

Republic of the Philippines  
National Economic and Development Authority  
PHILIPPINE NATIONAL VOLUNTEER SERVICE COORDINATING AGENCY  
NEDA sa Quezon City, EDSA, Diliman, Quezon City

OFFICE CIRCULAR NO. VIII  
Series of 2014

**GUIDELINES IN THE IMPLEMENTATION OF FOREIGN VOLUNTEER ENGAGEMENT FRAMEWORK  
IN DISASTER RISK REDUCTION AND MANAGEMENT**

**Whereas**, the Philippine National Volunteer Service Coordinating Agency (PNVSCA) developed a Foreign Volunteer Deployment Framework (FVDF) in 2007 and subsequently reviewed in 2011 to ensure that volunteer assistance is aligned with the national development goals and objectives as provided in Republic Act 9418 or the "Volunteer Act of 2007;"

**Whereas**, disaster risk reduction and management (DRRM) was identified in the FVDF as a priority area for volunteer assistance;

**Whereas**, PNVSCA developed a framework for foreign volunteer engagement in DRRM that is more focused and aligned with the existing National Disaster Risk Reduction and Management Framework (NDRRMF) of the Philippines;

**Whereas**, the said volunteer engagement framework was presented to and approved by partner International Volunteer Service Organizations (IVSOs) and the Multi-Sectoral Advisory Body (MSAB) on 04 October 2013 and 19 November 2013, respectively;

**Whereas**, the Executive Director of PNVSCA is mandated to promulgate rules and regulations for the effective implementation of the volunteer service program;

**Now, therefore**, to achieve the objectives of the DRRM framework for foreign volunteer engagement and to ensure alignment of volunteer assistance with the national policies, this set of guidelines is hereby adopted.

**Section 1. Objective of volunteer assistance.** The foreign volunteers in DRRM shall primarily aim to provide technical assistance to DRRM-related programs and/or projects of the local partner institution to achieve the national goal of having a safer, adaptive and disaster resilient Filipino communities towards sustainable development;

**Sec. 2. Qualifications of international volunteer.** The foreign volunteer shall possess certain levels of expertise in DRRM essential to the implementation of the program or project and which are not readily available in the country such as skills in development planning, policy-making, budgeting and resource allocation and project management;

**Sec. 3. Geographic and program priorities.** The foreign volunteer shall be assigned in priority geographic areas and program priorities for DRRM assistance as provided for by the current Foreign Volunteer Deployment Framework;

**Sec. 4. Duration of volunteer assistance.** The foreign volunteer shall provide technical assistance for a duration specific to the program/project requirement, which could be 3 to 24 months with an option to extend as may be needed.

**Sec. 5. Deployment Guidelines and Procedures.** Deployment of foreign volunteers by international volunteer service organizations shall conform to the basic policies aforementioned with details described in the Foreign Volunteer Engagement Framework (FVEF) vis-à-vis National Disaster Risk Reduction Framework (NDRRMF) shown as Annex A and to the "Guidelines in the Deployment of Foreign Volunteers to Development Projects"(Office Circular No. IV, Series of 2003).

**Sec. 6. Repealing Clause.** All office orders and circulars issued by PNVSCA or parts thereof contrary or inconsistent with the provisions of of this circular are hereby deemed repealed or amended accordingly.

**Sec. 7. Effectivity.** These Guidelines shall take effect after fifteen (15) calendar days following its publication in the Official Gazette or in at least two (2) newspapers of general circulation.

Signed in Quezon City, this 16th **September** day of \_\_\_\_\_, in the Year of our Lord, Two Thousand and Fourteen.

  
JOSELITO C. DE VERA  
Executive Director

In consultation with the MSAB:


  
ATTY. JOSE WILFRIDO S. OCA  
Chairman


ANNEX A

**Foreign Volunteer Engagement Framework (FVEF)  
in Disaster Risk Reduction and Management (DRRM)**

The **Foreign Volunteer Engagement Framework** is an adoption of the National Disaster Risk Reduction Framework (NDRRMF). This is to support the national goals and objectives on DRRM by aligning all volunteer efforts and outputs with the NDRRMF.

Based on the result of interviews and surveys with DRRM key stakeholders, and review of volunteer assignments and accomplishments in the last three (3) years, the following DRRM logic model is proposed reflecting 12 outcomes out of the 24 NDRRMF outcomes with corresponding performance indicators to which foreign volunteers may contribute.





