



## **GUIDELINES ON THE PREPARATION OF THE PROGRAM CONVERGENCE BUDGET - RISK RESILIENCY PROGRAM (PCB-RRP) FOR FY 2023**

### **I. DBM-National Budget Memorandum (NBM) No. 142, series of 2022**

Pursuant to National Budget Memorandum (NBM) No. 142, series of 2022, regarding the National Budget Call for FY 2023, the Program Convergence Budgeting (PCB) strategy shall be institutionalized in the budget process to link, harmonize, and synchronize the timing of critical program interventions (Section 2.6.7).

### **II. Risk Resiliency Program (RRP) Performance Monitoring and Assessment for 2019-2020**

A Study, commissioned by the Government of the Philippines, with Technical Assistance (TA) from the World Bank, was conducted to assess the performance of the RRP for 2019 and 2020. A set of recommendations was provided by the study to enhance the implementation of the RRP-Program Convergence Budgeting (PCB). These include: i) Increasing of RRP investments' size by optimizing fiscal spaces, ii) Initiating discussions on endorsing the RRP process as a strategy for NGA TA and supervision of LGUs in the utilization of Mandanas Ruling funds for the CCAM-DRR Cabinet Cluster, and iii) Streamlining the RRP Monitoring and Evaluation Results Framework, by more detailed stock-take of what indicators are already being collected by which data custodian, among others.

Hereunder are the highlights of the study:

#### **A. General Assessment**

1. *On Generating CCAM-DRR Investments: Tier 1 and Tier 2*
  - a. 100% of all RRP-tagged PAPs for 2019 and 2020 are Tier 1.
  - b. None of the RRP-tagged PAPs for 2019 and 2020 are Tier 2.
2. *On Size, Climate Content, and Alignment of Provincial Local Government Unit (PLGU)-National Government Agency (NGA) Climate Change Adaptation, Mitigation and Disaster Risk Reduction (CCAM-DRR) Priorities*
  - a. Investment Portfolio for Risk Resilience (IPRR) of the PLGUs vis-a-vis Agency RRP Programs, Activities, and Projects (PAPs) in the General Appropriations Act in 2019-2020 are either under matched, imperfectly matched, or overmatched.

- b. No awareness of the PAPs being implemented in the PLGUs' jurisdiction.
  - c. Unmet IPRR investment proposals of PLGUs.
- 3. *On Contributions of RRP PAPs to CCAM-DRR Outcomes*
  - a. Scant information on baseline, targets, periodic and cumulative accomplishment, variance, and budget utilization rate.
  - b. Monitoring and Evaluation Results (MER) Framework across NGAs are relatable to RRP-MER but not aligned and interoperable.
- 4. *On Risk Relevance of PAPs and Uptake of Climate Information*
  - a. Climate-science-based planning and prioritization of RRP PAPs help make development programming more evidence-based rather than political.

## B. Recommendations

1. Increase the size of RRP investments by optimizing fiscal spaces;
2. Institutionalize an annual joint review of IPRR between PLGUs and NGAs to continuously evaluate priorities and address the unmet needs of the Provincial IPRRs;
3. Expand engagement strategy by conducting intensive workshops with formal mechanisms for regularized coordination and feedback as well as sustained Technical Assistance (TA);
4. Continuously update guidance documents to refine provisions as necessary;
5. Conduct regular orientation/consultation meetings on the components of the RRP including its difficulties, successes, and status of projects to better inform the concerned NGAs and PLGUs
6. Formalize the structure of point persons in all concerned offices at all levels with specific terms of reference and special orders to further strengthen the basis for compliance to the Operations Manual;
7. Institutionalize a systematic transparency communication and feedback mechanism;
8. Further streamline the Results Framework, by more detailed stock-take of what indicators are already being collected by which data custodian; and
9. Initiate discussions on endorsing the RRP process as a strategy for NGA TA and supervision of LGUs in the utilization of Mandanas Ruling funds for the CCAM-DRR Cabinet Cluster.

### **III. Program/Activity/Project of the Risk Resiliency-Program Convergence Budget for FY 2023**

During the previous years, the water and disaster preparedness sector received few to no investments. According to Asian Water Development Outlook (AWDO) 2020, recovering from the setback caused by COVID-19 and adapting to climate change require countries to put water security at the top of their agenda. Pursuing water security measures will not only enable economic growth but also provide the conditions for a healthy and prosperous population.

Serving as our guide, the key findings and recommendations of the Performance Monitoring and Assessment of the Government's RRP provide us the opportunity to expand and refocus our investments to address these issues and concerns.

On top of the investments identified by the priority climate-vulnerable provinces and concerned regional line agencies in their IPRR, the following investments in water, sanitation, other water-related infrastructure and services, and other CCAM-DRR-related programs and projects are hereby recommended.

