



**MEMORANDUM CIRCULAR**

No. 01, s. 2025

**FOR : NATIONAL / REGIONAL / PROVINCIAL / CITY / MUNICIPAL  
DISASTER RISK REDUCTION AND MANAGEMENT  
COUNCILS AND ALL OTHERS CONCERNED**

**SUBJECT : GUIDELINES IN REPORTING AFFECTED POPULATION AND  
PRE-EMPTIVE EVACUATION**

**DATE : FEB 03 2025**

**1. RATIONALE**

Earthquakes, volcanic eruptions, floods, droughts, and storms are the most common forms of natural disasters in the Philippines (Caballero-Anthony et al., 2013), and in recent years, the country has not been an exception to the COVID-19 pandemic. Human-induced hazards such as firefights, armed conflict, and fires are also prevalent in the country. While Filipinos are known for their resilience during disasters, the Philippine Disaster Risk Reduction and Management Act of 2010 was established to strengthen the country's measures to work proactively in saving lives and building adaptive, safer, and disaster-resilient communities.

It has been the government's commitment to lessen casualties and damages caused by hazardous events through preventive policies, effective preparations, and efficient response operations. As the effects of these events become more devastating, gathering information and generating reports has been crucial for decision-makers to be more proactive in facing hazardous events.

However, with the lack of concrete guidelines and parameters on preemptive evacuation and affected populations, it remains a challenge for the government to identify priorities during disasters and emergencies. Hence, to further strengthen the government's efforts in preparing for and responding to disasters, the National Disaster Risk Reduction and Management Council (NDRRMC) provides the operational definition and parameters for reporting affected populations and pre-emptive evacuation.

**2. LEGAL BASES AND REFERENCES**

This Memorandum Circular is promulgated based on the following legal provisions:

- 2.1. Section 4 of Republic Act 10121 (Philippine Disaster Risk Reduction and Management Act of 2010), "This Act provides for the development of policies and plans and the implementation of actions and measures pertaining to all aspects of disaster risk reduction and management, including good governance, risk assessment and early warning, knowledge building and awareness raising,

reducing underlying risk factors, and preparedness for effective response and early recovery.”

- 2.2. National Disaster Risk Reduction and Management Plan (NDRRMP) 2020-2030, Thematic Area II: “Disaster Preparedness”, Outcome 11: “Strengthened Partnership and Coordination among all Key Actors and Stakeholders.”
- 2.3. National Disaster Risk Reduction and Management Plan (NDRRMP) 2020-2030, Thematic Area II: “Disaster Preparedness”, Outcome 12: “Implemented Comprehensive and Mutually Reinforcing National and Local Preparedness and Response Policies, Plans, and System”.
- 2.4. National Disaster Risk Reduction and Management Operations Center Standard Operating Procedure and Guidelines of 2021 (NDRRMOC SOPG 2021).

### 3. PURPOSE

To institutionalize and establish clear operational definitions and parameters for reporting the affected population and pre-emptive evacuations during disasters and emergencies.

### 4. POLICY STATEMENT

It is the policy of the NDRRMC that:

- 4.1. Clear and precise operational definitions are paramount in effective decision-making processes related to the prioritization of assistance, the deployment of humanitarian aid, and the implementation of targeted interventions.
- 4.2. Standardized reporting formats and protocols will ensure uniformity and comparability of data across different regions and disaster scenarios, which are essential for consistent reporting and data interpretation.
- 4.3. Consistent reporting practices are pivotal for fostering a comprehensive Common Operational Procedure throughout all levels of the Disaster Risk Reduction and Management (DRRM) framework.

### 5. SCOPE AND APPLICABILITY

- 5.1. This policy applies to all NDRRMC Member Agencies and Local DRRM Councils and its members.

### 6. DEFINITION OF TERMS

- 6.1. **Affected Population:** These are families or individuals who are affected, either directly or indirectly, by the impacts of disaster or hazard and may require immediate assistance.
- 6.2. **Directly Affected Population:** These are families or individuals who have suffered injury or illness, who were evacuated, displaced, relocated, or have

suffered direct damage to their livelihoods, economic, physical, social, cultural, and environmental assets due to a disaster or calamity.

