



Republic of the Philippines  
DEPARTMENT OF PUBLIC WORKS AND HIGHWAYS  
**CENTRAL OFFICE**  
Manila



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DEPARTMENT MEMORANDUM )

CIRCULAR NO. 22 )  
Series of 2025 )


4/14/2025

**FOR / TO : Senior Undersecretary**  
**Undersecretaries**  
**Assistant Secretaries**  
**Regional Directors**  
**Bureau Directors**  
**Service Directors**  
**Heads of UPMOs**  
**District Engineers**  
**Heads of Attached Agencies**  
**Others Concerned**  
This Department

For information and guidance, attached is a copy of **Department of Budget and Management (DBM) and Office of the Civil Defense (OCD) Joint Circular no. 2025-1** dated April 02, 2025 signed by Secretary Amenah F. Pangandaman and Secretary Gilberto C. Teodoro, Jr., with the subject: **"IMPLEMENTING GUIDELINES ON THE UTILIZATION OF THE QUICK RESPONSE FUND (QRF) FOR FY 2025 GAA AND YEARS THEREAFTER"**.

A copy of the said Joint Circular may also be downloaded from the DPWH website: <http://dpwhweb>. If an office cannot access the DPWH website, a hard copy may be obtained from the Records Management Division, HRAS, upon request.

For dissemination to all concerned.

  
**ATTY. MICHAEL S. VILLAFRANCA, CESO III**  
Assistant Secretary for Support Services

Encl: DBM Circular letter no. 2025-2 dated 10 February 2025

cc: Office of the Secretary

10.1.4 CDP/GME



**REPUBLIC OF THE PHILIPPINES  
DEPARTMENT OF BUDGET AND MANAGEMENT (DBM)  
OFFICE OF CIVIL DEFENSE (OCD)**

**JOINT CIRCULAR NO. 2025- 01  
April 02, 2025**

**TO : ALL CONCERNED NATIONAL GOVERNMENT AGENCIES**

**SUBJECT : IMPLEMENTING GUIDELINES ON THE UTILIZATION OF THE QUICK RESPONSE FUND (QRF) FOR FY 2025 GAA AND THEREAFTER**

**1. RATIONALE**

Republic Act No. 10121, also known as the Philippine Disaster Risk Reduction and Management Act of 2010, institutionalized comprehensive disaster risk reduction policies and integrated them into national and local development processes. It ensures sustained funding from the national to the local levels to effectively respond to disasters and promote sustainable development. Section 22 of RA No. 10121 mandates the use of the National Disaster Risk Reduction and Management Fund (NDRRMF) for disaster risk reduction, mitigation, preparedness, relief, emergency response, recovery, and reconstruction projects, benefiting both National Government Agencies (NGAs) and Local Government Units (LGUs). Thirty percent (30%) of the NDRRMF is allocated to the Quick Response Fund (QRF), a standby fund addressing urgent relief and recovery needs in disaster-affected communities.

To ensure efficiency, transparency, and accountability in the utilization of the QRF, the Office of Civil Defense (OCD) and the Department of Budget and Management (DBM) are mandated to issue implementing guidelines as provided in RA No. 12116, also known as the General Appropriations Act (GAA) for Fiscal Year 2025.<sup>1</sup> These guidelines, which shall be effective for FY 2025 GAA and thereafter, unless further amended accordingly, shall provide the framework for the appropriate and efficient utilization of the QRF to support disaster response and early recovery efforts, its management, monitoring, and reporting.

**2. LEGAL BASES**

This Joint Circular is issued pursuant to the following legislations:

- 2.1. RA No. 10121 (Philippine Disaster Risk Reduction and Management Act of 2010)
- 2.2. RA No. 12116 (GAA FY 2025)

**3. PURPOSE**

To prescribe the implementing guidelines on the utilization, management, and reporting of the QRF as provided under RA No. 12116, and in faithful compliance with the President's Veto Message on FY 2025 GAA, mandating the judicious utilization of the NDRRMF by maintaining an optimum balance between the allocation and replenishments for the QRFs and the provisions for disaster risk reduction and management programs, projects, and activities.<sup>2</sup>

<sup>1</sup> As provided in the Special Provisions (SPs) of departments/agencies with built-in QRFs allocation in their respective budgets and SP No 1(b) of the NDRRM Fund, subject to CONDITIONAL IMPLEMENTATION – President's Veto Message, Volume I-B, page 757, RA No. 12116

<sup>2</sup> Conditional Implementation, paragraph III(A)6 President's Veto Message on FY 2025 General Appropriations Act (GAA) - December 30, 2024.



