



THE
PHILIPPINE
DISASTER RISK REDUCTION
AND MANAGEMENT SYSTEM
COUNTRY REPORT



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ADRC Visiting Researcher Program 2025

Kobe-Hyogo, Japan



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Executive Summary

This Country Report presents a strategic overview of the Republic of the Philippines with a focus on disaster risk exposure, disaster risk reduction and management (DRRM) governance, and national response systems. Located along the western Pacific typhoon belt and the Pacific Ring of Fire, the Philippines is among the world's most disaster-prone countries, facing recurrent tropical cyclones, earthquakes, volcanic activity, floods, storm surges, landslides, droughts, and climate-related hazards. These risks are intensified by climate change, geographic fragmentation, extensive coastlines, rapid urbanization, and underlying socioeconomic vulnerabilities. The report situates disaster risk within the country's broader national context, including its archipelagic geography, democratic governance system, open economy, and culturally diverse society. These structural characteristics shape both vulnerability patterns and resilience capacities. Strong community values, particularly *bayanihan* (collective solidarity), and localized governance traditions provide important social foundations for community-based resilience and disaster preparedness.

A central focus of the report is the institutional transformation of Philippine disaster governance following the enactment of **Republic Act No. 10121 (2010)**, which shifted the national system from reactive disaster response to a proactive, risk-based governance framework. This law institutionalized the **National Disaster Risk Reduction and Management Framework (NDRRMF)** and the **National Disaster Risk Reduction and Management Plan (NDRRMP)**, embedding disaster risk reduction, resilience-building, and climate change adaptation into national development policy. The updated NDRRMP (2020–2030) aligns national DRRM policy with the Sendai Framework for Disaster Risk Reduction, the Philippine Development Plan, and national climate strategies.

The report highlights the central coordinating roles of the **National Disaster Risk Reduction and Management Council (NDRRMC)** and the **Office of Civil Defense (OCD)**, supported by a decentralized **DRRM Network** that operates from national to barangay levels. This system enables bottom-up disaster response, community-centered preparedness, and localized risk governance, reinforced by legally mandated funding mechanisms such as the

Local Disaster Risk Reduction and Management Fund (LDRRMF). Operationally, the Philippines has institutionalized a **National Disaster Response and Early Recovery Cluster System** and a comprehensive **National Disaster Response Plan (NDRP)**, providing structured coordination, clear leadership, and multi-sectoral integration during emergencies. These mechanisms enhance predictability, accountability, and effectiveness in humanitarian response and early recovery operations.

Overall, the Philippines represents a **high-risk yet institutionally robust disaster governance system**, combining strong legal frameworks, decentralized governance, and evolving resilience mechanisms, while continuing to face challenges related to climate vulnerability, urban risk concentration, and structural inequalities. Within the context of the **ADRC Visiting Researcher Program 2025**, the Philippine experience offers valuable lessons for regional cooperation, comparative resilience studies, and transnational knowledge exchange in disaster risk governance, climate adaptation, and institutional coordination.

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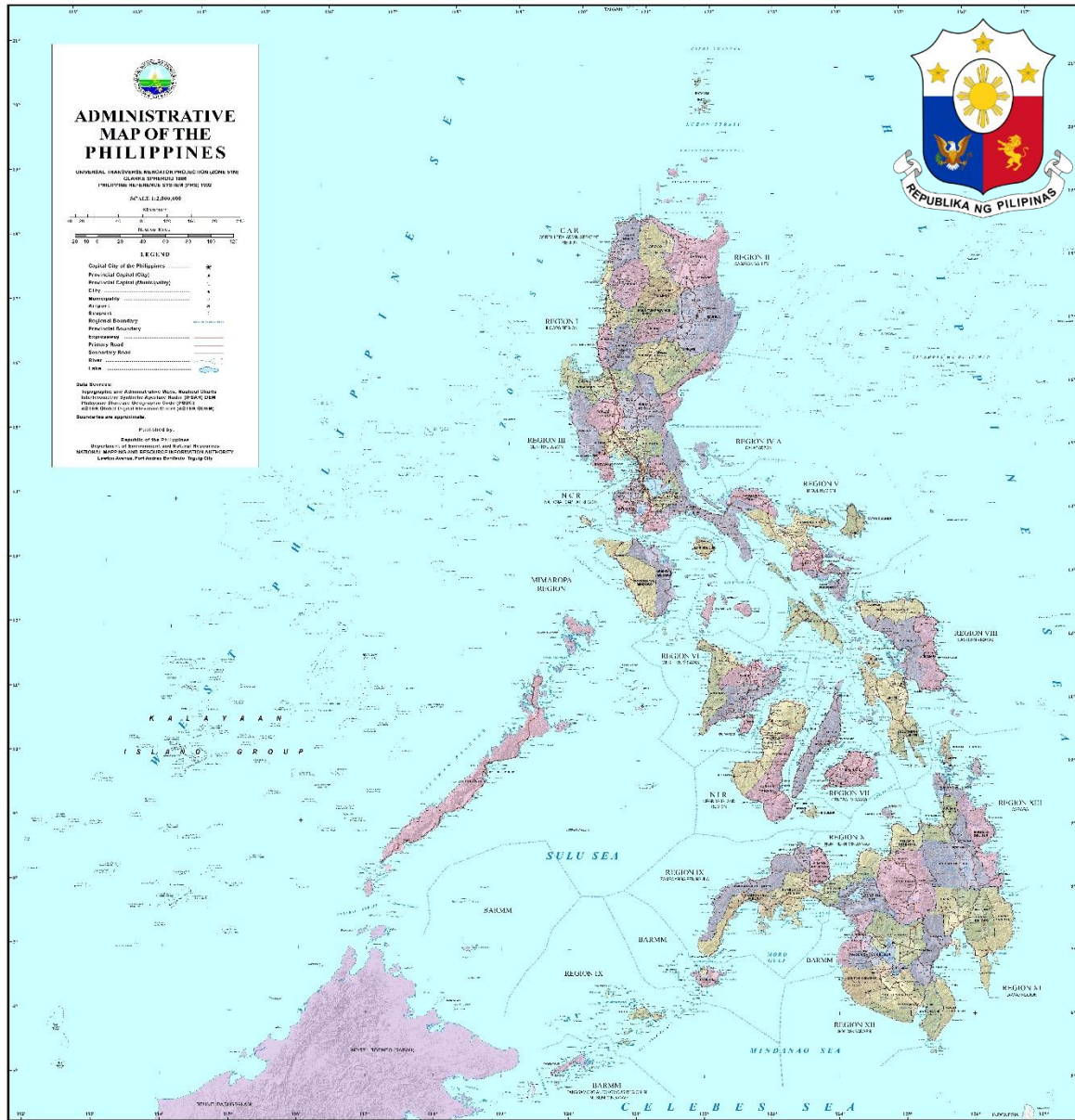
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1

2 I. General Information

3 The Republic of the Philippines is a sovereign archipelagic state located in Southeast Asia,
4 comprising approximately 7,641 islands and covering a total territorial area of more than
5 300,000 square kilometers. The country is geographically organized into three principal island
6 groups: Luzon, Visayas, and Mindanao. Historically, the Philippines was named after Prince
7 Philip—later King Philip II of Spain—by the Spanish explorer Ruy López de Villalobos during
8 his expedition to the archipelago between 1542 and 1546. This colonial naming reflects the

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9 long period of Spanish influence that significantly shaped the country's political institutions,
10 cultural identity, and administrative systems.

11 Politically, the Philippines operates as a unitary presidential constitutional republic, wherein
12 the President functions concurrently as head of state and head of government. The nation
13 formally proclaimed its independence from Spanish colonial rule on 12 June 1898, following
14 the culmination of the Philippine Revolution. Since independence, the Philippines has
15 developed into an active participant in international governance and diplomacy. It is a founding
16 member of the United Nations (UN) and the Association of Southeast Asian Nations (ASEAN),
17 reflecting its strategic role in multilateral cooperation, regional integration, and global
18 diplomacy. The country maintains an extensive diplomatic network, with embassies and
19 consulates established in 62 countries worldwide, facilitating international relations, trade
20 engagement, labor mobility, and development cooperation.

21 Economically, the Philippines functions as an open and globally integrated economy. Its
22 primary export commodities include electronics and semiconductors, transport equipment,
23 construction materials, and mineral resources. These exports position the country within
24 global manufacturing and industrial supply chains, particularly in high-technology and
25 electronics production. The Philippines maintains strong trade relations with major global
26 economies, with Japan, the United States, China, South Korea, and Germany identified as its
27 principal export markets. This diversified trade network reflects the country's strategic
28 economic orientation toward both regional and transcontinental markets, reinforcing its role
29 within global value chains and international production systems.

30 Tourism constitutes a significant pillar of the Philippine economy and national development
31 strategy. In 2019, the country recorded a historic peak of 8.2 million foreign tourist arrivals,
32 attributed in part to the global success of its national tourism branding campaign, "It's More
33 Fun in the Philippines." The country's tourism sector is anchored in its rich natural, cultural,
34 and ecological assets, which include world-renowned destinations such as Boracay Island
35 (Aklan), the Puerto Princesa Subterranean River National Park (Palawan), the Chocolate Hills

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36 (Bohol), Mayon Volcano (Albay), Siargao Island (Surigao del Norte), and the Banaue Rice
37 Terraces (Ifugao). Major urban centers—including Manila, Baguio, Vigan, Cebu, and Davao—
38 also serve as cultural, commercial, and tourism hubs, contributing to the sector’s economic
39 and social significance.

40 Collectively, these geographic, political, economic, and cultural characteristics position the
41 Philippines as a strategically important state in Southeast Asia. Its archipelagic structure,
42 democratic governance system, global trade integration, and tourism-based development
43 model create a complex national context where modernization, globalization, and
44 development intersect. This multidimensional national profile provides a critical foundation for
45 research in fields such as development studies, political economy, disaster risk governance,
46 climate adaptation, urbanization, resilience studies, international relations, and sustainable
47 development. <https://www.gov.ph/the-philippines-3/>



Underground River in Palawan



Banawe Rice Terraces in Ifugao



Chocolate Hills in Bohol



Mayon Volcano in Albay

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49 **The Government**

50 The Philippines is a republic operating under a presidential system of government, in which
51 state authority is constitutionally distributed among three co-equal branches: the executive,
52 legislative, and judicial. This tripartite structure institutionalizes the principle of separation of
53 powers and is designed to prevent the concentration of authority within any single branch of
54 government. Through a system of checks and balances, each branch is endowed with
55 mechanisms to limit and regulate the powers of the others, thereby promoting accountability,
56 constitutional governance, and the rule of law. This
57 institutional arrangement is intended to ensure that public
58 authority is exercised in alignment with democratic principles
59 and in the service of the collective interests and welfare of the
60 citizenry.