- 6.3. **Direct Effects:** These are the immediate and tangible impacts faced by people directly in the path of a hazardous event. These are the first and most obvious consequences that need to be addressed in emergency response efforts.
- 6.4. **Hazardous Event:** A manifestation of a hazard in a particular place during a particular period of time.
- 6.5. **Internally Displaced Persons:** Individuals or groups of individuals who have been forced or obliged to flee or leave their homes or places of habitual residence, particularly as a result of or to avoid the effects of armed conflict, situations of generalized violence, violations of human rights, or natural or human-induced disasters, and who have not crossed an internationally recognized state border.
- 6.6. **Indirectly Affected Population:** Those who have suffered consequences, in addition to direct effects, over time due to disruptions or changes in the economy, critical infrastructure, basic services, commerce or work, and social and health consequences caused by a disaster or calamity.
- 6.7. **Pre-emptive Evacuation:** A time-lined evacuation or early movement of the vulnerable population with clear early warning and an order from a competent authority to prevent exposure prior to the occurrence or direct effects of a disaster or hazard.

## 7. GUIDELINES

### 7.1. Parameters in Reporting Pre-Emptive Evacuation

#### 7.1.1. General Parameters

- 7.1.1.1. Population who are subjected to pre-emptive evacuation due to the following vulnerabilities:
  - 7.1.1.1.1. Families/Individuals/Communities identified with high to very high susceptibility to slow onset hazards (landslide, flooding, biohazards, etc.).
  - 7.1.1.1.2. Access to the community is regularly affected, or the possibility of getting isolated.
  - 7.1.1.1.3. Individuals who have been previously affected by, evacuated from, or are unable to recover from prior disasters or hazards.
- 7.1.1.2. Meanwhile, populations affected by sudden on-set hazard events, such as earthquakes, firefights, fires, etc., *shall not be considered pre-emptively evacuated.*

### 7.1.2. **Tropical Cyclones**

7.1.2.1. The following conditions are present in consideration of Pre-emptive Evacuation for Tropical Cyclones:

7.1.2.1.1. If the projected entry of a Tropical Cyclone (set by DOST-PAGASA) is prior to the date/s of impact, it will be considered pre-emptive evacuation.

7.1.2.1.2. If the evacuated population resides in the areas identified in the Tropical Cyclone Bulletin.

7.1.2.2. Moreover, evacuation during flooding (including dam discharge) or landslides as an effect of a tropical cyclone shall not be considered pre-emptive evacuation.

### 7.1.3. **Flooding and Rain-induced Landslides as Effects of Other Weather Systems**

7.1.3.1. The following are to be considered as pre-emptive evacuation in the event of other weather systems, such as Low Pressure Areas, Monsoons, and Shear Line:

7.1.3.1.1. If the population evacuated falls under areas identified in General Flood Advisories, DENR-MGB Lists of Barangays Susceptible to Rain-Induced Landslides and Flooding, and DOST-PHIVOLCS Dynaslope.

7.1.3.1.2. If the population living in flood- and landslide-prone areas were evacuated on the basis of Heavy Rainfall Advisories (Orange/Red Rainfall Warning).

7.1.3.2. Moreover, evacuation during flooding or landslides as an effect of a weather system shall not be considered pre-emptive evacuation.

### 7.1.4. **Distant Tsunami**

7.1.4.1. Upon the issuance of DOST-PHIVOLCS' warning, in the event of an earthquake in a large body of water, the evacuated population in areas deemed to be affected shall be considered pre-emptive evacuation.

7.1.4.2. Moreover, evacuation during a tsunami shall not be considered pre-emptive evacuation.

### 7.1.5. **Volcanic Eruption and other hazardous volcanic activities**

7.1.5.1. The following are parameters for reporting pre-emptive evacuation in case of a volcanic eruption:

7.1.5.1.1. If the evacuated population resides in the areas recommended for evacuation based on the advisories issued by DOST-PHIVOLCS.

7.1.5.2. Evacuation of families/individuals residing in the Permanent Danger Zone (PDZ) shall not be considered pre-emptive evacuation.

#### 7.1.6. **Human-induced Hazards**

7.1.6.1. The following must be present in consideration of Pre-emptive Evacuation in the event of a Mass Shooting/Firefights/Armed Conflict:

7.1.6.1.1. Evacuating people from the areas that may be affected before the violence erupts significantly reduces the risk of injury and fatalities.

7.1.6.1.2. Children, the elderly, and people with disabilities are especially vulnerable in these situations; thus, ensuring their security must be the priority.

### 7.2. **Parameters in Reporting Affected Population**

#### 7.2.1. **Directly Affected Population**

7.2.1.1. These are families/persons in areas that have directly felt the impacts of a disaster or hazard and need immediate assistance. They may include the following:

7.2.1.1.1. Individuals who have suffered an injury or illness, or who are bereaved family members.

7.2.1.1.2. Individuals who have been evacuated, displaced, or relocated due to flooding, landslides, or other hazards or who have experienced direct consequences such as damage to their properties.

7.2.1.1.3. Individuals whose livelihoods have been impacted, including agricultural lands, crops, livestock, fisheries, and poultry submerged by floods or covered by landslides, as well as damaged boats, machinery, and industrial facilities, among others.

