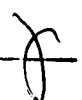


SENATE

S. B. No. 770

REGISTERED BY: 

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Introduced by Senator FRANCIS G. ESCUDERO

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AN ACT  
MANDATING THE FULL ACCOUNTING OF ALL DISASTER-RELIEF AID OR  
DONATIONS RECEIVED BY THE PHILIPPINE GOVERNMENT FOR NATURAL  
AND HUMAN-INDUCED CALAMITIES

EXPLANATORY NOTE

In the aftermath of the extremely destructive super typhoon Yolanda (international codename: Haiyan) that struck our country last November 8, 2013, an outpouring of support in the form of cash and in-kind donations were directed to the Philippines by both local and foreign donors. In response to media reports alleging instances of corruption with respect to the utilization and accounting of the donated funds, Senator Miriam Defensor-Santiago introduced Proposed Senate Resolution No. 363 entitled:

RESOLUTION DIRECTING THE PROPER SENATE COMMITTEE ON FINANCE TO CONDUCT AN INQUIRY IN AID OF LEGISLATION, ON THE NEED FOR TRANSPARENCY AND ACCOUNTABILITY WITH REGARD TO INCOMING FOREIGN AND LOCAL AID FOR THE VICTIMS OF SUPER TYPHOON YOLANDA

which was referred to the Committee on Finance.

On February 26 and March 17, 2014, the committee conducted a hearing on the bills referred to the committee, including P.S.R. No. 363. In accordance with the Chairman's instructions, a Technical Working Group meeting was conducted by the committee last May 13, 2014, to which resource persons from the Department of Foreign Affairs, Department of Budget and Management, Department of Finance, and Commission on Audit were invited.

From the above-mentioned hearings and TW G meeting, one of the findings was the fact that there was no single agency in the government that has possession and knowledge of the total amount of local and foreign donations for the victims of Super Typhoon Yolanda. The Foreign Aid Transparency Hub or FAITH, an online information portal created by the national government, captures only the foreign aid pledged and received by the country for the victims of Yolanda. It does not include the foreign or

local donations that were deposited directly to the accounts of various departments or agencies, or the foreign or local donations received directly by the affected local government units.

The above findings indicate the need to institutionalize, preferably through legislation, a mechanism for the monitoring and accounting of all foreign and local donations for natural and man-made calamities. In addition, the public clamour for transparency and accountability in the utilization of the monetary and non-monetary aid received from foreign and local benefactors calls for proactive action from the Commission on Audit.

In view of the foregoing, the approval of the bill is earnestly sought.



FRANCIS G. ESCUDERO

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SENATE

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AN ACT  
MANDATING THE FULL ACCOUNTING OF ALL DISASTER-RELIEF AID OR  
DONATIONS RECEIVED BY THE PHILIPPINE GOVERNMENT FOR NATURAL  
AND HUMAN-INDUCED CALAMITIES

*Be it enacted by the Senate and the House of Representatives of the Philippines in Congress assembled:*

1           **Section 1. Title.** - This Act shall be known as the "Donation Transparency Act".  
2

3           **Section 2. Declaration of Policy.** - It is hereby declared the policy of the State to  
4 promote transparency and accountability in the receipt and utilization of foreign and local  
5 donations for natural and human-induced calamities that cause havoc and destruction in the  
6 country.  
7

8           **Section 3. Coverage.** This act shall cover all foreign and local donations directed to the  
9 national government, government owned and controlled corporations (GOCCs) and local  
10 government units (LGUs) from all sources, such as foreign governments, bilateral or multilateral  
11 organizations and institutions, and private individuals or groups.  
12

13           **Section 4. Definition of Terms.** For purposes of this Act, the following shall refer to:  
14

15           (a) "Calamity" - a natural or human-induced disaster causing widespread human, material,  
16 economic or environmental losses to a community or society.  
17

18           (b) "Donations" cash or non-cash aid or grants received by the government for disaster  
19 relief, recovery, or rehabilitation.  
20

21           (c) "Donor" - refers to foreign governments, bilateral or multilateral organizations and  
22 institutions, private individuals or groups who donate cash or non-cash aid or grants to the  
23 Philippine government for disaster relief, aid, or rehabilitation.  
24

25           (d) "Donee" - refers to departments, bureaus, and offices of the national government  
26 including Constitutional Offices, State Universities and Colleges, Government Owned and  
27 Controlled Corporations (GOCCs) and Local Government Units (LGUs) that receive donations  
28 from various sources.  
29

30           (e) "Donations in Cash" - refer to cash assistance from donor entity/individual to the  
31 Philippine government through any of its agencies or instrumentalities.

1 (f) "Donations in Kind" - refer to assistance in kind such as but not limited to food,  
2 clothing, medicine, and equipment coming from the donor entity/individual to a specific national  
3 government agency or local government unit for the purpose of disaster relief, recovery and  
4 rehabilitation efforts.  
5

6 **Section 5. Donations.** Departments, bureaus and Offices of the National Government,  
7 including Constitutional Offices enjoying fiscal autonomy, and State Universities and Colleges  
8 may accept donations in cash or in kind from various sources, domestic or foreign, for purposes  
9 relevant to their respective functions, and which shall be used to cover aid, relief and  
10 rehabilitation, repair and reconstruction of permanent structures affected by natural and man-  
11 made calamities. Such donations, whether in cash or in kind shall be deemed automatically  
12 appropriated.  
13