<b>Ultimate GOAL</b>	<b>SAFER, ADAPTIVE AND DISASTER RESILIENT FILIPINO COMMUNITIES TOWARDS SUSTAINABLE DEVELOPMENTMENT</b>			
				
<b>Key areas</b>	<b>1.0 Prevention and Mitigation</b> Avoid hazards and mitigate their potential impacts by reducing vulnerabilities and exposure and enhancing capacities of communities.	<b>2.0 Disaster Preparedness</b> Establish and strengthen capacities of communities to anticipate, cope and recover from the negative impacts of emergency occurrences and disasters.	<b>3.0 Disaster Response</b> Provide life preservation and meet the basic subsistence needs of affected population based on acceptable standards during or immediately after a disaster.	<b>4.0 Rehabilitation and Recovery</b> Restore and improve facilities, livelihood and living conditions and organizational capacities of affected communities, and reduce disaster risks in accordance with the “building back better” principle.
<b>Objectives</b>	1.1 Reduce vulnerability and exposure of communities to all hazards; and 1.2 Enhance capacities of communities to reduce their own risks and cope with the impacts of all hazards.	2.1 Increase the level of awareness of the community to the threats and impacts of all hazards, risks and vulnerabilities; 2.2 Equip the community with the necessary skills to cope with the negative impacts of a disaster; 2.3 Increase capacity of institutions; 2.4 Develop and implement comprehensive local disaster preparedness policies, plans and systems; and 2.5 Strengthen partnership among all	3.1 Decrease the number of preventable deaths and injuries; 3.2 Provide basic subsistence needs of affected population; and 3.3 Immediately restore basic social services.	4.1 To restore people’s means of livelihood and continuity of economic activities and business; 4.2 To restore shelter and other buildings/installation; 4.3 To reconstruct infrastructure and other public utilities; and 4.4 To assist in the physical and psychological rehabilitation of persons who suffered from the effects of disaster.

		key players and stakeholders.		
				
<b>Outcomes</b>	<p><b>Outcome 1. DRRM and CCA mainstreamed and integrated in regional and local development policies, plans and budget.</b></p> <p><u>Performance Indicators<sup>1</sup></u></p> <ul style="list-style-type: none"> <li>• 100% utilization of the 5% LDRRMF for the implementation of DRRM-responsive CLUP and CDP and related activities</li> <li>• DRRM and CCA mainstreamed in various plans (CDP and CLUP), laws, policies and/or ordinances enacted</li> <li>• Local DRRM Councils and Offices created and functional</li> </ul>	<p><b>Outcome 7. Increased level of awareness and enhanced capacity of the community to the threats and impacts of all hazards.</b></p> <p><u>Performance Indicators</u></p> <ul style="list-style-type: none"> <li>• Number of IEC materials developed</li> <li>• Number of IEC campaigns conducted</li> <li>• Target population reached</li> </ul>	<p><b>Outcome 12. Well-established disaster response operations.</b></p> <p><u>Performance Indicators</u></p> <ul style="list-style-type: none"> <li>• Availability of timely, accurate and reliable information during response</li> <li>• Rate of affected persons served</li> <li>• Use of relief distribution mechanisms</li> </ul>	<p><b>Outcome 21. Economic activities restored and, if possible, strengthened or expanded.</b></p> <p><u>Performance Indicators</u></p> <ul style="list-style-type: none"> <li>• % of livelihood activities restored/revived through government/ LGU support</li> <li>• % increase in livelihoods established through government/LGU support</li> <li>• % of approved credit for affected sectors</li> </ul>

<sup>1</sup> Establish baseline data on indicators prior to volunteer intervention or assistance.

