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SENATE

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COMMITTEE REPORT NO. 30

Submitted by the Committee on Public Works on MAY 21 2014.

Re: P. S. Res. Nos. 436 & 439

Recommending the adoption of the recommendations and their immediate implementation.

Sponsors: Sen. Ferdinand R. Marcos Jr. and Sen. Miriam Defensor-Santiago

**MR. PRESIDENT:**

The Committee on Public Works to which was referred P.S. Res. No. 436, introduced by Senator Miriam Defensor-Santiago entitled:

**"RESOLUTION DIRECTING THE PROPER SENATE COMMITTEE TO CONDUCT AN INQUIRY, IN AID OF LEGISLATION, TO STRENGTHEN LAWS TO ENSURE THE EFFICIENCY, TRANSPARENCY, AND ACCOUNTABILITY OF GOVERNMENT DISASTER RELIEF PROJECTS, ESPECIALLY THOSE INVOLVING INTERNATIONAL AID, FOLLOWING REPORTS THAT BUNKHOUSES BEING DEVELOPED BY THE DEPARTMENT OF PUBLIC WORKS AND HIGHWAYS IN LEYTE AND EASTERN SAMAR THAT ARE MEANT FOR THE VICTIMS OF SUPER TYPHOON ARE OVERPRICED AND DO NOT COMPLY WITH INTERNATIONALLY RECOGNIZED STANDARDS AND BEST PRACTICES"**

and P.S. Res. No. 439, introduced by Senator Ferdinand R. Marcos, Jr., entitled:

**"RESOLUTION DIRECTING THE SENATE COMMITTEE ON PUBLIC WORKS TO INVESTIGATE, IN AID OF LEGISLATION, THE ALLEGED SUBSTANDARD AND OVERPRICED BUNKHOUSES BUILT FOR THE SURVIVORS OF SUPER TYPHOON "YOLANDA" IN THE VISAYAS REGION, AND TO INSTITUTE CORRECTIVE MEASURES TO ENSURE THE SAFETY AND SECURITY OF THOSE DISPLACED BY THE SAID CATASTROPHE"**

has considered them and has the honor to submit its report on its inquiry back to the Senate, recommending the adoption of the recommendations as contained in this Report and their immediate implementation.

**COMMITTEE ON PUBLIC WORKS**  
**COMMITTEE REPORT ON SENATE RESOLUTION NOS. 439 AND 436**

The Committee on Public Works, after conducting a hearing on 6 February 2014, and an ocular inspection in Tacloban City and the Municipality of Palo, both in the Province of Leyte on 13 February 2014, respectfully submits this Report to the Senate on the following Senate Resolutions on the Bunkhouses built for the victims of Super typhoon "Yolanda", to wit:

**Senate Resolution 439:** Resolution directing the Senate Committee on Public Works to investigate, in aid of legislation, the alleged substandard and overpriced bunkhouses built for the survivors of Super typhoon "Yolanda" in the Visayas Region, and to institute corrective measures to ensure the safety and security of those displaced by the said catastrophe, filed by Senator Ferdinand R. Marcos, Jr.

**Senate Resolution 436:** Resolution directing the proper Senate Committee to conduct an inquiry, in aid of legislation, to strengthen laws to ensure the efficiency, transparency, and accountability of government disaster relief projects, especially those involving international aid, following reports that bunkhouses being developed by the Department of Public Works and Highways in Leyte and Eastern Samar that are meant for the victims of Super Typhoon are overpriced and do not comply with internationally recognized standards and best practices, filed by Senator Miriam Defensor-Santiago.

**I. PREFATORY STATEMENT:**

On 8 November 2013, Super typhoon Yolanda ripped through the Visayas Region that claimed more than 6,000 lives, and have caused unspeakable destruction that left 90% of the areas ravaged. With more than 200,000 families displaced by Yolanda, and more than 500,000 houses wiped out, heartfelt sympathy and compassion of generous international and local donors immediately mobilized assistance to help the estimated 17 million people in 44 provinces and 171 cities and municipalities recover from the disaster.

On 18 November 2013, after identifying the temporary shelter sites, the Government has started building bunkhouses in Leyte and Eastern Samar, which would serve as temporary shelters for the victims of the typhoon.