61 *"The Philippines is a democratic and Republican State.*

62 *Sovereignty resides in the people and all government authority emanated from them"*

63 Article II. SECTION I OF THE 1987 CONSTITUTION

64 <https://www.gov.ph/the-government/>

65 **Language and Linguistic Structure**

66 The Philippines is a multilingual nation characterized by a complex linguistic landscape that
67 reflects its cultural diversity and historical development. The country recognizes two official
68 languages: Filipino and English. Filipino, which is based primarily on Tagalog, serves as the
69 national language and functions as a unifying medium of communication across ethnic and
70 regional groups. English is widely used in governance, commerce, law, science, and higher
71 education and serves as the principal medium of instruction in tertiary-level institutions.

72 In addition to the official languages, at least eight major regional languages are spoken by
73 significant portions of the population, including Tagalog, Cebuano, Ilocano, Hiligaynon
74 (Ilonggo), Bicol, Waray, Kapampangan, and Pangasinense. This multilingual environment
75 supports both national integration and cultural pluralism.

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76 Filipino, as a living and evolving language, continues to develop through lexical borrowing
77 from other Philippine languages and non-native languages. This dynamic linguistic evolution
78 reflects sociocultural interaction, globalization, and the diverse communicative needs of
79 speakers across different social groups, professional sectors, and scholarly communities. As
80 such, language in the Philippines functions not only as a communicative tool but also as a
81 sociopolitical and cultural integrative mechanism.

82 **Water Infrastructure and Potable Water Systems**

83 Urban water supply systems in Metro Manila and other major Philippine cities are generally
84 considered potable, reflecting the presence of centralized water treatment and distribution
85 infrastructures. In parallel, bottled purified water, spring water, and mineral water are widely
86 available through commercial distribution networks, including hotels, resorts, and retail
87 establishments. These parallel systems of water access reflect both infrastructure
88 development and consumer trust dynamics, as well as risk perceptions related to public water
89 systems.

90 The coexistence of public potable water infrastructure and private bottled water markets
91 illustrates broader patterns of urban service provision, governance trust, and risk management
92 in developing urban contexts.

93 **Measurement Systems**

94 The Philippines officially adopts the metric system as the standard unit of measurement in
95 trade, science, governance, and legal transactions. However, traditional imperial units—such
96 as inches, feet, and yards—remain commonly used in everyday practice, particularly in
97 construction, textiles, and informal markets. This dual system reflects historical influences,
98 practical adaptation, and the coexistence of formal regulatory standards with informal
99 economic practices.

100 **Electricity Systems and Energy Infrastructure**

101 The national electricity supply in the Philippines operates primarily at 220 volts, consistent with
102 international standards used in many Asian and European countries. In selected commercial

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103 establishments, particularly major hotels and tourism facilities, 110 volts alternating current is
104 also available to accommodate international appliances and travelers.

105 Appliance compatibility remains dependent on voltage specifications, necessitating
106 appropriate voltage converters or compatible equipment. This dual-voltage environment
107 reflects the country's integration into global tourism and international mobility systems.

108 **Clothing Practices and Cultural Dress Norms**

109 The Philippines' tropical climate significantly influences clothing practices and cultural norms.
110 Light, breathable, and loose-fitting garments are commonly worn to accommodate high
111 temperatures and humidity levels. Light-colored clothing is preferred during daytime due to its
112 heat-reflective properties, while darker colors are typically worn during evening hours.

113 Traditional national attire also retains cultural and symbolic significance. The Barong Tagalog,
114 the national formal garment, is typically made from lightweight fabrics such as piña or abaca
115 and is distinguished by intricate embroidery. It is worn in formal and ceremonial contexts as
116 an alternative to Western business attire and reflects the integration of indigenous materials,
117 colonial history, and national identity. The garment is often paired with traditional innerwear
118 such as the camisa de chino, representing a hybrid cultural aesthetic shaped by historical
119 intercultural exchange.

120 **Monetary System and Financial Practices**

121 The official currency of the Philippines is the Philippine Peso (₱; PHP), subdivided into 100
122 centavos (sentimos). Foreign currency exchange is legally regulated and conducted through
123 authorized financial institutions, including banks, hotels, large commercial establishments, and
124 licensed money-changing centers. Informal currency exchange is prohibited under Philippine
125 law, reflecting regulatory efforts to maintain financial system integrity and prevent illicit
126 economic activities.

127 Major commercial establishments, hotels, restaurants, and resorts widely accept international
128 credit cards, including Visa, MasterCard, and American Express. Traveler's checks,
129 particularly those issued by American Express, remain accepted in select establishments,

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130 although personal checks drawn on foreign banks are generally not recognized. Despite the
131 availability of international payment systems, the local currency remains the most practical
132 and efficient medium of exchange for daily transactions, particularly outside major urban
133 centers.

134 **Business Hours and Labor Norms**

135 Standard business operations in the Philippines typically follow a weekday schedule from 8:00
136 AM to 5:00 PM, with reduced hours on Saturdays. Banking institutions generally operate from
137 9:00 AM to 3:00 PM, Monday to Friday. Identification requirements, including passport
138 presentation for foreign nationals, are standard for banking transactions.

139 Labor regulations establish a maximum of eight working hours per day, with a mandatory one-
140 hour lunch break, reflecting statutory labor protections. While formal office work is regulated,
141 remote work arrangements remain less explicitly governed, reflecting evolving labor structures
142 in digital and flexible employment systems.

143 Postal services operate on weekdays, with standardized ZIP code systems in place for mail
144 delivery. These administrative infrastructures reflect formal governance systems that support
145 communication, commerce, and service delivery.

146 **Time Zone System**

147 The Philippines operates under a single national time zone known as Philippine Time (PHT),
148 which corresponds to UTC +8 hours. The use of a unified national time system supports
149 administrative coordination, economic integration, and national governance efficiency across
150 the archipelago.

151 **Climate and Environmental Conditions**

152 The Philippines has a tropical maritime climate characterized by high temperatures, humidity,
153 and seasonal rainfall patterns. The annual climate cycle is commonly divided into three
154 general periods: a cooler season from November to February, a hot and dry season from
155 March to May, and a rainy season from June to October. The months of July to September

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156 are particularly associated with typhoon activity, reflecting the country's position within the
157 Western Pacific typhoon belt.

158 The national average temperature is approximately 25°C (78°F), with average relative
159 humidity levels around 77%. While seasonal variations occur across regions, some areas—
160 such as Cebu—exhibit relatively stable climatic conditions throughout the year. Climate
161 patterns play a critical role in shaping agricultural productivity, tourism cycles, disaster risk
162 exposure, and urban planning strategies.

163 **Cultural Institutions and State Cultural Governance**

164 The cultural and artistic development of the Philippines is institutionally supported by a network
165 of national government agencies tasked with the preservation, promotion, and regulation of
166 cultural heritage, artistic expression, and historical memory. The principal cultural agencies
167 include the Cultural Center of the Philippines (CCP), the National Historical Institute, the
168 National Museum, the National Library, the Records Management and Archives Office, and
169 the Commission on the Filipino Language.

170 The heads of these institutions serve as ex-officio members of the National Commission for
171 Culture and the Arts (NCCA) Board, establishing an integrated governance framework for
172 cultural policy, heritage conservation, language development, and artistic programming. With
173 the exception of the Commission on the Filipino Language, these agencies operate under the
174 administrative coordination of the NCCA. This institutional structure reflects a centralized
175 model of cultural governance that seeks to integrate historical preservation, linguistic
176 development, artistic production, and archival management within a unified national policy
177 framework.

178 This governance architecture plays a critical role in safeguarding both tangible and intangible
179 cultural heritage, supporting national identity formation, and promoting cultural continuity in
180 the context of globalization and modernization.

181 **Ethnogenesis and Cultural Identity**

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182 The Filipino people represent a complex process of ethnogenesis shaped by centuries of
183 migration, trade, colonization, and cultural exchange. While the population is broadly
184 described as being of Malay stock, historical intermixing with Chinese, Spanish, Arab, and
185 later American populations has produced a heterogeneous sociocultural composition. The
186 long history of Western colonial rule, combined with sustained contact with Asian and Middle
187 Eastern traders, has resulted in a population characterized by cultural hybridity and syncretism.
188 This historical layering of influences has produced a distinctive national identity in which
189 Eastern and Western cultural traditions coexist and interact. The Filipino cultural identity
190 reflects a synthesis of indigenous Southeast Asian foundations, Hispanic religious and social
191 structures, Anglo-American institutional influences, and Chinese commercial traditions. As a
192 result, Filipino society exhibits a hybrid cultural orientation that is both Asian and Western in
193 character.

194 **Social Values and Collective Identity**

195 Core Filipino social values reflect this blended cultural heritage. The concept of bayanihan,
196 often translated as communal solidarity or collective cooperation, reflects indigenous Malay
197 traditions emphasizing mutual aid, kinship, and community cohesion. Strong family structures
198 and extended kinship networks reflect Chinese cultural influences, while religious piety and
199 ritual life derive largely from Spanish colonial Christianity.

200 Hospitality functions as a central cultural norm and social value across Filipino society. It is
201 widely regarded as a defining characteristic of Filipino identity and serves as a key mechanism
202 of social integration, intercultural interaction, and community belonging. Emotional
203 expressiveness, relational warmth, and interpersonal openness further distinguish Filipino
204 social culture, often producing a cultural orientation that blends Asian collectivism with Latin
205 affective expressiveness.

206 **Regional and Ethnolinguistic Diversity**

207 Filipino society is characterized by significant regional, cultural, and linguistic diversity. The
208 population is geographically and culturally differentiated into regional groups, each possessing

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209 distinct historical experiences, dialects, and cultural traits. These include the Ilocanos of
210 Northern Luzon, the Tagalogs of the Central Plains, the Visayans of the Central Islands, and
211 the ethnolinguistic groups and Muslim communities of Mindanao.

