



**EXECUTIVE ORDER NO. 180
SERIES OF 2023**

AN ORDER PRESCRIBING THE GUIDELINES ON THE CONDUCT OF PRE-EMPTIVE AND FORCED EVACUATION OF RESIDENTS DURING EMERGENCIES OR DISASTERS IN THE CITY OF PANABO

WHEREAS, Republic Act 10121 on the Philippine Disaster Risk Reduction and Management Act of 2010 emphasize the local government's role in protecting and ensuring the people's constitutional right to life and property;

WHEREAS, in order to safeguard, preserve and protect the lives, well-being and health of residents of the City in impending disaster, the local government must guarantee maximum care, assistance and services to families and individuals;

WHEREAS, pre-emptive evacuation is an effective means of disaster prevention by securing the population in a safe area and thereby preventing human casualties;

WHEREAS, it is imperative that a guideline on the conduct of evacuation during emergency situations should be implemented in Panabo City to facilitate, mitigate and ensure safety and survival of residents before and during the occurrence of an emergency or disaster;

WHEREAS, the local government units (LGUs) are authorized under Republic Act No. 7610 Section 16 of the Local Government Code of 1991, otherwise known as the General Welfare Clause to "*exercise the powers necessary, appropriate, or incidental for its efficient governance and those which are essential to the promotion of the general welfare*";

WHEREFORE, by the powers vested upon me as the Local Chief Executive of Panabo City and the Chairperson of the City Disaster Risk Reduction and Management Council, I, **JOSE E. RELAMPAGOS**, do hereby prescribe the guidelines on the conduct of pre-emptive and forced evacuations in the City of Panabo:

SECTION 1. IMPLEMENTATION OF EVACUATION GUIDELINES. This establishes the guidelines on the evacuation of residents of the City and delineates the general roles of respective agencies in Panabo City during emergencies and disasters.

SECTION 2. DEFINITION OF TERMS. As used herein, the following terms are hereby defined:

- a.) **Disaster** – a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources. Disasters are often described as a result of the combination of the exposure to a hazard; the conditions of vulnerability that are present; and insufficient capacity or measures to reduce or cope with the potential negative effects on human, physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption and environmental degradation¹.

¹ RA 10121. Philippine Disaster Risk Reduction and Management Act of 2020



- b.) **Disaster Response** – the provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected. Disaster response is predominantly focused on immediate and short-term needs and is sometimes called “disaster relief”.
- c.) **Evacuation** – is the rapid movement of people away from the immediate threat or impact of a disaster to a safer place of shelter. It is characterized by a short time frame, from hours to weeks, within which emergency procedures need to be enacted in order to save lives and minimize exposure to harm².
- d.) **Forced or Mandatory Evacuation** - an evacuation ordered and directed by authorities when it is judged that the risk to a population is too great to allow them to remain where they are and where sheltering in place would likely entail a higher level of risk³.
- e.) **Incident Commander** – Under the concept of the Incident Command System, the **Incident Commander** (IC) or the **Unified Command** (UC) is responsible for all aspects of the response, including developing incident objectives and managing all incident operations.

The IC is faced with many responsibilities when he/she arrives on scene. Unless specifically assigned to another member of the Command or General Staffs, these responsibilities remain with the IC. Some of the more complex responsibilities include:

- Establish immediate priorities especially the safety of responders, other emergency workers, bystanders, and people involved in the incident.
 - Stabilize the incident by ensuring life safety and managing resources efficiently and cost effectively.
 - Determine incident objectives and strategy to achieve the objectives.
 - Establish and monitor incident organization.
 - Approve the implementation of written or oral Incident Action Plan.
 - Ensure adequate health and safety measures are in place⁴;
- f.) **Pre-emptive or Advisory Evacuation** – occurs after an advisory by officials is issued to enable early response and informed decision-making by the population at risk on whether and when to evacuate. This may precede a mandatory evacuation to evacuate as the level of the threat and the risk associated with the alternative of sheltering increases⁵.
 - g.) **Spontaneous or Voluntary Evacuation** – occurs when people evacuate their current location due to actual or perceived risk using their own means (self-evacuation) and without (or before) being officially advised or directed to do so. This may include people who leave areas outside a designated evacuation zone (also known as “shadow evacuation”)⁶.

SECTION 3. GENERAL ROLES OF RESPECTIVE AGENCIES. With evacuation as a primary disaster response concern, the following are the general roles of respective agencies:

² Comprehensive Guide for Planning Mass Evacuations in Natural Disaster (MEND Guide) 2017. CCCM Cluster.

³ Ibid.

⁴ Incident Command System. Retrieved from https://osha.gov/SLTC/etools/ics/what_is_ics.html on May 15, 2017

⁵ Ibid (MEND).