From 16 January to 20 January 2014, Secretary Panfilo M. Lacson of the newly created Presidential Assistant for Rehabilitation and Recovery, together with Architect and Urban Planner Felino Palafox, Jr., and Architect Dan Lichauco conducted ocular inspections of several bunkhouses in three sites, namely; Guiuan, Eastern Samar, and Palo and Tacloban City, Leyte. The initial inspection showed that the bunkhouses were poorly constructed, which led Architect Palafox, Jr. to question the quality of the said units even as he claimed that these are undersized and substandard based on international criteria.

The initial finding was bolstered by reports of an alleged collusion between contractors and "at least one politician" for the possible anomalies in the construction of the bunkhouses. In a letter dated 8 January 2014, Secretary Lacson requested the Criminal Investigation and Detection Group (CIDG) to "conduct an investigation into the said allegations for the purpose of filing the appropriate charges against the perpetrators, if any."

On the basis of these developments, the aforementioned Senate Resolutions were filed in order to determine if indeed the bunkhouses are substandard and overpriced, so that in the end, the necessary legislative measures will be crafted to ensure structurally safe, sanitary, accessible, durable, and practical provisional shelters for the families affected by enormous man-made or natural destruction.

## **II. COMMITTEE'S ACTION:**

The Committee on Public Works, which under the Senate Rules, has jurisdiction to look into issues involving planning, construction, maintenance, improvement and repair of public buildings, among others, conducted a committee hearing on 6 February 2014, and subsequently inspected the subject bunkhouses in Barangays 62, 95, 91, in Tacloban City, and Barangay Tacuranga and Pawing, in Palo, Province of Leyte.

The resource persons who attended the public hearing are the following:

1. Undersecretary Danny Antonio of the Presidential Assistant for Rehabilitation and Recovery;

2. Secretary Rogelio L. Singson of the Department of Public Works and Highways;
3. Undersecretary Raul C. Asis of DPWH;
4. Undersecretary Romeo S. Momo of DPWH;
5. Representative Ferdinand Martin G. Romualdez, 1<sup>st</sup> District, Province of Leyte;
6. Regional Director Rolando M. Asis of DPWH Region VIII;
7. Ms. Ellen Tumang, Chief Budget and Management Specialist, Department of Budget and Management (DBM);
8. Director Thelsa Biolena, Disaster Risk Reduction and Response Operations Office, Department of Social Welfare and Development (DSWD);
9. Undersecretary Eduardo D. Del Rosario, Executive Director, National Disaster Risk and Reduction Management Council (NDRRMC);
10. PC Supt. Benjamin Magalong, Acting Director, Criminal Investigation and Detection Group (CIDG);
11. P/Supt. Arthur Bisnar, Chief, Intelligence Division, CIDG;
12. PC Insp. Jay Borromeo, Legal Officer, CIDG;
13. Architect Felino Palafox, Jr., President, Philippine Institute of Environmental Planners (PIEP);
14. Architect Rozzano C. Rosal, FUAP, National President, The United Architects of the Philippines;
15. Architect Vanessa Ledesma, District Director, FUAP

The ocular inspection, on the other hand, was conducted by the Committee Chair Senator Marcos, Representative Romualdez, Mayor Alfred Romualdez of Tacloban City, members of the Senate Secretariat, representatives of other Senators, and members of the media.

### **III. ISSUES:**

- A. Whether or not the subject bunkhouses are substandard and overpriced;
- B. Whether or not the design of the bunkhouses is in accordance with international standards and practices in building transitional houses; and
- C. Whether or not collusion exists between the private contractors and "at least one politician" that led to the anomalous construction of the bunkhouses.