212 Across the archipelago, more than 111 dialects and languages are spoken, reflecting the deep
213 ethnolinguistic plurality of the country. This diversity is rooted in the archipelagic geography,
214 historical settlement patterns, and localized cultural development. Tribal and indigenous
215 communities remain present across multiple regions, contributing to the cultural richness and
216 pluralism of Philippine society.

217 Despite this diversity, national cohesion is maintained through shared institutions, common
218 languages (Filipino and English), and integrative cultural narratives that emphasize unity
219 within diversity.

220 **Religious Composition and Historical Development**

221 Religion constitutes a foundational dimension of Philippine social and cultural life. The
222 Philippines is one of the few predominantly Christian nations in Asia, a condition resulting from
223 Spanish colonial rule beginning in the sixteenth century. Roman Catholicism was introduced
224 by Spanish missionaries following the arrival of Ferdinand Magellan in 1521 and subsequently
225 became the dominant religious tradition. Today, approximately 83% of the population identifies
226 as Roman Catholic, making Catholicism the central religious institution in national life.

227 Islam predates Christianity in the Philippines, having been introduced in the fourteenth century
228 through Arab and Southeast Asian trade networks. Islamic communities became established
229 primarily in the southern regions of Mindanao and the Sulu Archipelago, where Islam remains
230 a major religious and cultural force. These communities maintain distinct religious, legal, and
231 cultural traditions that continue to shape regional identity and social organization.

232 Protestant Christianity was introduced during the American colonial period at the end of the
233 nineteenth century, particularly through Presbyterian and Methodist missionary activities that
234 accompanied American military occupation in 1899. This period further diversified the

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235 country's religious landscape and contributed to the institutional development of Protestant
236 churches.

237 **Indigenous Christian Movements and Religious Pluralism**

238 In addition to global religious traditions, the Philippines has produced indigenous Christian
239 movements that reflect localized religious expression and institutional autonomy. Two
240 prominent examples are the Philippine Independent Church (Aglipayan Church), founded in
241 1902, and the Iglesia ni Cristo, founded in 1914. These churches represent uniquely Filipino
242 religious institutions that integrate Christian theology with nationalist and indigenous
243 organizational structures.

244 The Iglesia ni Cristo, in particular, has expanded significantly in membership and institutional
245 presence, with distinctive architectural forms that serve as visible landmarks in urban and rural
246 landscapes across the country. The Philippine Independent Church has also maintained
247 national influence and has engaged in international religious partnerships, including a
248 covenantal relationship with the Anglican Church.

249 Together, these religious traditions illustrate the pluralistic and hybrid nature of Philippine
250 religiosity, where global religious systems coexist with locally rooted spiritual institutions.

251 <https://www.tourism.gov.ph/explore/reminders>

252 **Environmentally Responsible Travel Items**

253 Sustainable tourism practices emphasize minimizing ecological footprints, reducing waste
254 generation, and promoting environmentally responsible consumption behaviors. The following
255 items represent practical tools that support responsible travel, environmental stewardship, and
256 sustainable mobility, particularly in ecologically sensitive destinations.

257 Rechargeable Batteries

258 The use of rechargeable batteries reduces the generation of hazardous waste associated with
259 disposable battery disposal. Improperly discarded single-use batteries contribute to soil and
260 water contamination due to heavy metal leakage. Long-life rechargeable alternatives offer

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261 both environmental and economic benefits through repeated use and reduced waste
262 accumulation.

263 Offline Digital Maps and Navigation Tools

264 Downloaded digital maps and offline navigation applications provide an environmentally
265 sustainable alternative to printed maps and paper-based travel materials. These tools reduce
266 paper consumption and waste generation while enhancing travel efficiency and accessibility
267 in areas with limited connectivity.

268 Reef-Safe and Oxybenzone-Free Sunscreen

269 Conventional sunscreens containing oxybenzone and similar chemical compounds have been
270 linked to coral reef degradation and marine ecosystem disruption. The use of reef-safe,
271 biodegradable, and oxybenzone-free sunblock formulations supports marine conservation
272 efforts while ensuring personal health protection.

273 Reusable Water Containers

274 Refillable water bottles and tumblers reduce reliance on single-use plastic containers,
275 contributing to waste reduction and improved resource efficiency. Their use aligns with circular
276 economy principles and sustainable consumption models.

277 Reusable Straws and Cutlery Sets

278 Portable reusable utensils serve as practical alternatives to disposable plastic straws and
279 cutlery, which are major contributors to marine and urban waste pollution. Their integration
280 into daily travel routines supports waste minimization strategies and responsible consumption
281 behavior.

282 Reusable Shopping Bags (Ecobags)

283 Durable reusable tote bags replace single-use plastic shopping bags and support waste
284 reduction policies. Their use is particularly relevant in regions implementing plastic bag
285 regulations and environmental protection policies.

286 Digital Boarding Passes and Electronic Travel Documents

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287 Electronic boarding passes and digital travel documentation reduce paper consumption and
288 operational waste within the transportation sector. The digitization of travel processes aligns
289 with sustainable transport governance and low-carbon travel systems.

290 Natural and Chemical-Minimized Insect Repellents

291 The use of insect repellents formulated with minimal chemical content reduces environmental
292 contamination and supports ecosystem protection, particularly in biodiversity-rich
293 environments. Natural formulations also reduce potential health risks associated with
294 prolonged chemical exposure.

295 <https://www.tourism.gov.ph/explore/reminders>

296 **Environmentally Harmful Practices to Avoid**

297 Sustainable and responsible tourism requires not only the adoption of pro-environmental
298 practices but also the active avoidance of behaviors that contribute to ecological degradation,
299 resource depletion, and biodiversity loss. The following practices represent critical behavioral
300 risks within tourism systems and natural environments and should be systematically
301 discouraged through education, policy, and community engagement.

302 Wildlife Interaction and Physical Contact

303 Direct physical interaction with wildlife, including touching, feeding, or disturbing animals,
304 poses significant ecological and ethical risks. Many species are highly sensitive to human
305 contact, which can result in physiological stress, behavioral disruption, and long-term
306 ecological harm. In marine ecosystems, species such as whale sharks and coral reef
307 organisms are particularly vulnerable to human interference. Restrictions imposed by tour
308 guides and conservation authorities serve not only to protect human safety but also to
309 preserve wildlife health and ecosystem stability.

310 Improper Waste Disposal and Littering

311 Leaving waste in natural and urban environments contributes to land, marine, and ecosystem
312 pollution. Improper waste disposal disrupts habitats, threatens wildlife, and degrades
313 environmental quality. Responsible tourism ethics emphasize a “leave no trace” principle,

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314 wherein travelers are encouraged not only to manage their own waste responsibly but also to
315 contribute positively to environmental cleanliness by promoting collective accountability and
316 stewardship behaviors.

317 Extraction of Natural Materials as Souvenirs

318 The removal of natural materials such as shells, sand, corals, and stones from ecosystems
319 disrupts ecological balance and contributes to habitat degradation. These practices, often
320 normalized as souvenir collection, have cumulative environmental impacts when replicated at
321 scale. Sustainable tourism frameworks advocate for non-extractive tourism practices and
322 promote the support of local economies through the purchase of ethically produced goods
323 from community-based enterprises rather than ecological extraction.

324 Excessive Water Consumption

325 Water is a finite and increasingly scarce resource, with less than 1% of the Earth's freshwater
326 readily accessible for human use. Excessive water consumption, including prolonged showers
327 and unnecessary water usage in tourism facilities, exacerbates local water stress, particularly
328 in island and coastal environments. Water conservation practices are therefore essential
329 components of sustainable tourism governance and environmental responsibility.

330 Consumption of Illegally Sourced Products

331 The purchase of products derived from illegal wildlife trade, endangered species, or
332 environmentally destructive extraction processes directly sustains exploitative supply chains.
333 Consumer demand functions as a primary driver of environmental exploitation. Reducing
334 demand for such products contributes to biodiversity protection, wildlife conservation, and the
335 disruption of illegal environmental markets.

336 Excessive Electricity Use and Energy Waste

337 Overconsumption of electricity contributes to increased carbon emissions and environmental
338 degradation, particularly in energy systems dependent on fossil fuels. Behavioral practices
339 such as unnecessary device usage, failure to unplug electronics, and excessive air-
340 conditioning consumption increase individual and collective carbon footprints. Energy

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341 conservation at the individual level supports broader climate mitigation and low-carbon
342 transition strategies.

343 Food Waste Generation

344 Food waste represents a significant sustainability challenge within tourism systems,
345 contributing to resource inefficiency, methane emissions, and food insecurity paradoxes.

346 Responsible consumption practices emphasize portion control, mindful consumption, and
347 waste minimization. Reducing food waste supports sustainable food systems, resource
348 conservation, and ethical consumption models.

349 <https://www.tourism.gov.ph/explore/reminders>

350 **Responsible Travel Principles and Ethical Tourism Practices**

351 Responsible and sustainable tourism is grounded not only in environmental protection but also
352 in ethical conduct, cultural sensitivity, community engagement, and institutional accountability.

353 The following principles represent core behavioral guidelines that support socially inclusive,
354 culturally respectful, and environmentally sustainable tourism systems.

355 Compliance with Site-Specific Regulations

356 Tourism destinations operate within regulatory frameworks designed to protect ecological
357 integrity, cultural heritage, public safety, and community welfare. Understanding and adhering
358 to site-specific rules and regulations ensures the preservation of destinations while
359 maintaining safety and sustainability. Regulatory compliance supports long-term destination
360 viability and responsible visitor management systems.

361 Pre-Travel Research and Cultural Preparedness

362 Pre-visit research enhances cultural competence, social sensitivity, and contextual
363 understanding. Learning about local customs, dress norms, social etiquette, and community
364 practices enables travelers to engage respectfully and meaningfully with host communities.

365 Cultural preparedness contributes to positive intercultural interaction and reduces the risk of
366 cultural misunderstandings and social disruption.

