have functional supervisory and monitoring functions over the implementation of the project and provides technical assistance to the CSA foremen. He shall submit a report twice a month to the P/CSWOs/Provincial/City Project Coordinators on the progress of CSA construction highlighting concerns relative to adherence to the standard design and others, encountered in the implementation of the project.

3.3

Regional core shelter technician — There shall be one Regional CS Technician in the Region with 1,000 or more core shelter units in three or more branch offices implementing simultaneously.

3.3.1

He must be a civil engineer with at least three years experience in construction.

3.3.2

He shall receive a monthly gratuity of P3,000.00 and a TEV of P500.00.

3.3.3

He shall have functional supervisory and monitoring function over the construction of CSA units and provide technical assistance to the Provincial/City CS Technicians.

3.3.4

At the start of a Core shelter project in every municipality, he shall conduct actual demonstrations where the SSWOs, foremen and beneficiaries are participants and should stay in the area until the Model Core Shelter is completed.

3.3.5

He shall re-orient, supervise, and monitor the foremen as to their:

- a. Attendance on the Job
- b. Construction of the Core Shelter units according to the CORE design.
- c. Designs and specifications
- d. Quantity and quality of construction materials, based on the bill of materials

3.3.7

He shall give immediate feedbacks to the SSWOs, foremen, about his findings on project implementation especially on deviations and provide on-the-spot technical assistance

3.3.8

He shall submit reports to the Regional Office after every consultation visit to different municipalities copy furnished the P/CSWOs/SSWOs Provincial/City CS Technician concerned.

3.3.9

He shall submit monthly schedule of activities a week before the succeeding month, to the Regional Director furnishing copies to all branch incharges concerned.

3.3.10

He shall continuously conduct inventory of the completed CORE Shelter to ensure that special features are followed with and recommends issuance of certificate of completion for CORE Shelter which meet the standard specification in coordination with the Municipal Shelter Committee.

3.4

National technical consultant — There shall be one National Technical Consultant for the project.

3.4.1

He shall be responsible in the development of the design of a structurally strong indigenous shelter which can withstand a wind velocity of 180 kph. as well as floods and earthquake.

3.4.2

He shall provide technical consultation relative to the special features and standards of the CSA to the concerned Regional staff.

3.4.3

He shall supervise the regional training of the CSA foremen/ technicians.

3.4.4

He shall submit reports to the Bureau of Emergency Assistance on his training/orientation conducted to the regional staff concerned.

3.4.5

He shall conduct follow up visits and highlights suggestions for the modification/revision of the design to improve strengths of shelter, substitute materials for lumber to bring down the cost of the Core Shelter, etc. for the attention and immediate action of the Secretary.

V

Financial Assistance

The DSWD core grant per beneficiary is hereby increased to P8,000 to provide for the inflation rate in the cost of construction materials. The grant shall be adjusted from time to time depending on the prevailing cost of construction materials. The amount will cover the cost of the bill of materials for Module A.

VI

Delivery Scheme of Financial Assistance

The NASA through its Supply Committee shall canvass and purchase the construction materials in coordination with the SSWO who shall accredit all construction dealers who can provide materials at the lowest cost and give the standard 30 days credit to the CSA beneficiaries.

Upon receipt of the financial grant, beneficiaries shall sign the check and with the assistance of the SSWO, shall endorse the check to accredited construction dealers as payment of the construction materials advanced or to be delivered as the case maybe.

Prior to the delivery of construction materials to the job site, the supply committee in coordination with the foremen shall check all construction materials to be delivered in accordance with project specifications. All delivered construction materials shall be received by the beneficiaries, attested by the foreman and members of the Supply Committee as to its standard specifications and noted by the SSWO. Beneficiaries shall maintain a copy of the official receipts of construction materials delivered and received for record purposes.

VII

Project Management

Project Management of CSA Project from the CO under BEA and BFCW remain as is, as stipulated in AO 76. Additional Project management scheme from the Regional level down to the Municipal Levels shall be as follows:

1. Regional Office — There shall be one designated Regional Project Coordinator in Regions with 500 CS units or more on a full time basis to handle and monitor the day to day operation of the project. Under the direct supervision of the Assistant Regional Director for Programs the CSAP Regional Project Coordinator shall oversee the effective implementation of the CSA project in the Region.

1.1

Monitor the implementation of CSAP at the Regional level

1.2

Coordinate with the Regional Project Engineer and 2 Regional Social Welfare Specialist (BEA-BFCW)

1.3

Coordinate with the Re'l Administrative and Financial Division to ensure the timely release of logistic support, manpower, fund, supplies, transport, etc.

1.4

Conduct monthly consul-tation conferences with P/CSWO's and Provincial/City Project Coordinator.