#### IV. FACTS AND FIGURES:

Through the testimonies of the resource persons as well as the documents submitted, and based on the ocular inspection conducted by the Committee on Public Works, the following valuable and relevant pieces of information were gathered:

Per specifications of the DPWH, the details of the bunkhouses are as follows, as gathered from the power point presentation of the said Department on 6 February 2014:

- a) There are a total of 222 bunkhouses in the Provinces of Leyte and Eastern Samar. Out of this number, 198 units have been completed, while the remaining 24 units are still being constructed;
- b) Per specification of the DPWH, each bunkhouse measures 207.36 square meters, with each square meter amounting to P3,455.15, hence, a total cost of P716,460.82;
- c) The toilet and bath has an estimated cost of P222,233.47, with a floor area of 44.80 square meters, with P4,960.57 per square meter;
- d) The communal kitchen with an area of 3.12 square meters, with each square meter costing P6,622.02, has an estimated cost of P20,660.71;
- e) The total estimated cost of the bunkhouse, together with the toilet and bath, and the communal kitchen is P959,345.99, which occupies a floor area of 255.28 square meters, with P3,758.05 per square meter.

In the course of the investigation, it was revealed by Director Thelsa Biolena of the Department of Social Welfare and Development Disaster Risk Reduction and Response Operations Office, that as of 30 January 2014, there are 54 families occupying the bunkhouses. The family-occupants are jointly assessed regarding their qualifications by the DSWD with the Regional Offices, and the local government units concerned. She explained that there are several requirements that should be complied with before the family-occupants may be selected and prioritized as occupants of bunkhouses. Some of these requirements are: a.) family whose income should be below the food threshold level in the region, which is P5,000.00; b.) family who has a member who is seriously ill, or pregnant or lactating mother, or those with children below 12 years old, or is headed by a single parent; c.) family is not a recipient of any other housing assistance from the Government or non-government organizations; d.) family whose head is incapacitated because of the disaster; e.) family whose head is seriously ill or incapacitated to work, or differently abled and cannot provide for the minimum

requirements for food and shelter for the family and have no other source of support;  
f.) family whose head is an elderly person not receiving social or retirement pension

With the long list of bureaucratic requirements before victim-families may occupy the bunkhouses, Committee Chairman Senator Marcos suggested that DSWD streamline the process. He emphasized that catastrophes are great equalizer, where poor and rich families alike have similarly suffered miseries and want. Everyone, with no exceptions, is in dire need of assistance, big or small, that would assuage the distress brought about by great loss and desolation caused by natural calamities.

## **V. DISCUSSION:**

### **A. Bunkhouses not overpriced:**

The bunkhouses were designed to serve as transitional or temporary shelters for the victims of Super typhoon "Yolanda". The bunkhouses were drawn up in detail by the DPWH. They have common toilet and bath, and have a total floor area of 255.28 square meters, with a total cost amounting to P959,345.00. (*TSN, M.R. Catadman III-1, 6 February, 2014, page 19.*)

DPWH later adjusted the costs by removing the overhead margins. The cost reduced to P836,000.00 was offered to private contractors for the construction of the bunkhouses.

As stated in the position paper of the DPWH, in page 2 thereof:

"However, the contractors were asked to further reduce the price to P836,018.00 from P959,355.00 by cutting down the construction cost of bunkhouses which includes common wash and toilet area with the contractors generously agreeing to remove profit margin and overhead expenses. Under a regular DPWH infrastructure project, overhead expenses account to 12% while profit is 10%.

The unit price of four (4) of the five (5) major materials used in the bunkhouses which account for 70% of the total project cost is lower than the unit price obtained in the DPWH Construction Cost Information System for the 3<sup>rd</sup> Quarter of CY 2013, as shown below:"

Material	Unit Measure	of	% of Total Project Cost	Bunkhouse Unit Price Used	Unit Price Region VIII	Average Unit Price in 4 Adjacent Regions (Regions V, VI, VII and VIII)
Coco Lumber	bd ft		21.58%	P15.00	P25.00	P21.03
Corr. G.I. Roofing Sheets 0.40mmx3'x8'	sheet		15.25%	P410.00	P585.36	P728.77
1/4 " Marine Plywood	sheet		12.19%	P450.00	P450.00	P397.24
3/4 " Marine Plywood	sheet		11.67%	P945.00	P1,176.92	P1,126.03
1/4 " Ordinary Plywood	sheet		9.47%	P350.00	P350.00	P354.88

Despite this adjustment, however, there was still the problem on the availability of skilled workers in the area.

Many local contractors were engaged somewhere else and were not available for the needed task. To remedy the situation, DPWH had to bring in contractors from other regions to help out in accomplishing the construction of the said shelters.