	<p><b>Outcome 4. Enhanced and effective community-based scientific DRRM and CCA assessment, mapping, analysis and monitoring.</b></p> <p><u>Performance Indicators</u></p> <ul style="list-style-type: none"> <li>• Hazards and risk assessments based on hazard data and vulnerability information are available and include risk assessment for key sectors</li> <li>• Systems are in place to monitor and disseminate data on key hazards and vulnerabilities</li> <li>• Research methods and tools for multi-risk assessments and cost-benefit analyses are developed and strengthened</li> <li>• Fully functioning knowledge management center to act as repository of data, products and information from development partners</li> <li>• Capacity enhancement for LGUs and communities on vulnerability assessment, analysis and monitoring activities</li> </ul>	<p><b>Outcome 8. Communities are equipped with necessary skills and capability to cope with the impacts of disasters.</b></p> <p><u>Performance Indicators</u></p> <ul style="list-style-type: none"> <li>• Number of communities trained on disaster preparedness and response</li> <li>• Number of teams with specialized training trained for response</li> <li>• Number of DRRM managers and key decision-makers trained</li> <li>• Number of DRRM training institutions established at various levels/areas</li> <li>• Number of DRRM and CCA materials developed for formal education and training programs</li> </ul>		<p><b>Outcome 22. DRRM/CCA elements incorporated in human settlement.</b></p> <p><u>Performance Indicators</u></p> <ul style="list-style-type: none"> <li>• % of affected LGUs implementing appropriate safety codes</li> <li>• % of affected LGUs providing safe relocation and resettlement areas</li> <li>• Relevant government housing cum livelihood programs developed or implemented</li> <li>• % of affected families involved in the construction of Core Shelter, Modified Shelter, Cash for Work/Food for Work and Sustainable Livelihood</li> </ul>
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	<p><b>Outcome 6. End-to-end monitoring (monitoring and response), forecasting and early warning systems are established and/or improved.</b></p> <p><u>Performance Indicators</u></p> <ul style="list-style-type: none"> <li>• Number of early warning systems established</li> <li>• Local policies on early warning systems</li> </ul>	<p><b>Outcome 9. Increased DRRM and CCA capacity of Local DRRM Councils, Offices and Operation Centers at all levels.</b></p> <p><u>Performance Indicators</u></p> <ul style="list-style-type: none"> <li>• Number of operational and self-reliant local DRRM councils</li> <li>• Number of fully-functioning local DRRM offices</li> </ul>		<p><b>Outcome 24. A psychologically sound, safe and secured citizenry that is protected from the effects of disasters able to restore to normal functioning after each disaster.</b></p> <p><u>Performance Indicators</u></p> <p>% of vulnerable population provided with adequate and appropriate risk protection measures</p>
		<p><b>Outcome 10. Developed and implemented comprehensive local preparedness and response policies, plans, and systems.</b></p> <p><u>Performance Indicators</u></p> <ul style="list-style-type: none"> <li>• Number of approved disaster risk preparedness and response plans</li> <li>• Number of Incident Command Systems (ICS) institutionalized at all levels</li> <li>• Number of DRRM Preparedness Teams institutionalized</li> <li>• Number of integrated information system, protocols and procedures established</li> <li>• Continuity of operations of essential services plan integrated</li> </ul>		

		<p><b>Outcome 11. Strengthened partnership and coordination among all key players and stakeholders.</b></p> <p><i>Performance Indicators</i></p> <ul style="list-style-type: none"> <li>• Number of MOUs/MOAs signed with CSOs and the private sector</li> <li>• Increased participation of CSOs in preparedness activities</li> <li>• Number of coordination mechanisms formulated</li> <li>• Partnership mechanisms are included in the contingency plan</li> </ul>		
				
<b>Outputs</b>	<ul style="list-style-type: none"> <li>• DRRM/CRRM Plan</li> <li>• DRRM-sensitive policies, plans, programs and budget especially in Regional/ Provincial Physical and Financial Plans, Comprehensive Development Plan (CLUP)/Executive Legislative Agenda (ELA)/ other development plans (coordinate with OCD for the mainstreaming tools)</li> <li>• Contingency Plan/ scenario-based (preparedness and response) plans</li> <li>• Multi-hazard maps</li> <li>• End-to-end monitoring tools</li> </ul>	<ul style="list-style-type: none"> <li>• Guidelines business calamity preparations</li> <li>• Communication Plan</li> <li>• Guidelines: communications and information protocol before, during and after disasters, creation of DRRM teams/emergency service teams, criteria/ standards local flood early warning systems, evacuation</li> <li>• IEC and advocacy materials</li> <li>• DRRM/CCA training modules</li> </ul>	<ul style="list-style-type: none"> <li>• Guidelines/protocols and management of evacuation centres</li> <li>• Database (DRR Management Information System)</li> </ul>	<ul style="list-style-type: none"> <li>• Guidelines and tools in damage and needs assessment (DANA) and post-DANA</li> <li>• Community programs for livelihood/ economic activities</li> <li>• Fund sourcing/linkaging or resource mobilization</li> <li>• Infrastructure construction/ reconstruction plan</li> <li>• Training manuals for psychosocial care providers</li> </ul>