7.2.1.1.4. Individuals whose way of living and basic necessities are affected by the disaster or hazard. Necessities include food and water, clothes, shelter, and hygiene.

7.2.1.1.5. Individuals who are displaced or locally stranded in affected areas are not originally from those locations.

## 7.2.2. Indirectly Affected Population

7.2.2.1. These populations are those who have suffered consequences, other than or in addition to direct effects due to:

7.2.2.1.1. Disruption of basic services, commerce, work, or economic changes.

7.2.2.1.2. Destruction of critical infrastructure, social, cultural, and environmental assets.

7.2.2.1.3. Individuals whose livelihoods were interrupted and cannot operate due to bad weather conditions and cannot engage in business and trades due to damage to access networks (i.e., roads and bridges) or any indirect effects of the disaster.

## 7.3. Reporting Pre-emptive Evacuation and Affected Population

### 7.3.1. Official Sources of Information

7.3.1.1. Local Government Units (LGUs) that are potentially affected shall be the primary data source on Pre-emptive Evacuation.

7.3.1.2. Department of Social Welfare and Development (DSWD), through the City/Municipal Social Welfare and Development Offices (C/MSWDOs) of the LGUs, shall be the primary source of data on the Affected Population.

### 7.3.2. Pre-emptive Evacuation

7.3.2.1. The C/MDRRMO, assigned to areas potentially impacted by a disaster and conducts pre-emptive evacuations, shall submit a report to the C/MDRRMCs, signed by the Local Chief Executive.

7.3.2.2. The report shall contain the following details:

7.3.2.2.1. Name of the local government unit.

7.3.2.2.2. Number of families and individuals pre-emptively evacuated with sex, age, and sectoral group disaggregation.

7.3.2.2.3. Number of heads per type of livestock owned by pre-emptively evacuated families or individuals<sup>1</sup>.

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<sup>1</sup> The purpose of gathering this information is to account for the livestock that will be left behind by the persons to be evacuated, whether or not these livestock will be evacuated as well. Meanwhile, the information on evacuated animals shall be reported separately.

- 7.3.2.2.4. Information about the ECs or temporary shelter, including those staying outside ECs (i.e., relatives or friends).
- 7.3.2.2.5. Action photos with appropriate captions (these can be submitted later if there are internet connectivity issues).
- 7.3.2.3. The PDRRMCs shall consolidate reports from C/MDRRMCs that shall be submitted to their respective RDRRMCs.
- 7.3.2.4. The RDRRMCs shall submit consolidated PDRRMC reports to the NDRRMC through the NDRRMC Monitoring Dashboard.
- 7.3.2.5. Data on the pre-emptively evacuated population can be counted as and further classified as Affected Population if said pre-emptively evacuated population has been validated to be affected by hazard event/s.
- 7.3.2.6. Displaced populations that have not recovered from a previous hazard event can be classified as pre-emptive evacuation, given that the population will be affected by the next or potential hazard event.

### 7.3.3. **Affected Population**

- 7.3.3.1. The C/MSWDOs or C/MDRRMOs in areas affected by a disaster shall submit a report duly signed by the Local Chief Executive to the PDRRMC.
- 7.3.3.2. The report shall contain the following details<sup>2</sup>:
  - 7.3.3.2.1. Number of affected families and individuals, disaggregated per barangay, municipality, and province.
  - 7.3.3.2.2. List of Evaluation Centers with number of families and individuals (cumulative and now).
  - 7.3.3.2.3. Number of families and individuals outside ECs (cumulative and now).
  - 7.3.3.2.4. Notes if there are discrepancies in the figures and/or still ongoing validation.
- 7.3.3.3. The C/MSWDOs or C/MDRRMOs shall submit their reports to PDRRMO and DSWD Field Office for consolidation.
- 7.3.3.4. The DSWD Field Office shall submit the consolidated report on the affected and displaced population to the DSWD Central Office, copy furnished to the RDRRMC.

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<sup>2</sup> Refer to "VIII. DROMIC Data Collection and Reporting Flow" of DSWD Memorandum Circular (MC) No. 5, series of 2024 or the Enhanced DROMIC Reporting Guidelines

7.3.3.5. The DSWD Central Office shall consolidate all reports from affected Regions and submit them to the NDRRMC.

**7.3.4. Repository of Information**

7.3.4.1. The Operations Center of National and Regional DRRMCs shall consolidate and review all information/reports that may be accessed by concerned agencies using the NDRRMC Monitoring Dashboard and/or NDRRMC Website.