#### **A. Inter-Agency Task Force (IATF) Strategies & Priorities identified in the "We Recover as One" Report of NEDA**

The CCAM-DRR Cabinet Cluster member-agencies have to address and align their 2023 RRP-PCB PAPs preparations with the "We Recover as One" report of the IATF for the Management of Emerging Infectious Diseases – Technical Working Group for Anticipatory and Forward Planning (IATF – TWG for AFP). The following IATF major strategies and priorities will address the primary concerns of the CCAM-DRR cluster for the new normal (Annex A):

1. Ensure water security in COVID-19 pandemic affected areas.
  - Accelerate the provision of water supply and sanitation services to improve access to safe and adequate water.
  - Enhance water conservation and efficiency measures to avert water shortages.
  - Develop and implement National Roadmap for Water Security.
2. Streamline the management of health care and infectious wastes, especially at the community level.
  - Implement ancillary remedial actions to improve environmental health and mitigate climate change.
3. Prioritize the protection and conservation of natural resources, especially in degraded hotspots and critical ecosystems.
  - Intensify surveillance and enforcement activities to protect wildlife and their habitats
  - Undertake R&D on utilizing natural resources for disease prevention and cure.

- Regular sanitation of public places such as wet markets, parks and informal settlements
- Research and Development programs
  - Capacity and needs assessment of health care facilities
  - Assessment of existing technologies/ processes on waste storage, and treatment to manage new viruses
  - Early detection and rapid response (EDRR) to manage new viruses/and other organisms and its relationship to the environment
- Agroforestry development programs in COVID-19 affected rural communities to support food production and watershed protection.
- Biodiversity-friendly and sustainable alternative livelihood programs
- Forest protection, reforestation, watershed rehabilitation and management activities
- Implementation of water conservation and efficiency measures
- Implementation of Water Demand Management Program
- Conduct of information campaigns on water conservation in traditional and social media platforms
- Upgrading of existing data infrastructure in the NDRRM Operations Center

## **B. Towards a Water-Secure and Resilient Philippines**

In the Philippines, efficient water resource management is another area where underinvestment has been observed. There is currently about a 32% gap between demand and supply across the 18 river basins (Deltares, 2018). Under a high climate scenario, this is expected to increase to 54% if no actions are taken for adaptation in the water resources sector. To reduce the water gap below 32%, an increase in water resources investments shall be pursued.

The CCAM-DRR Cluster has to expand its areas of concern that would address water security and resilience in the country. Potential identified convergence efforts include: i) Promoting water as a sustainable resource, ii) Improving water sector governance and sustainable management of surface water and groundwater resources, and iii) Addressing linkages from the water source to coastal areas resulting in economic growth opportunities, restored aquatic ecosystems, and improved livelihoods.

Serving as our guide, the Asian Development Bank has developed a program framework with the following five (5) interdependent Key Dimensions (KDs) to quantify water security in Asia and the Pacific:

1. KD 1 Rural Household Water Security (access to water supply, access to sanitation and health impacts affordability)
2. KD 2 Economic Water Security (broad economy agriculture, energy and industry)

3. KD 3 Urban Water Security (access to water supply, access to sanitation, affordability, drainage-flooding, and water quality)
4. KD 4 Environmental Water Security (catchment and aquatic system condition index and environmental governance index)
5. KD 5 Water-related Disaster Security (climate risk -drought, hydrological risk-flood, and meteorological risk (storm))

Proposed PAPs to improve water sector governance and sustainable management of surface water and groundwater resources are seen in ANNEX B for the Key Dimensions, ANNEX C for the proposed policy levers for each KD, and ANNEX D for the Integrated Water Resources Management Program.

### **C. Key Programs of the Task Force Build Back Better in its Priority Sites for 2023**

Executive Order 120, series of 2020, created the Task Force Build Back Better (TFBBB) which is tasked to expedite, lead the implementation and monitor post-disaster recovery and rehabilitation efforts of the national government in typhoon-affected areas, beginning with those hit by Typhoons Rolly and Ulysses. The Task Force has six (6) Key Result Areas (KRAs), namely:

- KRA 1: Better and Resilient Infrastructures
- KRA 2: Stronger Shelter and Resilient Settlement
- KRA 3: Improved Systems and Essential Service
- KRA 4: Restored Sustainable Livelihood
- KRA 5: Strengthened Governance thru Broad-based Citizen Input
- KRA 6: Intensified Environment and Natural Resources Management

Initially, the Task Force's focus areas, which bore the brunt of Typhoons Rolly and Ulysses, are as follows:

- A. Cagayan River Basin
- B. Marikina River Basin
- C. Bicol River Basin

Following the onslaught of Typhoon Odette last December 2021, the Task Force additionally included the following harder-hit provinces as focus areas for sustained and integrated post-disaster rehabilitation and recovery efforts:

- A. Region XIII (CARAGA)
- B. Region VIII (Eastern Visayas)
- C. Region VII (Central Visayas)
- D. Region VI (Western Visayas)
- E. Region X (Northern Mindanao)

#### F. Region IV-B (MIMAROPA)

To ensure the concerted efforts of concerned government agencies towards the recovery and rehabilitation of these major river basins and Typhoon Odette-stricken provinces, lead agencies, together with their member-agencies have defined and carried out their respective PAPs. ANNEX E shows the draft Implementation Plans of the priority sites.