#### **4. GENERAL GUIDELINES**

- 4.1. All Government Agencies with built-in QRF allocation shall, in the implementation of their programs, activities, and projects, use the Fund in accordance with its intended purposes stated in the GAA Special Provisions, this Joint Circular, and consistent with their respective agency mandates.
- 4.2. Primarily, the QRF serves as a standby fund for relief and recovery programs in order that the 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.
- 4.3. The QRF shall be utilized for emergency rehabilitation and rapid restoration of critical infrastructure and for immediate delivery of life-saving assistance. It shall be applied and reflected in accordance with the following allotment class: Maintenance and Other Operating Expenses (MOOE) and Capital Outlays (CO).
- 4.4. Relief and livelihood assistance in the form of cash may be provided through the utilization of both the regular programs and the QRF, subject to the availability of funds.

#### **5. QRF REPLENISHMENT**

- 5.1. The Implementing Agency may request for QRF replenishment when the balance of the QRF has reached fifty percent (50%). The concerned agency shall submit the request for replenishment for approval of the DBM, copy furnish the NDRRMC, through the OCD, together with the following documentary requirements:
  - 5.1.1. Budget Execution Document (BED) No. 1 - Financial Plan;
  - 5.1.2. BED No. 2 - Physical Plan;
  - 5.1.3. BED No. 3 - Monthly Disbursement Program, if applicable;
  - 5.1.4. QRF Utilization Report indicating details such as but not limited to the type of assistance provided, relevant information on beneficiaries, and the disaster being addressed, as applicable, and duly signed by the Agency Head; and
  - 5.1.5. Other similar and pertinent documents as may be required by the DBM and/or NDRRMC.
- 5.2. Upon approval, the DBM shall issue a Special Allotment Release Order (SARO) and a Notice of Cash Allocation (NCA) as may be applicable to the requesting agency. The release of funds may vary based on the agency's needs and previous utilization reports.

#### **6. REPORTING AND MONITORING**

- 6.1. The Office of Civil Defense shall conduct monitoring and evaluation of the implementation of these guidelines in coordination with DBM, and shall jointly issue amendments to introduce any improvement and revision thereof, if necessary.
- 6.2. Implementing agencies are required to submit a monthly QRF utilization report using the COA Circular No. 2014-002 template or its subsequent amendment (**Annex II**) clearly indicating the receipt and utilization of DRMMF sourced from the GAA. The report must include details such as, but not limited to, the type of assistance provided and the number of beneficiaries per disaster. Said report duly signed by the Agency Head shall be submitted to the NDRRMC, through the OCD, and the DBM every 10th day of the succeeding month following the reporting period.
- 6.3. Failure of the implementing agency to submit the aforesaid report shall be grounds for denial of any request for QRF replenishment.

7. **SEPARABILITY CLAUSE**

If any part of this Joint Circular is declared invalid, the remaining provisions shall not be affected and shall remain in full force and effect.

8. **REPEALING CLAUSE**

All existing issuances by the NDRRMC that are inconsistent and incompatible with this Joint Circular are hereby deemed amended or repealed accordingly.

9. **RESOLUTION OF ISSUES**

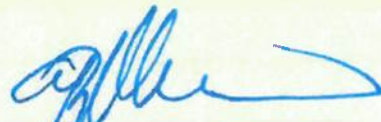
Issues and concerns that may arise in the interpretation and implementation of this Joint Circular shall be filed simultaneously with and resolved jointly by the OCD and DBM.


10. **EFFECTIVITY**

This Joint Circular shall take effect immediately.

11. **RETROACTIVE EFFECT**

The effects of this Joint Circular shall retroact to January 1, 2025.

  
**AMENAH F. PANGANDAMAN**  
Secretary of Budget and Management

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



Annexes:

- I - Definition of Terms
- II - Template for the Utilization Report of the Disaster Risk Reduction And Management Fund (DRRMF) Funded under the General Appropriations Act (GAA), *pursuant to COA Circular No. 2014-002, dated April 15, 2014*



## DEFINITION OF TERMS

**Capital Outlays (CO)** – An expenditure category/expense class for the purchase of goods and services, the benefits of which extend beyond the fiscal year, and add to the assets of the government.