	<ul style="list-style-type: none"> <li>Competency-based capacity building programs on DRRM and CCA</li> <li>Manual of operations of disaster operation centers</li> </ul>			
<b>Implementation Strategies</b> Mainstreaming of DRR in all plans, Advocacy and Information, Education and Communication (IEC), Competency-based capability building, Education on DRRM and CCA for all, Institutionalization of DRRMCs and LDRRMOs				
<b>Volunteer Activities<sup>2</sup></b>	<b>Development planning, Policy-making, Budgeting and resource allocation, Project management</b>			
<b>Inputs<sup>3</sup></b>  <b>Volunteer's inputs: Perspective, Tools, Skills, Experiences &amp; Knowledge, Approaches</b>	<ul style="list-style-type: none"> <li>Development planning skills</li> <li>DRRM planning</li> <li>Environmental management and planning skills</li> <li>Engineering/building construction skills</li> <li>Policy development skills</li> <li>Project management skills</li> <li>Institutionalizing knowledge development, sharing and management for documentation, replication and scaling up of good practices on DRRM and CCA</li> <li>Hazard mapping skills</li> <li>Risk assessment skills</li> </ul>	<ul style="list-style-type: none"> <li>Capacity-building/training/education/facilitation skills</li> <li>Public relations and development communication skills (including technical writing)</li> <li>Information technology</li> <li>Environmental management</li> <li>Coordination/collaboration/networking skills</li> </ul>	<ul style="list-style-type: none"> <li>Disaster response communication systems</li> <li>Disaster coordination and response</li> <li>Evacuation center management skills</li> <li>Web-based database application skills/Management Information system</li> <li>Data collection and management</li> <li>Rapid assessment skills</li> <li>Social work</li> <li>Team building skills</li> </ul>	<ul style="list-style-type: none"> <li>Needs assessment</li> <li>Data collection and management</li> <li>Recovery planning, implementation and monitoring and evaluation skills</li> <li>Planning and policy development skills</li> <li>Medical planning and preparation</li> <li>Social work</li> <li>Traumatic counselling, and planning for psychological services</li> <li>Team building skills</li> <li>Green technology</li> <li>Engineering/building</li> </ul>

<sup>2</sup> Please refer to the NDRRMP for the comprehensive list.

<sup>3</sup> Human resources/ skills, physical and financial resources



	<ul style="list-style-type: none"> <li>• Climatic and hazard warning processes</li> <li>• Community consultation skills</li> <li>• Operational and budgeting skills</li> </ul>			<ul style="list-style-type: none"> <li>• construction skills in relation to DRRM</li> <li>• Quantity surveying skills</li> <li>• Town planning skills</li> </ul>
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<b>GEOGRAPHIC AREAS</b>	<b>Priority provinces, municipalities and cities based on poverty index and multiple hazards (Annex B); nevertheless, on a case-to-case basis, volunteer assistance may be deployed in areas where there is an immediate need for volunteer expertise.</b>		
<b>DURATION</b>	<b>Short to medium-term with an option to extend<sup>4</sup></b>		
<b>EXAMPLES OF VOLUNTEER ASSIGNMENTS AND TERM</b>	<b>Short-term (3-6 months)</b>		<b>Medium- to Long-term (7 months &amp; up)</b>
	<ol style="list-style-type: none"> <li>1. Rapid risk/needs assessments;</li> <li>2. hazard mapping;</li> <li>3. disaster/contingency planning;</li> <li>4. development of guidelines on the redesign, retrofitting or operational modifications of infrastructure;</li> <li>5. integration of DRRM and CCA in the building code;</li> <li>6. development of DRRM &amp; CCA information, education, communication (IEC) &amp; advocacy plans;</li> <li>7. development of standard DRRM training modules;</li> <li>8. conduct of trainings and simulation exercises;</li> <li>9. customized and specialized DRRM capacity building activities for specific groups (i.e., decision-makers, responders, children, public sector, employees, etc.);</li> <li>10. integration of DRRM and CCA in school curricula, textbooks and manuals;</li> <li>11. development and/or enhancement of guidelines for emergency response teams;</li> <li>12. development and/or enhancement of assessment tools and mechanisms;</li> <li>13. activation of an evacuation system and/or set of procedures;</li> <li>14. development and implementation of a set of minimum standards on temporary shelters; and</li> <li>15. development and conduct of psychosocial programs and/or referral systems, traumatic and/or psychological stress debriefings.</li> </ol>		<ol style="list-style-type: none"> <li>1. Integration of DRRM and CCA in the different policies and plans (local development plans, natural resource management plans, land use plans);</li> <li>2. Development of local DRRM plan;</li> <li>3. Institutionalization of knowledge management and documentation;</li> <li>4. Establishment of DRRM operations center;</li> <li>5. Development, maintenance and update of database for DRRM;</li> <li>6. Identification of the needed assistance, formulation and implementation of appropriate programs;</li> <li>7. Mobilization of funding sources and establishment of networks; and</li> <li>8. Organisational strategy &amp; planning.</li> </ol>