367 Support for Local Economies and Community-Based Enterprises

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368 Sustainable tourism requires economic inclusion and community benefit-sharing mechanisms.
369 Supporting locally owned businesses and community-based enterprises strengthens local
370 economies, promotes inclusive growth, and enhances community resilience. The use of local
371 currency and direct purchases from small-scale vendors ensures that tourism-generated
372 income circulates within host communities rather than being extracted by external actors.

373 Respect for Human Dignity and Personal Privacy

374 Ethical tourism practices emphasize respect for individual dignity, cultural norms, and personal
375 privacy. Seeking consent before photographing individuals reflects respect for personal
376 boundaries and cultural values. Ethical representation and respectful engagement foster trust,
377 mutual respect, and positive social relations between visitors and host communities.

378 Institutional Trust and Regulatory Compliance in Tourism Services

379 The selection of government-accredited tourism establishments and service providers
380 strengthens institutional accountability, safety standards, and regulatory compliance. Booking
381 accredited accommodations, transport services, and tour operators reduces risks related to
382 safety, fraud, and service quality, while supporting governance systems that promote
383 responsible tourism management.

384 Minimalist and Low-Impact Travel Practices

385 Traveling with only essential items reduces physical burden, energy consumption, and
386 logistical demands associated with transport and mobility. Minimalist travel practices support
387 low-carbon mobility, encourage walking and cycling, and reduce environmental impact
388 through decreased transportation loads and resource use.

389 <https://tourism.gov.ph/explore/reminders>

390 II. Overview of Disasters

391 The Philippines ranks among the most disaster-prone countries globally due to its high levels
392 of exposure and vulnerability to natural hazards. Approximately 60 percent of the national land
393 area is exposed to various hazards, while an estimated 74 percent of the population is
394 vulnerable to multiple, overlapping risks. Climate-related hazards constitute the most

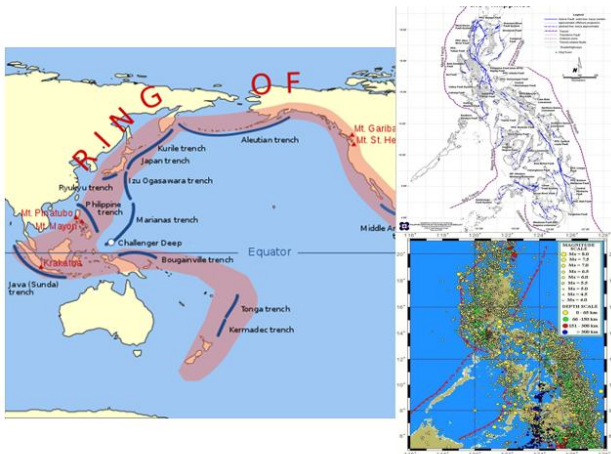
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395 frequently occurring disasters in the country. Each year, typhoons, storm surges, and intense
396 rainfall events affect millions of people, particularly in urban areas, and significantly disrupt
397 economic activities. The economic impact of these hazards is substantial, with average annual
398 losses from typhoons estimated at around 1.2 percent of gross domestic product (GDP), rising
399 to as much as 4.6 percent of GDP in years when super typhoons occur. (NDRRMC, 2024)
400 Situated along the western Pacific typhoon belt, the Philippines is widely recognized as one
401 of the most disaster-prone countries globally. On average, the country is affected by
402 approximately 18–20 tropical cyclones each year, several of which attain severe intensity and
403 result in extensive loss of life, damage to infrastructure, and disruption of livelihoods.



404 Reference: DOST-PAGASA
405 Moreover, the Philippines lies within the Pacific Ring of Fire, a geologically active zone that
406 subjects the archipelago to recurrent earthquakes and volcanic activity. Numerous active fault
407 lines and volcanoes are distributed throughout the country, further heightening its exposure to
408 natural hazards.

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Daily average
30
Plotted earthquakes per day

Average	
~100-150 <i>felt per year</i>	~100 <i>destructive earthquakes in past 400 years</i>

Reference: DOST-PHIVOLCS

409

410 Furthermore, the Philippines' archipelagic configuration, extensive coastline, rugged
411 mountainous interior, and the presence of numerous low-lying coastal zones substantially
412 heighten its exposure to a broad spectrum of natural hazards.

24
Active
Volcanoes
out of 300

Mayon (Albay)

Kanlaon (Negros)



Taal (Batangas)

Pinatubo (Zambales)

Bulusan (Sorsogon)

413

Reference: DOST-PHIVOLCS

414 These hazards include tsunamis, sea-level rise, storm surges, landslides, riverine and flash
415 flooding, as well as recurrent droughts. Such risks are increasingly intensified by climate
416 variability and the impacts of climate change. As a result, the country continues to confront
417 enduring and complex challenges in disaster risk reduction, climate change adaptation, and
418 the pursuit of sustainable development.

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Rank	Country	Risk
1.	Philippines	46.56
2.	India	40.73
3.	Indonesia	39.80
4.	Colombia	39.26
5.	Mexico	38.96
6.	Myanmar	36.91
7.	Mozambique	34.39
8.	Russian Federation	31.22
9.	China	30.62

419

420

Figure 1: Excerpt from the WorldRiskIndex 2025

421

The **WorldRiskIndex 2025** provides a global perspective on disaster risk by linking exposure to natural hazards with societal vulnerability. However, its application at the local level faces methodological limitations, particularly in the availability and granularity of subnational data. These constraints are especially evident in the Philippines, a country characterized by high geographic fragmentation and significant exposure to weather-related extremes (World Risk Report, 2025).

426

427

Consistent with these conditions, the Philippines once again ranks highest in the **WorldRiskIndex 2025**, reflecting the combined effects of widespread hazard exposure and underlying societal vulnerabilities (World Risk Report, 2025).

429

430

III. Recent Major Disasters

Year	Disaster / Event	Type	Affected Areas	Description
------	------------------	------	----------------	-------------

2024

Typhoons
K-L-M-O-P

Typhoon

Nationwide

Six tropical cyclones impacted the country in rapid succession—Trami (Kristine), Kongrey (Leon), Yinxing (Marce), Toraji (Nika), Usagi (Ofel), and Man-yi (Pepito)—resulting in widespread flooding, infrastructure damage, and significant disruptions to livelihoods across multiple regions.

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Year	Disaster / Event	Type	Affected Areas	Description
2025	Cebu Earthquakes (September 2025)	Earthquake	Central Visayas	A magnitude 6.8 earthquake struck Central Visayas, causing over 60 fatalities and extensive damage to buildings, critical infrastructure, and public utilities, leading to prolonged service disruptions.
	2025 Typhoon Tino (October 2025)	Typhoon	Northern Luzon	Typhoon Tino affected approximately three million individuals, with estimated damages of ₱30 billion to agriculture, housing, and infrastructure, significantly impacting food security and regional economic activity.
2025	Super Typhoon Uwan (November 2025)	Typhoon	Visayas and Mindanao	Super Typhoon Uwan impacted more than two million people, resulting in estimated economic losses of ₱20 billion, including major disruptions to power supply, transportation networks, and essential services.

431 Sources: NDRRMC SitReps, PAGASA, PHIVOLCS (2025).

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EFFECTS OF TYPHOONS K-L-M-N-O-P

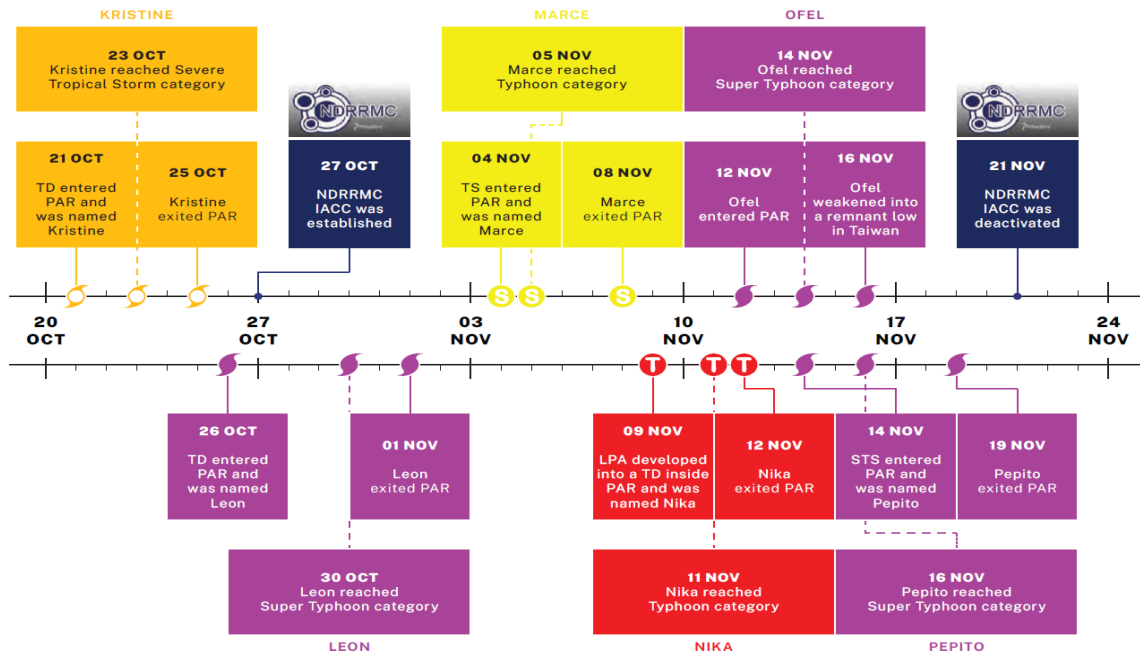
(Kristine, Leon, Marce, Nika, Ofel, Pepito)

3,144,000 Affected Families - **789,000** Displaced Families
175 Dead - **154** Injured - **26** Missing
237,000 Damaged Houses - **294** LGUs under State of Calamity
1,155,400 Pre-Emptively Evacuated Families

In 2024, the Philippines faced a series of devastating typhoons, with six consecutive storm systems making landfall in just a span of two months -- a phenomenon described as "unprecedented" by experts.