⁶ Ibid

AGENCY INVOLVED**FUNCTIONS**

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| City Disaster Risk Reduction and Management Council | Recommend the implementation of forced or pre-emptive evacuation of local resident if necessary to avoid human casualties; |
| City Mayor, Chairperson of CDRRMC | Issues the order of evacuation upon Recommendation of the Council; |
| City Social Welfare and Development Office (CSWDO) | <ol style="list-style-type: none"> 1. The Chairperson in the Response Committee. Leads and undertakes relief operations. 2. Assess and evaluate the impact of calamities/disasters and provide immediate assistance. 3. Provide a progress report to the ICP and CDRRMO on rapid damage assessment in terms of the number of families affected; the number of damaged properties and lifelines. |
| General Services Office (GSO) | <ol style="list-style-type: none"> 1. As Vice-Chairperson, facilitate fast-tracking of logistical requirements. 2. Coordinate with the CEEMDO and CSWDO with regard to basic relief items for distribution. 3. Provide transportation. |
| Regional Emergency Assistance Communication Team -[REACT ECHO] | <ol style="list-style-type: none"> 1. Assist relief operation; 2. Mobilize radio groups available in the city. |
| Philippine National Police | <ol style="list-style-type: none"> 1. Mobilize all manpower and logistical resources to assist relief search and retrieval operations. 2. Provide internal security in the affected area. |
| Armed Forces of the Philippines (AFP) | <ol style="list-style-type: none"> 1. Reinforce the local PNP in terms of manpower and logistical resources to assist the LGU in relief, search, and retrieval operations. 2. Provide external security in the affected area. |
| PNP Maritime | <ol style="list-style-type: none"> 1. Assist in search, rescue, and retrieval operation in inland and coastal waters. 2. Enforce maritime laws. |
| Philippine Coast Guard (PCG) | Enforce maritime laws and assist other government agencies to involve in search, rescue, and retrieval operations both inland and sea waters. |
| Bureau of Fire Protection (BFP) | <ol style="list-style-type: none"> 1. Conduct fire suppression, search, rescue, and retrieval operations. 2. Assist water and mountain search and rescue operations |
| AFP Reservist | Assist in relief, search, and rescue operations. |

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| City Engineer's Office (CEO) | <ol style="list-style-type: none"> 1. Mobilize available resources such as heavy equipment, transportation for initial restoration, and evacuation. 2. Institute appropriate action relative to engineering work. |
| City Health Office (CHO) | Mobilize manpower and medical supplies to cater to the medical needs of the victims. |
| Department of Education (DepEd) | <ol style="list-style-type: none"> 1. Warn or suspend classes in affected areas. 2. Alert schools in the affected areas for possible alternate evacuation centers. 3. Activate the disaster plan in schools. |
| City Agriculture Office (CAGRO) | <ol style="list-style-type: none"> 1. Mobilize personnel and equipment to assess, evaluate the impact of a disaster, and conduct appropriate positive action in favor of the victims. 2. Conduct rapid damage assessment on crops and a report shall reach the ICP or CDRRMO in 12 hours |
| City Disaster Risk Reduction and Management Office | <ol style="list-style-type: none"> 1. Takes charge of establishing and maintaining EOC and ICP immediately as an incident response. 2. Serves as the frontline unit of the CDRRMO in search, rescue and retrieval operations (Panabo Emergency And Rescue Services). |
| RADIO GROUPS/CSO | Provide fast monitoring and communication services to the ICP and CDRRMO Operation Center (OPCEN) |
| React, Scan, Kabalikat - Civicon etc. | <ol style="list-style-type: none"> 1. Assist the ICP and CDRRMO Operation Center (OPCEN); 2. Provide additional manpower for disaster relief and operations; |
| Davao Light and Power Company | <ol style="list-style-type: none"> 1. Disconnect electrical connection in affected areas especially in flooding to avoid victims of electrocution and restore same after the normalization of conditions in the area; 2. Provide electrical connection to the Incident Command Post; |
| Panabo Water District (PWD) | <ol style="list-style-type: none"> 1. Provide potable water to affected areas; 2. Immediate repair of damaged water pipelines; |
| Barangay DRRM Committee | <ol style="list-style-type: none"> 1. Take charge in informing its constituents of any advisory from the City to evacuate the area. 2. Take the lead in the initial stages of evacuation by assisting the people to safer areas. 3. Assist in any other manner to reduce the social impact of the evacuation of their constituents. 4. Activate all DRRM resources in the barangay. |

SECTION 4. ON SPONTANEOUS EVACUATION. The immediate tasks shall apply:

| PHASE | SPECIFIC AGENCY | IMMEDIATE TASKS |
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| Upon notice of evacuating residents | Barangay DRRMC | <ol style="list-style-type: none"> 1. Assist the evacuating resident by deploying its resources and personnel; 2. Immediately notify CDRRM Council and the CDRRMO/PEARS 3. Shall keep a timely inventory of its residents who have voluntarily evacuated and those who have undertaken shadow evacuation. |
| Emergency Shelter and Relief | CDRRMC (Response Committee) | Shall take the lead and activate all resources and personnel for disaster relief and operations. |
| Transitional / Return / or Alternative Shelter | CDRRMC | Undertake to assess and provision of : <ol style="list-style-type: none"> (1) return of resident to original location or (2) relocation to alternative shelter arrangements for prolonged displacement or (3) settlement in alternative location. (4) settlement in schools as alternate⁷ center. |