The contractors however, faced with a serious dilemma of finishing the temporary shelters for a short period of 30 days, in time for Christmas, but the materials needed per specifications of the DPWH were not available at the time of the construction of the bunkhouses.

To further complicate the matter, there were no available local skilled workers in the affected areas, thereby making it more impossible to immediately achieve the end goal of providing transitional shelters for the miserable families rendered homeless by such monstrous typhoon.

Racing against time, the contractors then started building the bunkhouses out of the available materials, which do not conform with the specifications laid down by the DPWH. Thus, substitute or alternative resources were used instead.

Given this scenario, the question raised was: ***"were these bunkhouses substandard and overpriced?"***

The Committee takes note of the explanation of Secretary Singson of the DPWH: (TSN, MhulepIV-1, 6 February 2014, 2:33p.m., pages 27 to 30.) (underscoring supplied).

**SEC. SINGSON:**

"Well, I would not consider that overpricing but underspecs, substandard ang construction because they did not use the proper specifications.

So, these are the key materials and as you can see, these prices are very low compared to the prevailing prices in the area.

So, all I'm saying is based on our specifications, they are not overpriced.

Now, whether they follow the specifications or not is what we checked second time around. So we did a hundred percent inspection of the 110 or so bunkhouses that were completed and we found that, indeed, there were a lot of violations in terms of underspecifications.

So we're trying to understand what was the reason for this non-compliance to specifications. The common reasons, the materials that we specified were not readily available. They were not readily available in the situation immediately while we were constructing. Baka ngayon makakahanap na sila niyan. But at the time we asked them to construct in a period of 30 days, they were not available.

Pangalawa, they could not hire skilled carpenters because there were donor agencies that were just distributing P500 pumila lang kayo. Whereas here, they would be paid minimum wage in the region which is less than P300 but they have to work.

So we are now correcting the deficiencies. We have asked the contractors ---we have not paid, for your information.

**THE CHAIRMAN (SENATOR MARCOS):**

I was just going to ask that, have the contractors been paid fully?

**SEC. SINGSON:**

None of them have been paid.

**THE CHAIRMAN:**

None of them have been paid.

No down payment, zero payments have been made.

**THE CHAIRMAN:**

So you have come back to the contractors and insisted that they correct the deficiencies.

**SEC. SINGSON:**

They correct the deficiencies. Ngayon nagmamakaawa 'yong ibang mga contractors. Sabi nila, "Temporary lang naman talaga yan, puwede bawasan niyo na lang 'yong presyo kaysa paalisin pa uli namin 'yong mga nakatira diyan?"



**THE CHAIRMAN:**

*So you will adjust the pricing?*

**SEC. SINGSON:**

*Personally, I'm trying to commiserate. Nakiusap kami, "Pwede bang tumulong kayo?" They did help. They constructed as quickly as they could. And some of these especially in the Eastern Samar are small contractors that have advanced, that have borrowed money. All they're saying is "Pwede ba, kahit na hindi 'yong full cost ibayad niyo sa amin, you make the corresponding deductions or adjustments?"*

*So we are studying that."*

Based on the foregoing discussions, it is clear that DPWH has set the specifications for the construction of bunkhouses. Unfortunately, the technical and structural design set forth by the said Department were not complied with precisely because the specified construction materials were not readily available at the time of the building of the said shelters.

Considering the extreme necessity of building these structures, construction proceeded despite this limitation.

Under those circumstances, sound reason dictates that the important task of saving lives is far more important than compliance with the technicalities of the law.

The issue of overpricing is negated by the fact that the contractors of the bunkhouses have not yet been paid, even with a single centavo. Aside from this, DPWH imposed on the private contractors that the construction materials used, which were below specifications, are to be adjusted in so far as the price is concerned.

**B. International standards and practices for Bunkhouses:**

In the course of the initial inspection of the bunkhouses, the reported deficiencies of the structures were confirmed by Architect Palafox, Jr. who, in his vast experience in handling post disaster rehabilitation plan in different countries, opined that these temporary shelters did not meet the international standards for bunkhouses.