432



433

434 Source: NDRRMC and OCD Accomplishment Report (2024).

435 IV. The Philippine Disaster Risk Reduction and Management System

436 Legal Basis:

437 On 27 May 2010, Republic Act No. 10121, entitled "An Act Strengthening the Philippine
 438 Disaster Risk Reduction and Management System, providing for the National Disaster Risk
 439 Reduction and Management Framework and Institutionalizing the National Disaster Risk
 440 Reduction and Management Plan, Appropriating Funds Therefor and for Other Purposes,"

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441 was enacted into law. Commonly referred to as the Philippine Disaster Risk Reduction and
442 Management Act of 2010, this legislation marked a fundamental shift in the country’s approach
443 to disaster governance. It reoriented the national disaster management system from a
444 predominantly reactive framework—centered on emergency response and preparedness for
445 response—toward a more proactive and comprehensive strategy emphasizing disaster risk
446 reduction and the systematic management of disaster risks. (NDRRMC, 2020)

447 This national policy fundamentally transformed the Philippines’ approach to disaster
448 governance by affirming that hazards do not inevitably result in disasters and that disaster
449 impacts can be substantially mitigated through the systematic reduction of underlying risk
450 drivers. It underscored the critical importance of enhancing the capacity of individuals,
451 communities, and institutions to withstand shocks and stresses, sustain essential functions
452 during emergencies, and recover through the principle of building back better. Moreover, the
453 policy formally acknowledged long-standing effective practices at the local level and
454 institutionalized these approaches to enable their replication and scaling across broader
455 governance levels. (NDRRMC, 2020)

456 To effectively strengthen disaster risk reduction and management (DRRM) and climate
457 change adaptation (CCA) in the Philippines, the updated National Disaster Risk Reduction
458 and Management Plan (NDRRMP) must align with post-2015 global, regional, and national
459 development frameworks. Internationally, the **Sendai Framework for Disaster Risk**
460 **Reduction (SFDRR) 2015–2030** replaces the Hyogo Framework for Action and shifts focus
461 toward evolving risk patterns, systemic vulnerability, anticipatory action, inclusive risk
462 governance, and resilience-building through integrated, multi-sectoral approaches (United
463 Nations, 2015). It establishes four priority areas—risk understanding, risk governance,
464 resilience investment, and preparedness/“Build Back Better”—and seven global targets
465 addressing mortality, affected populations, economic losses, infrastructure damage,
466 governance strategies, international cooperation, and early warning systems.

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467 The **Paris Agreement** reinforces climate action through mitigation, adaptation, resilience-
468 building, and climate financing. The Philippines' Nationally Determined Contribution (NDC)
469 commits to significant greenhouse gas emission reductions and the mainstreaming of DRR
470 and CCA in national and local planning (United Nations, 2015a; Government of the Philippines,
471 2015). Complementing this, the **Sustainable Development Goals (SDGs)** integrate poverty
472 reduction, resilience, climate action, and sustainable development into a unified global agenda
473 (United Nations, 2015b).

474 Urban resilience is further supported by the **New Urban Agenda**, which promotes inclusive
475 services, disaster-resilient cities, climate action, and sustainable urban development (United
476 Nations, 2016). Health security dimensions are addressed through the **International Health**
477 **Regulations (IHR 2005)**, which strengthen national capacities for detecting, assessing, and
478 responding to public health emergencies (World Health Organization, 2005). The **IASC**
479 **Operational Guidelines** embed human rights protection into disaster response and recovery,
480 ensuring dignity, access to services, non-discrimination, and protection of vulnerable
481 populations.

482 Regionally, the **Asia Regional Plan for the Implementation of the Sendai Framework**
483 strengthens cooperation, knowledge-sharing, transboundary early warning systems, and
484 coordinated action (UNISDR, 2016). The **ASEAN Agreement on Disaster Management and**
485 **Emergency Response (AADMER)** institutionalizes regional DRR and emergency
486 cooperation through structured priority programs (ASEAN, 2016). These are reinforced by
487 ASEAN declarations on resilience and the **APEC Disaster Risk Reduction Framework**,
488 which integrates DRR across economic, infrastructure, environmental, and social sectors
489 through inclusive governance and public–private collaboration (APEC, 2015).

490 At the national level, **Ambisyon Natin 2040** provides the long-term development vision
491 anchored in human security, resilience, and inclusive growth (Government of the Philippines,
492 2015b). The **Philippine Development Plan (PDP) 2017–2022** operationalizes this vision by
493 embedding vulnerability reduction, resilience-building, anticipatory planning, and climate-

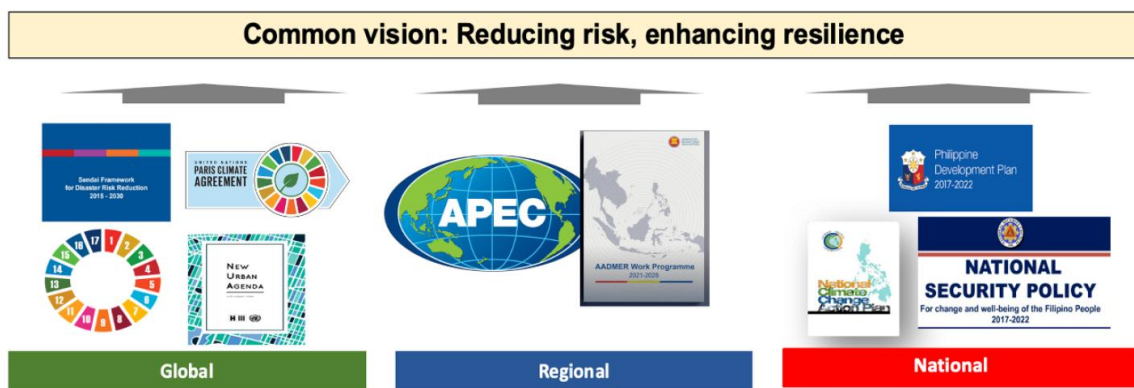
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494 responsive development strategies (NEDA, 2017). Alignment is further ensured through the
495 **National Climate Change Action Plan (NCCAP)** and the **National Framework Strategy on**
496 **Climate Change (NFSCC)**, which integrate adaptation, mitigation, ecosystem resilience, and
497 sustainable development (Climate Change Commission, 2010; Government of the Philippines,
498 2011).

499 The **National Security Strategy** frames DRRM within human security, linking disaster risk,
500 health threats, infrastructure protection, and environmental security to national stability and
501 development (Government of the Philippines, 2018). Finally, the **Children’s Emergency**
502 **Relief and Protection Act (RA 10821)** institutionalizes child-centered disaster protection
503 through comprehensive emergency programs that prioritize survival, safety, education, and
504 psychosocial well-being (Government of the Philippines, 2016).

505 Together, these frameworks require the updated NDRRMP to adopt a **risk-informed,**
506 **climate-responsive, rights-based, inclusive, and multi-sectoral governance approach,**
507 integrating DRRM and CCA into sustainable development, national security, urban planning,
508 health systems, and social protection structures.

Global, Regional and National Development Agenda



509

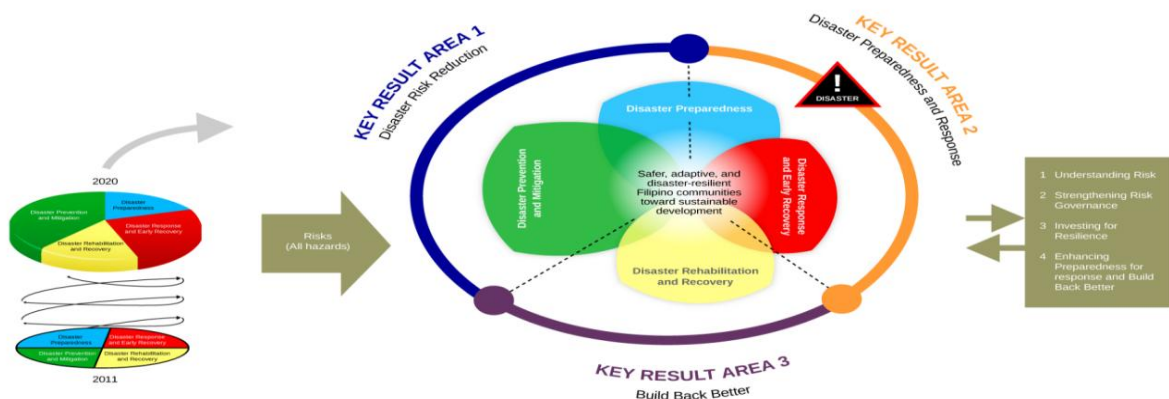
510 Figure 2: Global, Regional and National Development Agenda

511 Framework:

512 To operationalize Republic Act No. 10121, the National Disaster Risk Reduction and
513 Management Framework (NDRRMF) was formulated and approved on 16 June 2011. The

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514 framework provides a comprehensive, all-hazards, multi-sectoral, interagency, and
 515 community-based approach to disaster risk reduction and management.¹ The National
 516 Disaster Risk Reduction and Management Council (NDRRMC) was mandated to develop the
 517 NDRRMF and to ensure its continuing relevance and responsiveness to evolving risk
 518 contexts.² Furthermore, the framework was designed to be closely aligned with the country’s
 519 climate change adaptation initiatives, in coordination with the Climate Change Commission
 520 (CCC), thereby promoting policy coherence between disaster risk reduction and climate
 521 change adaptation efforts.³ Under the National Disaster Risk Reduction and Management
 522 Framework (NDRRMF), the Philippines articulates a national vision of “safer, adaptive, and
 523 disaster-resilient Filipino communities toward sustainable development.” Central to this vision
 524 is the recognition that disaster risk reduction must prioritize the identification and mitigation of
 525 the underlying drivers of vulnerability. The Framework underscores resilience building as a
 526 shared national responsibility, anchored on community empowerment, responsive and
 527 accountable governance, and mutually reinforcing partnerships among stakeholders. It further
 528 emphasizes that the effective implementation of DRRM initiatives requires strong political will,
 529 sustained commitment, and capable leadership, best achieved through locally grounded,
 530 context-sensitive adoption and adaptation of national policies and strategies. (NDRRMC,
 531 2020)



532

533 Figure 3: The National Disaster Risk Reduction and Management Framework 2020-2030

1 RA 10121 Section 3 (y)
 2 RA 10121 Section 6 (a)
 3 RA 10121 Section 6 (n)

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534 The updated Framework, as illustrated, is characterized by two primary features. The first
535 feature presents a spiral representation of transition, progress, and incremental achievement
536 toward the national resilience goal, as originally depicted in the existing Framework. The
537 second feature highlights the transformation and recalibration of the Framework, reflecting
538 adjustments made to ensure its continued relevance, responsiveness, and alignment with
539 emerging risks, priorities, and policy directions. (NDRRMC, 2020)