**Cluster Activation/ Blue/Red Alert Status** – are conditions in anticipation of an imminent emergency situation that requires response agency staffing at the NDRRM Operation Center and immediate inter-agency coordination.

**Disaster** – a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impact which exceed the ability of the affected community or society to cope using its own resources. Disaster impact may include loss of life, injury, disease and other negative effects on human, physical, mental and social well-being, with damage to property, destruction of assets, loss of services, social and economic disruption and environmental degradation.

**Disaster Response** refers to the provision of emergency services and public assistance during or immediately after a disaster to save lives, reduce health impacts, ensure public safety, and address the basic needs of affected individuals. Also known as "disaster relief," this phase focuses on immediate and short-term actions to mitigate the impacts of disasters, whether natural or human-induced.

Key activities include the pre-positioning of manpower, goods, and equipment immediately before the occurrence of an incident, as well as coordinated efforts during and immediately after the disaster to ensure the health, safety, and welfare of affected populations.

**Early Recovery** - is a set of specific programmatic actions to help people to move from humanitarian relief towards self-sustaining development.

**Exposure Assessment** - Identifying populations and assets at risk from disasters, calamities, and hazards.

**Hazard** – a dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, damage to property, loss of livelihood and services, social and economic disruption, or environmental damage.

**Humanitarian Needs** - refer to the essential requirements of individuals or communities affected by crises, which must be met to ensure their survival, health, and dignity. This includes fundamental necessities such as food, water, shelter, and healthcare. These are considered urgent and life-saving requirements that must be addressed to prevent significant damage, injury or death.

**Maintenance and Other Operating Expenses (MOOE)** –For support to the operations of government agencies such as expenses for supplies and materials; transportation and travel; utilities (water, power, etc.) and repairs, etc.

**Planned Events** - are high-level events that require advance planning including analyzing and identifying risks/threats to the safety and security of the public and the Country that may cause mass casualty or displacement arising from natural and human induced disasters.

**Pre-Disaster Activities** - are essential components of disaster management, focusing on reducing the impact of potential disasters through comprehensive planning, preparation, and mitigation strategies. These activities encompass planned initiatives that require preparation and response planning to minimize the effects of emergencies arising from natural disasters, human-made incidents, or public events.

However, under no circumstances shall the QRF be used for pre-disaster activities, such as conducting training, ensuring assets, implementing public information and education campaigns, or any other purposes not explicitly authorized in the Special Provisions of the GAA and the corresponding Implementing Guidelines issued by the OCD and the DBM.

**Pre-positioning** - is the strategic placement of essential supplies and assets in locations that are likely to be affected by disasters before an event occurs. This proactive approach is aimed at enhancing preparedness by ensuring that critical items are readily available when a disaster strikes. It involves careful planning regarding the types, quantities, and specific locations of supplies to minimize response time and logistical challenges during emergencies, it may refer to:

- *Pre-positioning of food assistance, other relief goods (Non-Food Items), responders with appropriate equipment. QRF shall be used for pre-positioning of goods and emergency response units including the procurement/acquisition of supplies, equipment and other allied support, goods and services to be used during Disaster Management Operations, such as, but not limited to:*

Food Items such as:

- Ready-to-eat meals: Canned goods, pre-packaged meals, or dehydrated foods that require minimal preparation and are easy to distribute;
- Rice;
- Emergency food ration s, such as high-energy bars or food packs designed for long shelf life and easy transport;
- Beverages, such as bottled water; and
- Other basic necessities deemed necessary for disaster victims.

Non-Food Items (NFIs) such as:

- Hygiene kits: (such as pails, dippers, toothpaste, toothbrush, laundry soap, soap, cotton buds, *malong* etc.)
- Shelter Kits (such as carpentry tools, shovel, saw, hammer, crowbar, snip, nails, ropes, bolo, meter roll, etc)
- Temporary Shelter Materials (such as tents, tarpaulins, sakolines);
- Galvanized iron sheets
- Kitchen kits (such as kitchen utensils, cooking wares)
- Sleeping Kits (such as folding beds, sleeping mats, mosquito nets, blankets, pillows);
- Hygiene kits: (such as pails, dippers, toothpaste, toothbrush, soap);
- First aid kits;