As scholarly discussed by Architect Palafox, the Sphere Handbook International Standards, promulgated in 1997, sets forth the basic guidelines in providing life-saving humanitarian response to people affected and displaced by disasters.

As cited in the Palafox position paper, under Annex B, page 9, thereof, it states:

"The Sphere Project and its Handbook are well known for introducing considerations of quality and accountability to humanitarian response and provide general standards for use in any of several response scenarios for displaced and non-displaced populations, including temporary or transitional individual household shelter on original sites, or the return to repaired dwellings; temporary accommodation with host families; and/or temporary communal settlement comprising planned or self-settled camps, collective centers transit or return centers."

Architect Palafox made it clear that aside from the technical requirements and the design guidelines for building bunkhouses, much weight should be given to the acceptable measures that would ensure the provision of basic human needs and protection of rights of the disaster victims, especially of women and children, whose personal privacy and safety in these temporary shelters should be ensured. These rights, he argued, are guaranteed under the Constitution, Republic Act 9729 or "The Climate Change Act of 2009", and Republic Act 10121 or the "Philippine Disaster Risk Reduction and Management Act of 2010", and other related laws.

With these ideal set of paradigm, the question in mind is ***whether or not the bunkhouses built in Tacloban and Eastern Samar conformed with these international standards?***

Secretary Singson, in his testimony given during the Committee hearing, admitted that he was made aware of the existence of the international standards for shelter settlement only towards the end of December after the construction of the bunkhouses have already started. He said that the shelter cluster of United Nations agencies have recommended that the international standards for the bunkhouses, which have been in existence for a long time, should be followed. However, despite this recommendation, no corresponding funding assistance was extended to them to make the design of bunkhouses in compliance with the said international guidelines. Hence, DPWH had no other choice but to survive on what is available to them. As Secretary Singson said, what is more important is to save lives than meeting the standards.

This proposition was supported by the Senate President who argued: (BRHGonzales II-2 February 6, 2014, 3:03 p.m. pages 56-57). (underscoring supplied).

*"Example, the LGUs were the ones who provided the site. Now, of course if the site is not the slope required in the international standard, you now have to make a choice – will you reject what the LGU has provided you as the housing site? Or, will you construct the bunkhouses given the limitations that you have, and try to save lives at that point? You know, these standards are ideal. In an ideal situation, yes, maybe the human dignity principle would require that we should follow this. But given the fact that you were faced with devastation with our people crying for shelter, it was a rainy season, and the City of Tacloban says, "Here is an available site, build for my people," I don't think it will be accepted that Secretary Singson or President Aquino will say, "No, the slope is not the correct slope and, therefore, we will not build there". So, in other words, what I am saying is, these are ideal standards that are being proposed. Given the need to save lives, I would like to think that the better part of discretion and policy would be to do and live with what is available in order that we can save lives. x x x"*

Reference was made to devastations that hit other countries in recent years where innumerable people were lost, such as the tsunami in the Indian Ocean, the 8.6 intensity earthquake in Banda, Aceh, Indonesia, the intensity 8 earthquake in Bam, Iran, among others. The question that was raised was whether the international standards in building temporary housing or transition homes were followed in those countries.

The answer of Architect Palafox was in the affirmative.

He explained that the concept of "building back better" was then introduced, where the structures built were flexible enough to allow the house to grow as the family and income grow. The task, therefore, of re-building structures means building them right, especially so when these temporary housing structures would become permanent ones.

If other countries were successful in implementing this, why can't the Philippines?

It is simply because the Philippines has no standard or guide of its own in building temporary housing structures specifically adaptable to its needs and resources.

As explicitly pointed out by the Committee Chairman Senator Marcos: (CBGealan V-2 February 6, 2014 3:33pm, page 76.): (underscoring supplied)

"So, I think that's very much where the problem exists, that we have no standard template in the Philippines for what this should be. And, I think, again, with the situation at hand as identified by our Government, and one of the main considerations which Secretary Singson rightly pointed out is that that is the rainy season for, at least for Eastern Visayas, pasko ang bagyo diyan. So that is something that was urgent. But, again, you cannot fault someone for not following standards if those standards do not exist. And I think this is where the problem has come. And I came to that same conclusion as you did because I read your position that, that is one of the main problems, that we must establish those standards. How do we go about doing that? Because we must always remind ourselves, these inquiries are in aid of legislation. And if there is legislation that's required that we can follow, like, if other countries are able to follow it, certainly we should have been able to follow it. But there is no template to follow so we have to establish that. And I think that's the next step that we need to do.