**8. SEPARABILITY CLAUSE**

Should any of the provisions herein be declared invalid or unconstitutional by the appropriate authority or courts of law respectively, the same shall not affect the other provisions' validity unless otherwise so specified.

**9. REPEALING AND AMENDING CLAUSE**


All other issuances or any provision of any NDRRMC memorandum that may be inconsistent herewith are hereby amended, repealed, or modified accordingly.

**10. DISSEMINATION**

All National and Regional Disaster Risk Reduction and Management Council member agencies shall disseminate this Memorandum Circular to all local counterparts and Local Government Units within their territorial jurisdiction.

**11. EFFECTIVITY**

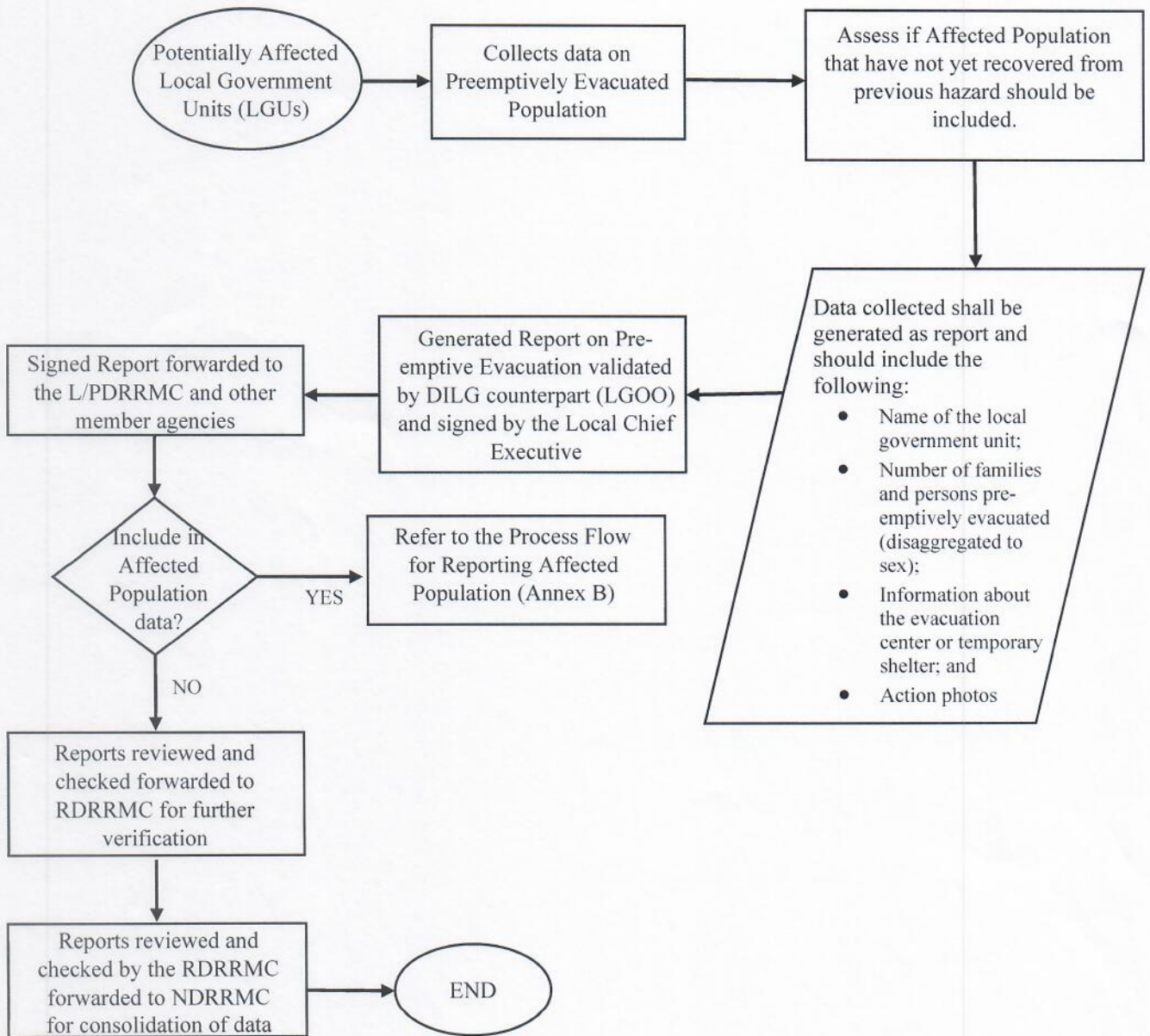
This Memorandum Circular shall take effect immediately.

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





## Annex A. Process Flow for Reporting Pre-emptive Evacuation



## Annex B. Process Flow for Reporting Affected Population