- Sand Bags, Cadaver Bags;
- Bamboo poles, Nipa;
- Fire Extinguishers;
- Flood lights, chainsaws, axes;
- Breathing apparatus, flashlights;
- Portalets;
- Fuel, Oil, Lubricants (FOL) as logistical support during response; and
- Other basic necessities deemed necessary for disaster victims

Response equipment such as:

- Rescue and response vehicles, boats, and other modes of transport;
- Generator sets;
- Information technology items, communications equipment and other allied support items or systems for emergency telecommunications;
- Megaphones with sirens, water filtration units, collapsible tents; and
- Other tools and equipment are similar in nature and considered necessary.

**Protracted Emergencies** - refer to prolonged situations of crisis that can arise from various factors, including armed conflicts, natural disasters, or systemic socio-economic issues. These emergencies are characterized by their extended duration and the significant impact they have on populations, often leading to humanitarian needs that persist over time.

**Rehabilitation** – are measures that ensure the ability of affected communities and/or areas to restore their normal level of functioning by rebuilding/rehabilitating damaged infrastructures, such as the following:

- Repair/Rehabilitation of facilities for securing pre-positioned goods and equipment, including, Reconstruction of warehouses, utilities, and other essential warehousing infrastructure, Repair of production, post-production, and small-scale irrigation facilities, including equipment and machinery.; and
- This may also refer to Support for Education, which includes provisions for the replacement, reconstruction, rehabilitation, or repair of school buildings and facilities to ensure that the learning environment is restored and conducive to the needs of students.

**Relief Aid** - refers to the provision of such assistance to those affected by a disaster, based on an initial rapid assessment of needs, and designed to contribute effectively to their recovery.

**Relief and Livelihood Assistance** - refers to the provision of support, either in the form of goods or cash, designed to alleviate the immediate and long-term impacts of disasters. This assistance addresses urgent needs such as food, shelter, and medical care, while also facilitating recovery by empowering affected individuals to rebuild their livelihoods and achieve self-sufficiency.

**Utilization** - refers to the act or process of using something effectively or efficiently for a specific purpose. It is commonly used in various contexts, including resource management, healthcare, economics, education, and technology, to assess how well available assets, resources, or services are being employed

## REPORT ON THE RECEIPT AND UTILIZATION OF DRRMF SOURCED FROM GAA

Agency \_\_\_\_\_

For the Month Ending \_\_\_\_\_

Date	Reference	Particulars	Balance, Beginning	Receipt	Utilization	Balance, End	Disbursement	Unpaid Obligation
2023			(a)	(b)	(c)	(d=a+b-c)	(e)	(f=c-e)
		Total						

Prepared by:

Certified correct:

\_\_\_\_\_  
Budget Staff\_\_\_\_\_  
Head, Budget Unit\_\_\_\_\_  
Accounting Staff\_\_\_\_\_  
Head, Accounting Unit

Noted:

\_\_\_\_\_  
Agency Head/Authorized Representative



## REPORT ON THE RECEIPT AND UTILIZATION OF DRRMF SOURCED FROM GAA

### INSTRUCTIONS

A. This report shall be accomplished as follows:

1. **Agency** – name of the agency
2. **Report Date** – covering month
3. **Date** – date of source/reference document
4. **Reference** – source document such as GAA and SARO
5. **Particulars** – first entry shall be the beginning balance, if any, with breakdown as to SARO No.
6. **Balance, Beginning** – the amount of unutilized allotments from previous month
7. **Receipt** – amount of allotments received or amount allotted from the agency's regular budget
8. **Utilization** – amount of allotments obligated
9. **Balance, End** – amount of unutilized allotment
10. **Disbursements** – amount paid
11. **Unpaid Obligation** – difference of amount obligated and paid
12. **Prepared By** – printed name and signature of the Budget and Accounting staff who prepared the report
13. **Certified Correct** – printed name and signature of the Head of Budget Unit and Accounting Unit
14. **Noted** - printed name and signature of the Head of Agency or authorized representative

B. The information/data shall be based on the Registry of Allotment and Obligations (RAO).

C. This report shall be prepared in four copies to be distributed as follows:

1. NDRRMC thru OCD
2. COA Auditing Unit of the Agency
3. Budget Unit
4. Accounting Unit