SECTION 5. GUIDELINES ON PRE-EMPTIVE EVACUATION. The following shall apply:

| PHASE | SPECIFIC AGENCY | IMMEDIATE TASKS |
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| Pre-event | CDRRMO/ PEARS BDRRMC | Ensure that all necessary public information on disaster preparedness are delivered; |
| Early Warning | CDRRMO/ PEARS BDRRMC | Evaluate the necessity of pre-emptive evacuation based on objective conditions; |
| Decision | CDRRMO/ PEARS Or Incident Commander | Evaluation report on the propriety of pre-emptive evacuation; notify of submit the same to CDRRM Council; |
| | CDRRM Council | Recommendation to Chairperson. |
| | CDRRMC Chairperson | Issues advisory for pre-emptive evacuation of the area/s. |
| Evacuation | CDRRMC (Response Committee) | Activate all agencies for effective and orderly evacuation of residents. |
| Emergency Shelter and Relief | CDRRMC (Response Committee) | Shall take the lead and activate all resources and personnel for disaster relief and operations. |
| Transitional / Return / or Alternative Shelter | CDRRMC | Undertake to assess and provision of: |

⁷ Letter of DepED Panabo to the LDRRMO

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| | | (1) return of resident to original location or (2) relocation to alternative shelter arrangements for prolonged displacement or (3) settlement in alternative Location |
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The CDRRMC Chairperson may, upon his/her assessment or determination, issue the advisory *motu proprio* if it is impractical to convene the CDRRM Council for the recommendation based on the conditions present.

SECTION 6. PROCEDURES ON THE DECLARATION OF FORCED EVACUATION. Listed below are the procedures to follow when a forced evacuation has been declared:

| PHASE | SPECIFIC AGENCY | IMMEDIATE TASKS |
|---|---|---|
| Pre-event | CDRRMO/ PEARS BDRRMC | Ensure that all necessary public information on disaster preparedness are delivered |
| Early Warning | CDRRMO/ PEARS BDRRMC | Evaluate the necessity of pre-emptive evacuation based on objective conditions; |
| Decision | CDRRMO/ PEARS Or Incident Commander | Evaluation report on the propriety of pre-emptive evacuation; notify of submitting the same to CDRRM Council; |
| | CDRRM Council | Recommendation to chairperson |
| | CDRRMC Chairperson | Issues order of forced evacuation of the residents in the area/s |
| Evacuation | CDRRMC (Response Committee) | Activate all agencies for the effective and orderly evacuation of residents |
| Emergency Shelter and Relief | CDRRMC (Response Committee) | Shall take the lead and activate all resources and personnel for disaster relief and operations |
| Transitional / Return / or Alternative Shelter | CDRRMC | Undertake to assess and provision of: (1) return of resident to original location or (2) relocation to alternative shelter arrangements for prolonged displacement or (3) settlement in alternative Location |

SECTION 7. MOBILIZATION OF OTHER GOVERNMENT AGENCIES. In declaring the enforcement of forced evacuation, the members of the Philippine National Police (PNP), the Armed Forces of the Philippines (AFP), Philippine Coast Guard (PCG), Bureau of Fire Protection (BFP), Department of Public Works and Highways (DPWH) and National Irrigation Authority (NIA), assigned within the affected locality may be mobilized by the CDRRM council.

SECTION 8. REFUSAL OF LOCAL RESIDENTS TO LEAVE THEIR HOMES OR, AFTER EVACUATING, GO BACK THEREIN WITHOUT AN ORDER ALLOWING THEM TO DO SO. In the

Any person who willfully and deliberately disregards or opposed the order of forced evacuation issued by the City Mayor shall release the latter from any liability for the former's injury or death attributed to his disobedience. This is without prejudice to any charges against any person who has committed offenses in furtherance of such disobedience.

During the evacuation, priority shall be given to those persons or residents who willfully comply with the order of forced evacuation.

SECTION 9. SUBMISSION OF REPORT. Within twenty- four (24) hours upon the declaration of pre-emptive or forced evacuation, the City Mayor shall report the declaration to the City Disaster Risk Reduction and Management Council (CDRRMC) and Sangguniang Panlungsod.

SECTION 10. OPERATIONAL EXPENSES AND FUNDING. All costs pertaining to the operations of the conduct of evacuation shall be chargeable against the CDRRM Fund of the City, all subject to the usual government accounting and auditing rules and regulations.

SECTION 11. SEPARABILITY. Should any part or provision of this order be held invalid or unconstitutional, the other provisions not affected thereby shall remain in full force and effect.

SECTION 12. EFFECTIVITY CLAUSE. This Order shall take effect immediately upon signing thereof.

Done this 14th day of March, 2023 in the City of Panabo, Davao del Norte, Philippines.


JOSE E. RELAMPAGOS
City Mayor