14 **Section 6. Utilization and Treatment of Donations.** Donations shall be utilized in  
15 accordance with the purpose identified by the Donor. Donations for a specific purpose, as  
16 identified by the donor, shall be treated as trust receipts, **PROVIDED** that in case the donor does  
17 not identify a specific project or activity to be funded, such donation shall be considered as  
18 calamity aid for the use of the Department of Social Welfare and Development: **PROVIDED**  
19 *further*, that donations intended for program support for calamities in general shall be booked as  
20 income of the National Government or Local Government Unit, as the case may be.  
21

22 **Section 7. Cash Donations.** All cash donations shall be deposited under the account of  
23 the Bureau of Treasury (BTr), except when the donation is made directly to the agencies, in  
24 which case the donee-agency shall inform the BTr of the cash donation upon receipt thereof:  
25 **PROVIDED**, that if the donation is made directly to an LGU, the Bureau of Local Government  
26 Finance (BLGF) shall be informed upon its receipt of the cash donation for purposes of  
27 consolidating the quarterly reports to be submitted to the Office of Civil Defense (OCD), the  
28 secretariat of the National Disaster Risk Reduction and Management Council (NDRRMC). An  
29 official receipt shall be issued by the concerned donee-agency or LGU for cash donations  
30 received.  
31

32 Donations in Foreign Currency shall be converted to the Philippine Peso at the prevailing  
33 rate at the time of the receipt of the donation. Donations shall be taken up in the books of the BTr  
34 as income or trust receipts.  
35

36 The amounts received by the donee-agency shall thereafter be deposited to the account of  
37 the Treasurer of the Philippines, and shall be made available to the implementing agency  
38 concerned through a Special Budget pursuant to Section 35, Chapter 5, Book VI of E.O. No. 292:  
39 **PROVIDED** that, if the donee-agency is an LGU, the same shall be deposited to the account of  
40 the Local Treasury as a separate special account maintained in every provincial, city or  
41 municipal treasury and recorded as a Trust Fund under the Special Funds pursuant to Section 309  
42 (b) Article I, Chapter II, Title V, Book II of the Local Government Code.  
43

44 In no case shall the cash donation be used for payment of Personal Services of any 48  
45 government unit or any other expenses not related to disaster relief, recovery and rehabilitation  
46 49 efforts.  
47

48 **Section 8. Donations in Kind.** For donations in kind, an acknowledgement receipt shall  
49 be issued to the donor by the donee-agency. The value of donated Property, Plant and Equipment  
50 (PPE) shall be based on the declared value in the Deed of Donation or the bill of lading/airway  
51 bill/parcel notice and other related documents. The fair market value/appraised value shall be  
52 used in the absence of declared value. The donee-agency shall submit either in printed form or  
53 by way of electronic document to the OCD, quarterly reports on the receipt of donations in kind:  
54 **PROVIDED** that, the LGU shall submit to OCD thru BLGF all donations in kind that they have

1 received: **PROVIDED**, further that, the Bureau of Customs (BOC), which process all foreign  
2 donation pursuant to Section 18 of R.A. 10121, otherwise known as the "Philippine Disaster Risk  
3 Reduction and Management Act," shall submit a report on the conditionally-free importation  
4 under this section to the OCD.  
5

6 The head of the donee-agency or LGU shall be primarily responsible for the accounting  
7 and safeguarding of all donated supplies, materials, equipment and relief goods against loss and  
8 wastage.  
9

10 **Section 9. Foreign Donations.** Foreign donations, whether in cash or in kind, from  
11 foreign governments shall be subject to the prior clearance and approval of the President upon  
12 the recommendation of the Department of Foreign Affairs (DFA). The DFA shall also submit to  
13 OCD a report on foreign donations that it has processed.  
14

15 **Section 10. Consolidated Reports.** The head of the donee-agency and the agency's web  
16 administrator or his/her equivalent shall be responsible for ensuring that the quarterly report of  
17 all donations received, whether in cash or in kind are posted on the agency's official website.  
18

19 The BTr shall submit to OCD a quarterly report on all amount deposited under the special  
20 account it maintains for all donations received, including the amount retained by the donee-  
21 agency under Section 7 of this Act.  
22

23 The Department of Foreign Affairs (DOF) shall likewise submit a report on all pledges  
24 made by foreign governments, bilateral or multilateral organizations and institutions, private  
25 foreign individuals or groups to the Philippine government for disaster relief, aid, or  
26 rehabilitation to OCD.  
27

28 The OCD shall submit, either in printed form or by way of electronic document, to the  
29 Department of Budget and Management (DBM), the House Committee on Appropriations and  
30 the Senate Committee on Finance, a consolidated quarterly report of all submissions made to  
31 OCD under this Act. The Executive Director of the OCD and the NDRRMC's web administrator  
32 or his/her equivalent shall be responsible for ensuring that said quarterly reports are likewise  
33 posted on the official website of NDRRMC.  
34

35 **Section 11. Implementation, Rules, and Regulations.** The DBM, OCD, Department of  
36 Finance, Department of the Interior and Local Government, and the Commission on Audit shall  
37 promulgate the Implementing Rules and Regulations to implement this Act within thirty (30)  
38 days from its approval.  
39

40 The Implementing Rules and Regulations shall take effect five (5) days after publication  
41 in a newspaper of general circulation.  
42

43 **Section 12. Effectivity.** This Act shall take effect 15 days after its complete  
44 publication in the Official Gazette or in at least two (2) newspapers of national  
45 circulation.

*Approved,*