#### **D. Policy Brief on Greening the Philippines' COVID-19 Response and Recovery Programme**

The Policy Brief on Greening the Philippines' COVID-19 Response and Recovery Programme presents the urgent policy issues and concerns relating to the COVID-19 pandemic and climate change that need to be addressed at the program level. This also provides the necessary actions to be undertaken by government agencies in the immediate-, medium-, and long-term to amplify its Response, Recovery, and Resilience Programs to address the impacts of both the COVID-19 pandemic and climate change.

ANNEX F shows the policy brief and proposed actions of the Greening the Philippines' COVID-19 Response and Recovery Programme.

#### **IV. Guidelines on the Preparation of the RRP-PCB for FY 2023**

In the preparation of the cluster member-agencies' PAPs for RRP-PCB for FY 2023, below are the guidelines for consideration:

1. Prioritize the 24 priority climate-vulnerable areas<sup>1</sup>, 4 major urban centers<sup>2</sup>, Task Force Build Back Better priority sites<sup>3</sup>, water-stressed areas, watersheds supporting dams, protected areas, inland and wetland ecosystems, and the major river basins, among others.
2. Align the proposed PAPs with the Inter-Agency Task Force (IATF) Report Strategies and Priorities, Water-Secure and Resilient Philippines' Proposal, Key Programs of the Task Force Build Back Better in its Priority Sites, Greening the Philippines' COVID-19 Response and Recovery Programme, with the agencies' mandates and Program Expenditure Classification (PREXC).
3. Identify which among the following have potential PAPs that can be enrolled under agencies' existing PAPs:

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<sup>1</sup> Masbate, Sorsogon, Negros Oriental, Western Samar, Saranggani, Surigao del Norte, Surigao del Sur, Dinagat Islands, Southern Leyte, Eastern Samar, Zamboanga del Norte, Bukidnon, North Cotabato, Sultan, Kudarat, Maguindanao, Sulu, Lanao del Sur, Northern Samar, Apayao, Kalinga, Mountain Province, Ifugao, Catanduanes, Siquijor.

<sup>2</sup> Metro Manila, Metro Cebu, Metro Iloilo, Metro Davao.

<sup>3</sup> Cagayan River Basin, Marikina River Basin, Bicol River Basin, Region XIII, Region VIII, Region VII, Region VI, Region X, Region IV-B.

- a. Provincial Investment Portfolio for Risk Resilience (IPRR)
  - b. RRP Performance Monitoring and Assessment (2019-2020)
  - c. Inter-Agency Task Force (IATF) Strategies & Priorities identified in the "We Recover as One" Report of NEDA
  - d. Towards a Water-Secure and Resilient Philippines
  - e. Key Programs of the Task Force Build Back Better in its Priority Sites for 2023
  - f. Policy Brief on Greening the Philippines' COVID-19 Response and Recovery Programme
4. Accomplish the prescribed PCB Form #1 (ANNEX G) and BP 202-A (ANNEX H) based on the PAPs that have been identified.
  5. Submit to DENR (RRP Secretariat) the duly signed PCB Form #1 and BP 202-A. The submission will include a list of PAPs nominated for inclusion in the RRP. The submission may already be an existing PAP, for expansion or redesign (Tier 1), and/or new PAP (Tier 2), aligned with the components identified in each of the investments.
    - a. For Tier 2 PAPs, the NGA will also need to submit the additional requirements being requested by the Department of Budget and Management (DBM) for new PAPs together with the accomplished PCB forms
  6. DENR to convene the RRP Technical Review Committee for review of draft PCB Form #1 and BP 202-A, including the consistency and appropriateness of the PAPs in terms of the outcome and overall goal of the CCAM-DRR roadmap.
  7. TRC to submit its findings and recommendations to the DENR. Any recommendations or findings shall then be communicated by the DENR to the concerned participating agencies and Provinces.
  8. Concerned NGAs to re-submit to the DENR their revised PCB Form #1 and BP 202-A, addressing the comments of the TRC.
  9. DENR to revise the BP Form 202-A, and present the proposed RRP to the CCAM-DRR Cabinet Cluster for endorsement through a CCAM-DRR Cabinet Cluster Resolution.
  10. DENR to officially transmit to DBM the following as submission for the program convergence budgeting: (a) RRP narrative, (b) BP Form 202-A, and the (c) Cabinet Cluster Resolution adopting the RRP.
  11. Observe the timeline for the review and submission of RRP/PCB proposals for FY 2023 attached as Annex I.

The deadline for the submission of your PCB Forms along with the other attachments, to the DENR Climate Change Service/RRP Secretariat is on or before **March 15, 2022** at [rrp.secretariat@gmail.com](mailto:rrp.secretariat@gmail.com). For concerns or clarifications, you may contact the Secretariat at 8928-1194 and in the same email address.