540 **Plan:**



To operationalize the National Disaster Risk Reduction and Management Framework (NDRRMF), the Office of Civil Defense (OCD) spearheaded the formulation of the National Disaster Risk Reduction and Management Plan (NDRRMP) 2011–2028, which was subsequently adopted by the National Disaster Risk Reduction and Management Council (NDRRMC). The NDRRMP serves as the strategic roadmap for translating the NDRRMF’s vision into action, articulating a structured results framework composed of 14 objectives, 24 outcomes, 56 outputs, and 93 corresponding activities designed to guide national and local DRRM implementation. (NDRRMC, 2020)

552 The National Disaster Risk Reduction and Management Plan (NDRRMP) further delineated
553 three implementation time horizons to guide the sequencing of its activities: a short-term phase
554 covering 2011–2013, a medium-term phase spanning 2014–2016, and a long-term phase
555 extending from 2017 to 2028. These timelines were intended to ensure a phased, coherent,
556 and sustained approach to achieving the Plan’s strategic objectives. (NDRRMC, 2020)

557 These implementation timelines were deliberately aligned and harmonized with the country’s
558 international and national development commitments, including the Millennium Development
559 Goals (MDGs), the Hyogo Framework for Action (HFA), and the Philippine Development Plan
560 (PDP) 2011–2016. Moreover, the long-term activities and projects under the NDRRMP were

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561 designed to conclude concurrently with the National Climate Change Action Plan (NCCAP),
562 thereby strengthening policy coherence and reinforcing the convergence of disaster risk
563 reduction and climate change adaptation planning. (NDRRMC, 2020)

564 Thus, the periodic review and updating of the National Disaster Risk Reduction and
565 Management Framework (NDRRMF) and the National Disaster Risk Reduction and
566 Management Plan (NDRRMP) are indispensable to ensure that both instruments:

- 567 • adhere to and internalize universally recognized norms, principles, and standards of
568 humanitarian assistance, as well as global risk reduction frameworks, as a concrete
569 manifestation of the country's commitment to alleviating human suffering arising from
570 recurrent disasters;⁴
- 571 • integrate internationally accepted disaster risk management principles into the
572 formulation and implementation of national, regional, and local sustainable
573 development and poverty reduction strategies, policies, plans, and budgetary
574 processes;⁵ and
- 575 • adopt a disaster risk reduction and management approach that is holistic,
576 comprehensive, integrated, and proactive in minimizing the socioeconomic and
577 environmental impacts of disasters, including those related to climate change, while
578 promoting the active engagement and meaningful participation of all sectors and
579 stakeholders at all levels, particularly at the community level. (NDRRMC, 2020)

580 The National Disaster Risk Reduction and Management Plan (NDRRMP) was formulated as
581 a strategic roadmap to guide the Philippines toward the realization of its resilience vision
582 articulated in the Framework—namely, “safer, adaptive, and disaster-resilient Filipino
583 communities toward sustainable development.” In principle, all activities undertaken pursuant
584 to the NDRRMP were designed to collectively advance this overarching goal, with full
585 attainment envisaged by 2028. (NDRRMC, 2020)

586 At the time of its formulation, the Framework was anchored on a set of prevailing realities and
587 underlying assumptions. These were subsequently reviewed and validated to ensure that the

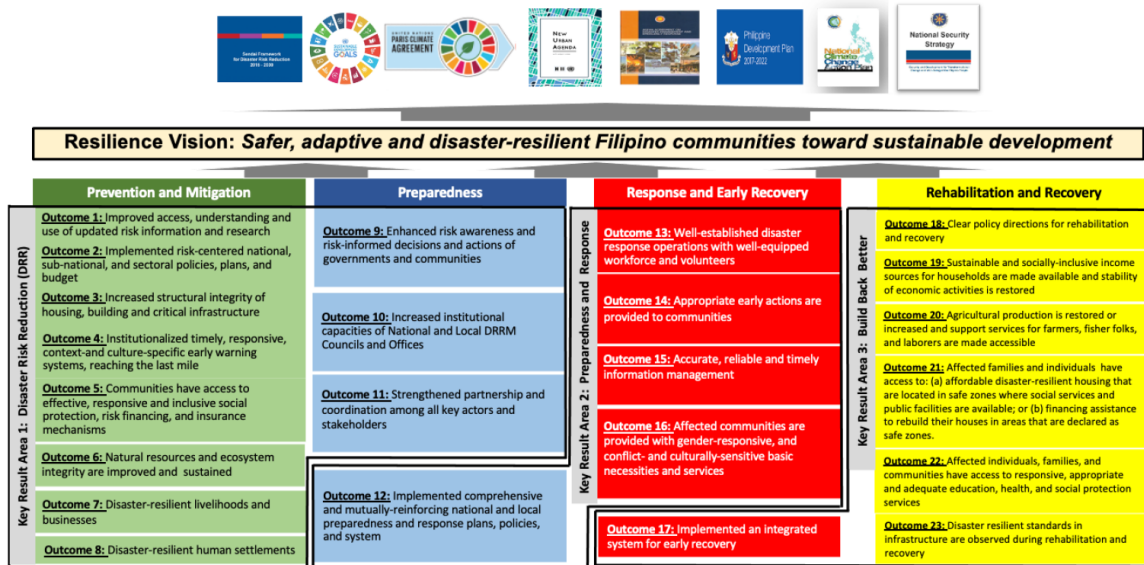
4 RA 10121 Section 2 (b)

5 RA 10121 Section 2 (c)

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588 Framework remains current and responsive to evolving national and global contexts. The
 589 objective of this review process was not to alter the overarching NDRRM vision, but to ensure
 590 that the principles underpinning the vision accurately reflect the country's changing conditions,
 591 priorities, and commitments. Overall, the national NDRRM vision remains relevant, continues
 592 to guide policy and practice, and has yet to be fully realized. (NDRRMC, 2020)

The Updated National Disaster Risk Reduction and Management Plan of the Philippines



23 outcomes, 50 outputs, 206 activities

593 *locally-grounded and contextualised, globally aligned and responsive*

594 Figure 3. The Summary of National Disaster Risk Reduction and Management Plan
 595 2020-2030

596 Beyond the principles and revised narratives articulated in the updated Framework, the
 597 Updated National Disaster Risk Reduction and Management Plan (NDRRMP) is guided by
 598 several key considerations. First, while the four thematic areas were retained, their
 599 corresponding outcomes, outputs, and activities were revised and refined based on lessons
 600 learned from the past eight years of implementation. Second, consistent with this structure,
 601 the four thematic areas continue to be led by the respective vice chairpersons of the National
 602 Disaster Risk Reduction and Management Council (NDRRMC). Third, priority activities are
 603 organized in accordance with the four priority areas of the Sendai Framework for Disaster Risk
 604 Reduction (SFDRR). Fourth, the updated implementation timeline is aligned with national

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605 development planning cycles, particularly the Philippine Development Plan (PDP), with the
606 NDRRMP adopting a unified timeline across all activities. Fifth, disaster risk reduction and
607 management–climate change adaptation (DRRM–CCA) targets identified under the PDP are
608 explicitly taken into account. Sixth, the Plan adopts risk reduction strategies and actions across
609 multiple timescales and geographic contexts, supported by clear targets, indicators, and time
610 frames aimed at preventing the creation of new risks, reducing existing risks, and
611 strengthening economic, social, health, and environmental resilience. Seventh, deliberate
612 measures are incorporated to enhance both vertical and horizontal linkages among outcomes
613 and across thematic areas. Finally, drawing from the lessons of the COVID-19 pandemic, the
614 Updated NDRRMP underscores the critical importance of investing in the health of all Filipinos
615 by prioritizing the integration of health and economic well-being within DRRM actions.
616 (NDRRMC, 2020)

617 The updated National Disaster Risk Reduction and Management Plan (NDRRMP)
618 operationalizes the National DRRM Framework (NDRRMF) by serving as a comprehensive
619 implementation roadmap for government agencies and DRRM stakeholders. It is structured
620 around four integrated thematic areas that collectively guide risk reduction, preparedness,
621 response, and long-term recovery.

622 **Disaster Prevention and Mitigation** focuses on reducing hazard exposure and vulnerability
623 through structural and non-structural interventions, including risk assessment, environmental
624 management, resilience-building measures, and early warning systems.

625 **Disaster Preparedness** strengthens institutional, community, and household capacities
626 through contingency planning, drills, stockpiling, and coordinated readiness mechanisms.

627 **Disaster Response and Early Recovery** emphasizes timely, coordinated emergency actions,
628 immediate humanitarian assistance, and the establishment of foundations for early recovery
629 through national and hazard-specific response plans.

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630 **Disaster Rehabilitation and Recovery** concentrates on restoring and improving socio-
631 economic conditions, rebuilding infrastructure, and integrating risk reduction into recovery
632 planning to reduce future disaster risks.

633 Together, these thematic areas provide a holistic, cyclical framework that integrates
634 prevention, readiness, response, and sustainable recovery to strengthen national and local
635 resilience.