### **C. Alleged collusion between private contractors and a politician:**

There were reports of an alleged collusion between contractors and "at least one politician" for the possible anomalies in the construction of the bunkhouses in the Visayas Region. Secretary Lacson of the Presidential Assistant for Rehabilitation and Recovery has tasked the Criminal Investigation and Detection Group (CIDG) to thoroughly investigate this matter, and file the appropriate charges against the persons behind this irregularity.

During the Committee hearing, P/CSupt Benjamin Magalong of the CIDG testified that Secretary Lacson never mentioned any name of a politician allegedly involved in this issue.

The Committee found the following explanations relevant: (Mhulep IV-3 February 6, 2014, 4:13 p.m., pages 105 to 107):

**THE CHAIRMAN:**

In your investigation, did you find any instances where there was such a collusion?

First of all, before you answer that question, mayroon bang binigay na impormasyon ang office in Secretary Lacson tungkol nga dito na baka mayroong mga usapan sa "at least, one politician," ang nakalagay dito, isang pulitiko at ang mga contractor para sa overpricing of mga –

**MR. MAGALONG:**

Your Honor, he never mentioned any name to us. Nabanggit lang ho sa amin that the only – he mentioned na there is a probability that there exists a collusion.

**THE CHAIRMAN:**

That's right, that is statement that he made.

**MR. MAGALONG:**

But admittedly, the investigation is still work in progress.

**THE CHAIRMAN:**

So, no'ng tinurn (turn) over sa inyo ng office ni Secretary Lacson itong imbestigasyon na ito, walang kasama doon sa impormasyon na iyon tungkol sa pulitiko na may usapan sa isang kontratista o ilang kontratista?

**MR. MAGALONG:**

Sir, I've been working with Secretary Lacson in the past and I'm very much familiar with his management style.

**THE CHAIRMAN:**

Yes.

**MR. MAGALONG:**

And he will never mention any of his findings until such time that, you know, the investigator will be able to come up with –

**THE CHAIRMAN:**

So, he did not turn over to you any information for you to investigate on that subject?

**MR. MAGALONG:**

No, sir.

**THE CHAIRMAN:**

Thank you.

**MR. MAGALONG:**

*But that is also part of our investigation...collusion.*

**THE CHAIRMAN:**

*You are continuing to investigate the possibility?*

**MR. MAGALONG:**

*Yes, sir, it's a work in progress.*

**THE CHAIRMAN:**

*What basis are you investigating? What are the leads that you are following?*

**MR. MAGALONG:**

*Sir, we have been talking with – we have been interviewing the contractors, finding out if there are pressures coming from certain personalities. Admittedly, sir, hanggang ngayon, sir, wala pa kaming, you know – And any evidence that would, you know, establish a collusion.*

The CIDG has assured the Committee of its commitment to thoroughly look into this concern, and should there be supporting evidence to sustain the allegation of collusion, to address the issue forthwith by instituting the corresponding legal action against those persons responsible for this irregularity.

## **VI. CONCLUSIONS:**

1. The Bunkhouses are under specifications, as laid down by the Department of Public Works and Highways, thereby making these structures substandard. And this is mainly due to the following reasons: a.) lack of necessary constructions materials, as required by the DPWH; b.) lack of manpower to actually build the bunkhouses; c.) due to the critical necessity of building temporary shelters for the victims of typhoon Yolanda, at the soonest time possible after the catastrophe struck, the bunkhouses were built despite the lack of specified materials required by the DPWH. It is noteworthy to state however, that despite these deficiencies, the bunkhouses are being remedied, and the necessary corrections are undertaken by the contractors.
2. The bunkhouses are not overpriced since the contractors who built these temporary housings have not yet been paid even with a single centavo for the expenses that they incurred in constructing the structures.