1.5

Plan and prepare schedule of activities including training, orientation, audit, etc. in consultation with other project coordinators for the Regional Director.

1.6

Review field reports and prepares monthly consolidated report for the Regional Director.

1.7

Prepare all communications relevant to the implementation of CSAP

1.8

Perform other related task

2. Provincial/City Branch Office — There shall be one designated Provincial/City Coordinator in Provinces/Cities with more than 200 CSA units who shall function on a full time basis to monitor the day to day operation of the project for its effective implementation.

Under the direct supervision of the Provincial/City Welfare Officers the P/CPC shall:

2.1

Monitor the implementation of CSAP at the Provincial/City level

2.2

Coordinate with the Provincial/City CS Technician and SSWO's

2.3

Conduct monthly consultation conference with SSWO's WAs implementing the project

2.4

Plan and prepare schedule of activities including training, orientation, audit, etc. in consultation with the P/CSWO's.

2.5

Review field reports and prepare monthly consolidated report for the P/CSWO.

3. Municipal Level — In addition to the activities undertaken by the Unit Office as stipulated in AO-76, a Municipal Core Shelter Committee shall be organized. It shall be composed of the local NGOs, GOs, and LGU's to determine that all units constructed have adhered to the standard design of the project. The Municipal Core Shelter Committee shall have the following functions:

1. To determine that the relocation/resettlement area for the project identified are not prone to hazards.
2. To assist in the supervision and monitoring of CSA implementation — activities are according to time schedule, quality and quantity of materials adherence to project policies and standard designs, and submit feedback report and recommendation to the SSWO.
3. To administer the quality control checklist with the assistance of the beneficiaries and foremen to see to it that all special features which contribute to the strength of the core shelter are properly installed.
4. To assist in the information dissemination about the CSA Project to gain support from GOs, NGOs and beneficiaries.
5. To determine that all CSA units reported completed followed and adhered to the basic design of the project.
6. Together with the SSWO, to submit recommendation to the P/CSWO for the issuance of a Certificate of Occupancy on all units reported completed who have passed the quality control standard set for the project.

VIII

Additional Strategies to Counteract Difficulties in Project Implementation

1. Immediate compliance with the lot requirement. The Municipal/Barangay Coordinating Council that can comply with such requirement shall have priority in getting that assistance.
2. Introduction of a CSA quality Control Checklist. This checklist shall be accompanied with corresponding fill in instructions including sketches to make it understandable to the workers and beneficiaries.
3. Reorientation of the Regional CS Project Engineer, Regional staff, P/CSWOs, SSWOs, and foremen on the construction of the house by the external consultant through actual demonstration.
4. Strengthening the advocacy component of the project by increasing awareness on the features which make the shelter structurally strong among the victims, NGOs, GOs, and the community to any impending hazards.
5. Organization of a municipal shelter committee composed of NGOs, GOs and LGUs to liaison and monitor with the beneficiaries to insure adherence to standard design.
6. Issuance of certificate of occupancy to beneficiaries who have completed their unit and pass the review of the Municipal shelter committee. The house will be properly identified as DSWD-CSU.
7. Assigning of Provincial Project Coordinator to areas who have more than 200 CS Units.

IX

Quality Control

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

Certificates of Occupancy shall be issued only to beneficiaries who have completed their units and passed the review of the Municipal Shelter Committee.

X

General Policies

1. SSWO shall guide and facilitate the conduct of social preparation to the beneficiaries/community, local gov't and NGOs.
2. Beneficiaries of the CSA project shall organize themselves into a NASA with at least 10 members per barangay.
3. NASA shall be incharge in the canvass and purchase of construction materials.
4. Priority shall be given to clustered beneficiaries to promote mutual assistance and collaborative labor and transfer of technology of structurally strong features of Core Shelter.
5. Foremen shall determine the quality of construction materials based on the project standard.
6. Lot requirement shall be a minimum of 8X10 sq. meters.
7. Areas should not be risk prone such as those near river banks, creeks, dams, shorelines, low lying areas which are always flooded, and areas vulnerable to landslide.
 - a. 6-10 meters away from the slope
 - b. 5-10 meters away from the trees
 - c. 10-15 meters away from the side of the road.
8. There shall be contract between the beneficiaries and the lot owner for the use of the said lot for 10 year period.
9. There shall be a contract between the beneficiaries and DSWD that the former shall not sell, rent out or mortgage the house and shall provide labor and other counterpart to complete the house.
10. All units completed shall be called as DSWD-CSU and a Certificate of Completion signed by the Secretary shall be awarded to the beneficiary.
11. There shall be no alternation/deviation in the standard design of the project without approval of the Secretary.

Adopted: 24 Sept. 1990

(Sgd.) MITA PARDO DE TAVERA, M.D.
Secretary

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