Republic of the Philippines
PROVINCE OF LEYTE
OFFICE OF THE SANGGUNIANG PANLALAWIGAN
Palo, Leyte
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COMMITTEE ON DISASTER RISK REDUCTION AND MANAGEMENT

COMMITTEE REPORT
No. 34 S. 2026

COMMITTEE REPORT ON LEYTE'S PANDEMIC RESPONSE

PURPOSE AND BASIS

This report accompanies Atty. Carlo P. Loreto's presentation, The Convex of Panarchy. It summarizes lessons for local emergency planning from his study of reported COVID-19 cases in Leyte from 2020 to 2024, 14 provincial issuances from 2020 to 2023, and interviews and focus group discussions.

FINDINGS FROM THE STUDY

The response evolved as conditions changed. Leyte moved from rapid mobilization to standardized protocols, then revised procedures as successive surges strained services. The study uses Panarchy's four phases to explain those shifts: emergence, conservation, release, and reorganization.

Provincial measures supported continuity. Ordinance No. 2020-15 established integrated provincial health protocols, while Ordinance No. 2020-03 enabled virtual legislative sessions. The two major case surges in 2021 and January 2022 show when the response faced pressure. The case trend alone cannot establish the effect of a specific measure.

Barangay experience exposed implementation gaps. Policymakers focused on drafting, revising, and aligning protocols. Frontliners reported staffing shortages, inconsistent instructions, and limited access to digital tools. Some relied on word-of-mouth contact tracing when other channels fell short.

RECOMMENDATIONS FOR CONSIDERATION

1. **Prepare for each phase of an emergency.** Build scenario-based protocols, ready-to-use legal instruments, and flexible funding arrangements into local DRRM and health plans.
2. **Set a clear route for field feedback.** Use joint planning and a regular reporting channel to resolve conflicting instructions across provincial, municipal, and barangay levels.
3. **Involve and support frontliners.** Include barangay health workers and other implementers in drafting and testing protocols. Provide practical training and psychosocial support.

4. **Build review into policy.** Use field reports and after-action reviews to identify which procedures should change before the next emergency.

Source: *Carlo P. Loreto, The Convex of Panarchy: A Policy Reflection on Leyte's Pandemic Experience, draft article, San Beda University, pp. 7–18, 28–48.*

Prepared by: **COMMITTEE ON DISASTER RISK REDUCTION AND MANAGEMENT**

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SANGGUNIANG PANLALAWIGAN NG LEYTE
Committee on Disaster Risk Reduction and Management
FOR PRE-PRESENTATION DISTRIBUTION

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