3. The bunkhouses are not in compliance with the international standards in building transitional houses. This is because these bunkhouses were built out of the available materials and resources at the time of its construction. The prevailing emergency situation then compelled the government to urgently construct the bunkhouses despite the lack of quality resources in order to save lives, which is more important than compliance with the technicalities of the law.
4. The DSWD has imposed stringent requirements for families rendered homeless by typhoon Yolanda. The extremely bureaucratic processes have hindered family-beneficiaries to immediately occupy these bunkhouses despite the emergency situation that they were confronted with. This defeated the earnest efforts and goal of the National and Local Governments to secure the welfare of the family-casualties, as they continue to be exposed to the man-made and natural hazards, since they cannot immediately transfer to these bunkhouses due to impractical technicalities set forth by the DSWD.

## **VII. RECOMMENDATIONS:**

1. Legislative measures should be introduced amending the Republic Act 6541, as amended by Presidential Decree 1096 or the National Building Code, and other related laws that would clearly define the minimum design guidelines in building temporary structures, and even permanent evacuation centers to be built in local government units in calamity prone areas;

Architect Palafox has pointed out that currently, there is no clear definition and minimum design standard for temporary buildings / structures that serves as reference for officials to follow.

Pursuant to this goal, there is an imperative need to review the National Building Code, Republic Act 6541, as amended by Presidential Decree 1096, and other related laws on buildings and structures that include provisions for temporary shelters for post-disaster victims, and a clear mandate that would ensure the stability of buildings or houses, especially in the light of unpredictable climate and environmental changes, and to update building standards according to the latest and prevalent studies, and technologies. A multi-disciplinary approach in formulating a

comprehensive standard in building transitional houses should likewise be adopted and implemented, particularly in calamity-prone areas where disasters frequently plague residents, in order to lessen the impact of geologic hazards on the integrity of the structures.

2. The proposal to create the Department of Housing and Urban Development introduced in both Houses of Congress should be approved so that a specific government entity is tasked to focus on the housing or shelter needs of the people.


The proposed Department of Housing and Urban Development, which will be the sole planning and policy-making body and performance monitoring entity for all housing and urban development concerns, is urgently needed, since it will primarily focused on the access to and affordability of the basic housing needs in the country.

3. Legislative measure should likewise be introduced for possible amendment to Republic Act 9184 or the Government Procurement Reform Act that will introduce provisions that prevent unscrupulous contractors, government officials and employees from taking advantage of construction of buildings during disasters by simply refurbishing substandard materials, thereby compromising the structural integrity of government structures.
4. The DSWD should streamline the bureaucratic process of identifying family-beneficiaries of comprehensive assistance from the Government, giving priority to the provisions of basic necessities to the most needy and endangered.
5. The CIDG investigation on the alleged collusion between private contractors and "at least one politician" for the reported irregularities in the construction of the bunkhouses should be pursued. Should the facts and evidence warrant, the appropriate administrative, criminal and civil charges should be filed against the perpetrators.



Respectfully Submitted by:

  
**FERDINAND R. MARCOS, JR.**  
Chair  
Committee on Public Works

  
**RAMON BONG REVILLA, JR.**  
Vice Chair  
Committee on Public Works

Members:

*Agree of recoms but note that these were emergency measures under very difficult circumstances.*

  
**SONNY ANGARA**

**PIA S. CAYETANO**

  
**MANUEL "LITO" M. LAPID**

**ANTONIO "SONNY" F. TRILLANES IV**

  
**CYNTHIA A. VILLAR**

  
**LOREN LEGARDA**

*We should consider that construction and done in an emergency situation*  
**TEOFISTO L. GUINGONA III**


*will interpret*  
**MIRIAM DEFENSOR SANTIAGO**

*agree of recoms.*  
  
**MARIA LOURDES NANCY M. BINAY**

  
**JOSEPH VICTOR G. EJERCITO**

  
**JINGGOY EJERCITO ESTRADA**

Ex-Officio Members:



**RALPH G. RECTO**  
President Pro-Tempore

**ALAN PÉTER "COMPAÑERO" S. CAYETANO**  
Majority Leader



**JUAN PONCE ENRILE**  
Minority Leader

**Hon. FRANKLIN M. DRILON**  
*President*  
*Senate of the Philippines*  
*Pasay City*