636 **Organization:**

637 Driven by the imperative to reduce the impacts of disaster risks, the Philippine government
638 enacted the Philippine Disaster Risk Reduction and Management Act of 2010 (Republic Act
639 No. 10121), which fundamentally reformed the country's approach to disaster governance.
640 The law established a comprehensive legal and institutional framework for disaster risk
641 reduction and management, created the National Disaster Risk Reduction and Management
642 Council (NDRRMC), and clearly delineated the roles and responsibilities of national and local
643 government agencies, civil society organizations, the private sector, and other key DRRM
644 stakeholders. (NDRRMC, 2024)



645

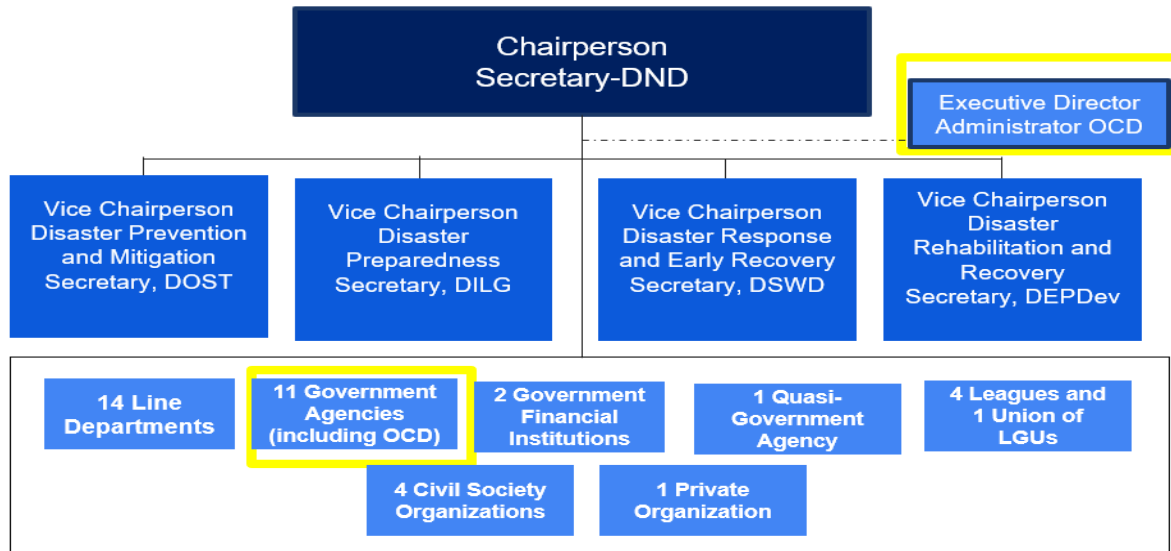
646

Figure 4: The NDRRM Council

647 A multi-stakeholder body composed of representatives from government agencies, non-
648 government organizations, civil society, and the private sector was established under Republic
649 Act No. 10121 and is administered by the Office of Civil Defense (OCD) under the Department
650 of National Defense.

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651 This body is mandated to undertake policy formulation and provide overall coordination,
 652 integration, supervision, monitoring, and evaluation of disaster risk reduction and
 653 management efforts. In addition, it is responsible for ensuring the protection, safety, and
 654 welfare of the population before, during, and after disasters and other emergency situations.



655 Figure 4: The NDRRM Council Organizational Structure

656 **DRRM Network:**

657 To institutionalize disaster risk reduction and management at the grassroots level, Republic
 658 Act No. 10121 further mandates the establishment of a “DRRM Network,” effectively
 659 replicating the structure of the National Disaster Risk Reduction and Management Council
 660 (NDRRMC) across subnational levels—from the regional and provincial tiers down to the city,
 661 municipal, and barangay (ward) levels. This decentralized arrangement is intended to
 662 empower local stakeholders, enhance their capacities for self-reliance, and strengthen
 663 community-based mechanisms for disaster preparedness, response, and recovery, ultimately
 664 contributing to the attainment of local and national resilience.

665 Pursuant to Republic Act No. 10121, local government units (LGUs) are accorded a central
 666 role in disaster risk reduction and management. Specifically, Section 15 of the Act designates
 667 LGUs as the primary implementers of DRRM at the local level and recognizes them as the
 668 first disaster responders, responsible for immediate action before, during, and after disaster
 669 events.

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670 In support of this mandate, Section 21 of Republic Act No. 10121 provides for the
 671 establishment of a Local Disaster Risk Reduction and Management Fund (LDRRMF),
 672 amounting to not less than five percent (5%) of the LGU's estimated revenue from regular
 673 sources. Of this amount, thirty percent (30%) is earmarked as a Quick Response Fund (QRF)
 674 to ensure the availability of readily accessible resources for emergency response and relief
 675 operations.

1	NATIONAL DRRM COUNCIL
18	REGIONAL DRRM COUNCILS
82	PROVINCIAL DRRM COUNCILS
149	CITY DRRM COUNCILS
1,493	MUNICIPAL DRRM COUNCILS
42,011	BARANGAY DRRM COMMITTEES

676 Figure 5: The DRRM Network

677 Escalation Protocol:

678 The National Disaster Risk Reduction and Management Council (NDRRMC) operates under
 679 a bottom-up response approach guided by an escalation protocol during emergencies. Under
 680 this arrangement, disaster response actions are initially undertaken at the barangay level and
 681 are subsequently elevated to the city or municipal, provincial, regional, and ultimately the
 682 national level, depending on the magnitude, complexity, and impact of the disaster. This
 683 approach is consistent with Section 15 of Republic Act No. 10121, which assigns primary
 684 responsibility to local government units (LGUs) and formally recognizes them as the first
 685 disaster responders. (NDRRMC, 2024)

Barangay Development Council	1 Barangay affected
City/Municipal DRRMC	2 or more Barangays affected

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Provincial DRRMC	2 or more Cities/Municipalities affected
Regional DRRMC	2 or more Provinces affected
NDRRMC	2 or more Regions affected

686 Figure 6: The Escalation Protocol

687 **The Response and Early Recovery Cluster System:**

688 During emergency response operations, the cluster system serves as a coordination
689 mechanism that brings together responders—including government agencies, humanitarian
690 organizations, faith-based organizations, civil society organizations, private sector actors, and
691 volunteers—based on their respective mandates, functions, and technical expertise. The
692 system clearly delineates the roles and responsibilities of each cluster to ensure a more
693 organized, efficient, and systematic delivery of assistance and services. Central to the cluster
694 approach are three core values: the establishment of clear leadership, enhanced predictability
695 of response actions, and strengthened accountability among participating actors. Within this
696 framework, government agencies are organized into functional clusters that collaborate
697 toward shared humanitarian objectives, thereby promoting coherence, coordination, and
698 effectiveness in emergency response efforts. (NDRRMC, 2024)

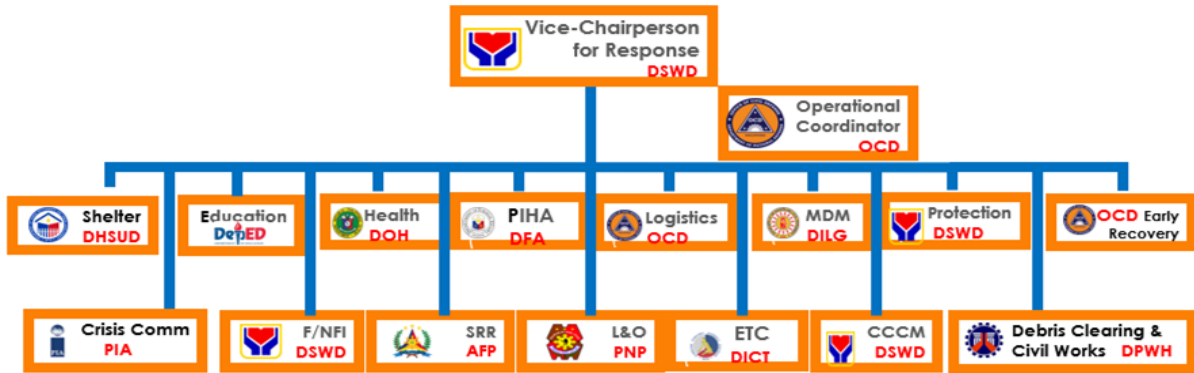
699 The Philippines formally adopted the cluster approach in 2007 through National Disaster
700 Coordinating Council (NDCC) Memorandum Circular No. 5, series of 2007. This approach was
701 subsequently institutionalized within the Philippine disaster management system and
702 recognized as a coordination mechanism capable of addressing operational gaps in
703 emergency response while enhancing the overall quality and effectiveness of humanitarian
704 action.¹ In August 2008, the NDCC operationalized the Response Cluster System in Mindanao
705 to address the needs and concerns of internally displaced persons (IDPs).

706 In the years that followed, the configuration of response clusters underwent continuous
707 refinement as the system was applied across various emergency mobilizations. Adjustments
708 were made to ensure functional coherence and alignment with the different phases of disaster

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709 management. For example, the livelihood component was eventually removed from the
 710 Response Clusters, as it was deemed more appropriately situated within the Recovery and
 711 Rehabilitation phase rather than the immediate response phase. (NDRRMC, 2024)

712



713

714

Figure 7: The NDRRMC Response Cluster System

No.	Response Cluster	Lead Agency	Member / Support Agencies	Objective
1	Food and Non-Food Items (FNFI)	DSWD	DOH–NNC, DA, OCD, MWSS, PRC, PDRF	To save lives by ensuring the timely provision of food and essential non-food items to disaster-affected populations.
2	Camp Coordination and Camp Management (CCCM)	DSWD	DepEd, DOH, DILG, PRC	To support effective evacuation center management and coordinate the delivery of services to displaced families.

1 NDCC Memorandum Circular No. 5 s. 2007 "Institutionalization of Cluster Approach in the Philippine Disaster Management System, Designation of Cluster Leads and their Terms of Reference at the National, Regional and Provincial Level".