<sup>4</sup> Most short-term to medium-term placements are filling in skills gaps while capacity building roles need to be long-term such as 12 months in order for the volunteer to implement and observe changes in the host organization.

### List of Priority Provinces, Municipalities and Cities for DRRM volunteers

Priority 1: 5<sup>th</sup> and 6<sup>th</sup> Class Municipalities in Provinces with High Poverty Incidence and with multiple hazards

Priority 2: High poverty incidence and occurrence of 1-3 hazards

(C1) No.	(C2) Provinces with Multi-hazards <sup>I</sup>	(C3) 2012 Poverty Incidence among Families <sup>I</sup> (%) (NSCB)	(C4) 5 <sup>th</sup> and 6 <sup>th</sup> class Municipalities <sup>II</sup> (DILG)	(C5) Provinces with 1-3 hazards <sup>IV</sup> CW - climate and weather E - Earthquake L - Landslide V - Volcano T - Tsunami SS - Storm Surge
1.	Lanao del Sur	68.9		L
2.	Eastern Samar	59.4	Balangkayan Hernani Jipapad San Julian	
3.	Davao Oriental	48.0		E, L
4.	Ifugao	47.5		E, L, CW
5.	Sarangani	46.5		L
6.	Masbate	44.2		CW
7.	Northern Samar	43.7	Allen Biri Capul Lapinig Rosario San Antonio San Vicente Victoria	CW
8.	Bukidnon	43.3		L
9.	Southern Leyte	36.4	Anahawan Libagon San Francisco San Juan San Ricardo Tomas Oppus	
10.	Albay	36.1		CW, V
11.	Western Samar	36		CW
12.	Camiguin	34.9		V, T
13.	Mt. Province	34.8		L
14.	Surigao Del Norte	34.6	Alegria Bacuag Burgos San Benito San Francisco San isidro Santa Monica Sison	T
15.	Camarines Sur	33.5		CW, V
16.	Bohol	32.5	Anda Alburquerque Batuan Clarín Corella	E

(C1) No.	(C2) Provinces with Multi-hazards <sup>i</sup>	(C3) 2012 Poverty Incidence among Families <sup>ii</sup> (%) (NSCB)	(C4) 5 <sup>th</sup> and 6 <sup>th</sup> class Municipalities <sup>iii</sup> (DILG)	(C5) Provinces with 1-3 hazards <sup>iv</sup> CW - climate and weather E - Earthquake L - Landslide V - Volcano T - Tsunami SS - Storm Surge
			Cortes Dagohoy Lila Loay Sevilla Sikatuna	
17.	Basilan	32.5		CW, T
18.	Sorsogon	32.1		CW, V
19.	Leyte	31.9	Hindang Julita Merida Tabontabon Tolosa	SS
20.	Surigao Del Sur	31.8	Bayabas Carmen	E
21.	Aurora	30.7		L
22.	Sulu	30.3		CW, V, T

<sup>i</sup> Provinces with multi-hazards cited by Aduna, A. in 2011-2016 Foreign Volunteer Deployment Framework Review (<http://www.namria.gov.ph>).

<sup>ii</sup> 2012 Poverty Incidence retrieved on 15 September 2013 from <http://www.nscb.gov.ph/poverty/defaultnew.asp>

<sup>iii</sup> 5<sup>th</sup> and 6<sup>th</sup> class municipalities retrieved on 17 October 2013 at <http://dbmcar.files.wordpress.com/2012/09/dbm-dilg-dswd-napc-joint-memorandum-circular-no-1-series-of-2012-dated-march-8-2012-on-bottom-up-planning-and-budgeting.pdf>

<sup>iv</sup> Provinces with 1-3 hazards cited by Aduna, A. in 2011-2016 Foreign Volunteer Deployment Framework Review (<http://www.namria.gov.ph>).