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No.	Response Cluster	Lead Agency	Member / Support Agencies	Objective
3	Internally Displaced Persons (IDP) Protection	DSWD	DOH, DILG, PNP– Women and Children Protection Units, IACAT, IAC-VAWC members, PRC, NGOs	To prevent, monitor, and address protection risks, particularly those affecting women, children, and other vulnerable groups in emergency settings.
4	Health	DOH	DSWD, OCD, DND (AFP–Office of the Surgeon General), DILG, PNP (Health Service and WCPC), BFP, DepEd, DOTr (PCG), DFA, PRC, CSOs	To ensure the delivery of effective, timely, and predictable health services during emergencies.
5	Search, Rescue, and Retrieval (SRR)	AFP	PNP, BFP, PCG, DOH– HEMB, DILG, MMDA, DOST–PNRI, OCD, PRC, NGOs, CSOs, volunteer groups	To conduct efficient, coordinated, and systematic search, rescue, and retrieval operations.
6	Law and Order (LAO)	PNP	AFP, BFP, BJMP, PCG, NBI, BuCor	To maintain peace and order, secure affected areas, and ensure the safety of humanitarian

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No.	Response Cluster	Lead Agency	Member / Support Agencies	Objective
				responders and affected populations.
7	Philippine International Humanitarian Assistance (PIHA)	DFA	AFP, BAI, BOC, BI, BOQ, COA, DepEd, DICT, DILG, DOF, DOH, DND, DSWD, DOTr, FDA, OCD, PMS, PRC, SBMA, CDC	To provide a coordinated and systematic mechanism for the facilitation and management of international humanitarian assistance.
8	Shelter	DHSUD	NHA, DSWD, DILG, DENR, DPWH, OCD, PRC	To provide resources and technical support for the establishment of temporary and transitional shelters for displaced communities.
9	Education	DepEd	CHED, TESDA, UNICEF, Save the Children, ECCD Council, NGOs, CSOs, private sector partners	To ensure continuity of quality education for learners, teachers, and education personnel affected by disasters.
10	Management of the Dead and Missing (MDM)	DILG	OCD, DOH, DSWD, DOJ–NBI, PNP–Forensic Group, DFA (PIHAC), PRC, LGUs	To ensure proper identification, documentation, and dignified, sanitary

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No.	Response Cluster	Lead Agency	Member / Support Agencies	Objective
				disposition of the dead and missing.
11	Logistics	OCD	DSWD, DPWH, DOE, DOTr (PCG, CAAP, LTO, LTFRB, PPA, MARINA, LRTA), AFP, PNP, BFP, NFA, LWUA, PRC, PDRF, WFP Philippines	To provide efficient and coordinated strategic emergency logistics services to all humanitarian responders.
12	Emergency Telecommunications (ETC)	DICT	OCD, AFP, PNP, PCG, BFP, DSWD, NTC	To establish, restore, and strengthen emergency information and communications technology (ICT) capacities.
13	Early Recovery	OCD	DA, DBM, DepEd, DOH, DHSUD, DILG, DOLE, DPWH, DSWD, DTI, DENR–MGB, TESDA	To assess early recovery needs and initiate mechanisms for livelihood restoration and economic recovery.
14	Debris Clearing and Civil Works	DPWH	DOTr (PCG, PPA, CAAP), DILG, DICT, DOE, NEA, NPC, TransCo, LWUA,	To ensure timely debris removal and restoration of critical infrastructure and lifeline services.

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No.	Response Cluster	Lead Agency	Member / Support Agencies	Objective
			DENR, DENR–MGB, AFP, PNP, BFP, MMDA, utilities, PRC, NGOs, CSOs, volunteers	
15	Crisis Communication	PCOO / PIA	Government Media Network, Technical Advisory Panel, support agencies, CSO partners	To ensure timely, accurate, and coordinated dissemination of information before, during, and after emergencies.

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Table 1. Composition of Response and Early Recovery Clusters



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The Office of Civil Defense (OCD)

Mandate

as the implementing arm of the National Disaster Risk Reduction and Management Council, shall have the primary mission of administering a comprehensive national civil defense and disaster risk reduction and management program by providing leadership in the continuous development of strategic and systematic approaches as well as measures to reduce the vulnerabilities and risks to hazards and manage the consequences of disasters.

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Vision

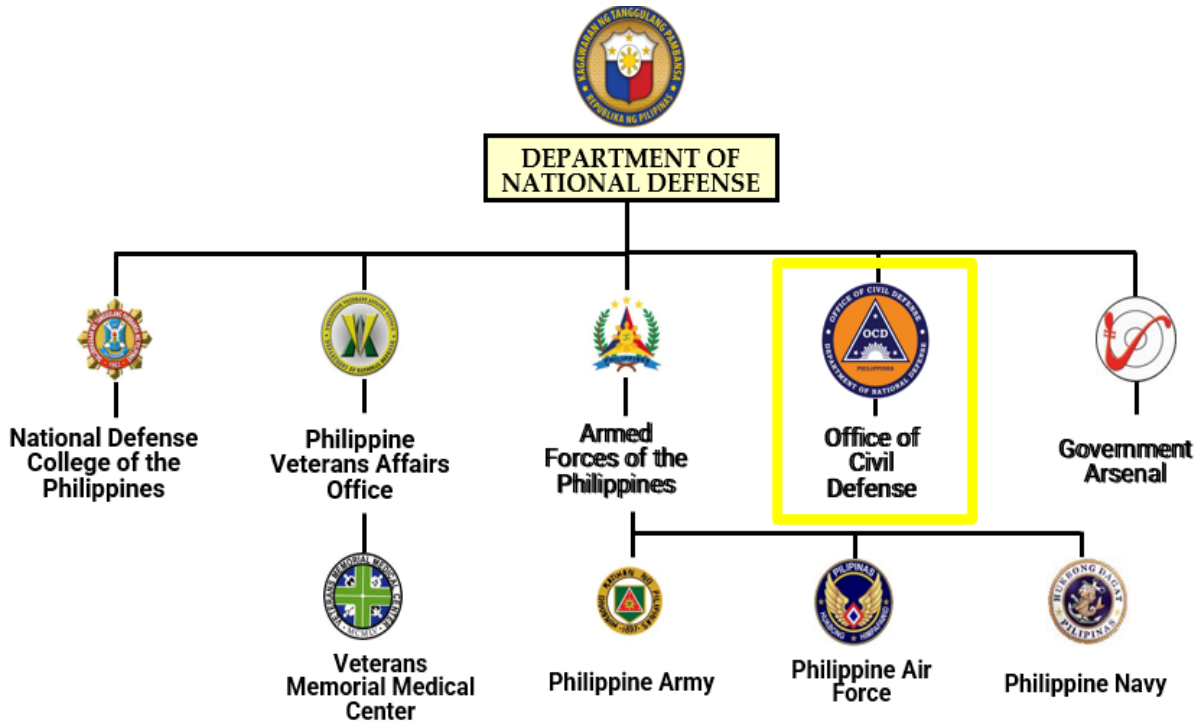
OCD is the premier organization in Civil Defense and Disaster Risk Reduction and Management towards building a safe, secured and resilient Filipino nation by 2030.

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Mission

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729 To lead in the administration of comprehensive national Civil Defense and Disaster Risk
 730 Reduction and Management program for adaptive, safer and disaster resilient communities
 731 towards sustainable development.



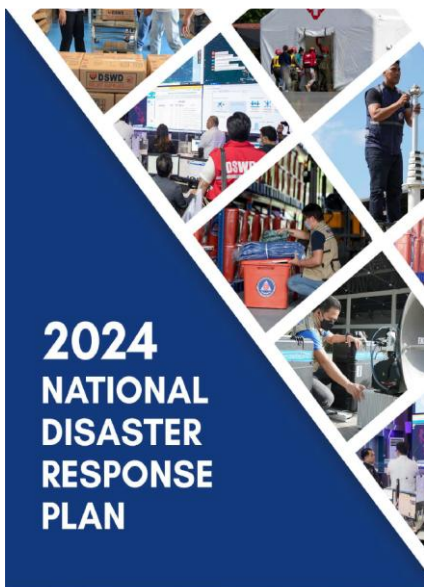
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Figure 6. The DND-Wide Organization

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The Response Plan:



Logos for DSWD, GFDRR, and THE WORLD BANK are visible at the bottom of the cover.

The National Disaster Response Plan (NDRP) serves as the Government of the Philippines' comprehensive multi-hazard framework for disaster response and early recovery. It functions as a strategic plan that provides overarching guidance for managing the consequences of hazards and potential risks that warrant a national-level response. The NDRP seeks to ensure a timely, effective, and well-coordinated response by the National Government and its instrumentalities, primarily through the provision of support and assistance to affected areas.

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745 The Plan is designed to address a wide range of disaster scenarios and contingencies by
746 mobilizing and optimizing all available resources of the National Government, local
747 government units (LGUs), non-government organizations (NGOs), civil society organizations
748 (CSOs), the private sector, volunteer groups, and other relevant stakeholders. Moreover, the
749 NDRP promotes the principles of self-reliance and mutual assistance, emphasizing the full
750 utilization of domestic capacities and resources prior to seeking international support.
751 (NDRRMC, 2024)

752 The National Disaster Response Plan (NDRP) is inherently strategic in nature, providing
753 overarching policy direction to all agencies and networks engaged in disaster risk reduction
754 and management (DRRM), with particular emphasis on disaster response. At the operational
755 level, planning is expected to translate strategic goals and objectives into concrete tactical
756 actions, while clearly identifying milestones, timelines, and measurable indicators of success.
757 Accordingly, National Government Agencies (NGAs), Response Cluster Leads and Member
758 Agencies, as well as regional offices, are required to develop corresponding Operational Plans
759 (OPLANs). These OPLANs serve to specify intended outcomes, key milestones, and detailed
760 courses of action under defined scenarios, thereby clarifying how particular components of
761 the NDRP will be activated and implemented during a given operational period. (NDRRMC,
762 2024)

763 Operational Plans (OPLANs) are designed to achieve short-term objectives that can be
764 accomplished within one year or less and provide detailed guidance on the day-to-day
765 execution of assigned tasks. They serve as the basis for operational decision-making and
766 function as key justifications for the allocation of annual operating budgets. Within individual
767 agencies, OPLANs are typically developed by middle- and lower-level managers in close
768 coordination with relevant internal units to ensure coherence and feasibility of implementation.
769 At the local level, local government units (LGUs) bear primary responsibility for the formulation
770 and continuous enhancement of Tactical or Contingency Plans to effectively operationalize
771 national policies and achieve the objectives of the National Disaster Response Plan (NDRP).

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772 In situations where a formal Contingency Plan has not yet been developed, an Action Plan
773 may be utilized to identify and map risk profiles, areas of jurisdiction, and other underlying risk
774 factors. Both Contingency Plans and Action Plans are hazard-specific, geographically focused,
775 and time-bound, ensuring their relevance and applicability to defined risk scenarios.
776 (NDRRMC, 2024)

777 **V. ADRC Counterpart**

778 **Office of Civil Defense (OCD)**

779 Department of National Defense

780 Natividad Street, Camp General Emilio Aguinaldo

781 Quezon City, Metro Manila

782 <https://ocd.gov.ph/>

783 **National Disaster Risk Reduction and Management Council (NDRRMC)**

784 NDRRMC Building, Camp General Emilio Aguinaldo

785 Quezon City, Metro Manila

786 <https://ndrrmc.gov.ph/>

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