



## **Institutionalization of recovery and rehabilitation plan of Escalante city**

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### **ABSTRACT**

This study aimed to establish mechanisms for recovery and rehabilitation systems during disaster crisis situations, particularly in the City of Escalante. The study used a qualitative research method by conducting an internal assessment and evaluations using the HYOGO Framework for Actions and SGLG scorecards among government stakeholders, one-on-one interviews with sectoral representatives and government key players, analyses of related documentary output available from the city's archives and valuable articles from the internet. Following the conceptual framework of this paper, the paper intended to integrate programs and projects that would boost disaster readiness and resiliency to the existing systems of governance and developmental mechanisms of the city. It assessed institutional services and how it impacted the community. Likewise, it identified needed interventions to implement capability development among stakeholders and project implementers, how to manage public organizations, CSOs, NGOs, and other private organizations and assist in providing livelihood initiatives among locales and how to fully integrate disaster risk reduction programs into the veins of the local government and at the grassroots' level.

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## **INTRODUCTION**

Philippines, being a tropical country is frequently hit by so many weather-related disasters due to its geography that caused unimaginable damages to lives and properties.

Escalante City is situated along the usual typhoon route in the Philippines which normally have an average of more or less 26 typhoons annually. In November 8, 2013, Escalante City was devastated by the Super-typhoon Yolanda which served as an extreme wake up call for the LGU to shape up and strengthen its Resiliency and Disaster Preparedness Plan as well as to lay down and put in place its comprehensive rehabilitation and recovery plans so as to be fully equipped and be empowered. It must be noted that Yolanda, was not the last of its kind, but actually signaled a “new normal” in terms of natural disaster.

Technically, this study looked into the city’s Comprehensive Land Use plan in the light of institutionalizing the recovery and rehabilitation efforts of the City to effectively mitigate the impact of future calamities and set priority programs to ensure sustainable living condition among Escalantehanons. This study answered the following questions: (1) What are the present status, gaps and concerns of the existing Comprehensive Land Use Plan (CLUP)? and (2) How do we effectively put in place mechanisms for recovery and rehabilitation to ensure community resiliency? As Orenco defined resiliency as the ability to adapt, reorganize, undergo change, and still maintain its basic structure, function, identity, and feedbacks.” (Orenco, 2006)

Taking Yolanda as the most significant experience as benchmark, the entire city government, as the primary stakeholder, has come to realize the importance of coming up with strategic plans that ultimately define the direction and reduce uncertainties as the needs arise, particularly during crises situations. (Atienza, 2015)

The project has come up with workable, practical, and detailed action plans that will effectively deal with building back better, safer and faster communities after the emergence of calamities. This addressed the need of having significant plans such as the CLUP with an integrated Rehabilitation and Recovery Plan to be in place and ready as required by the provincial and/or national governments and as basis for future developmental endeavors of the city. With such output, the city will be able to ensure efficacy in the utilization of its available resources and be able to involve all sectors in the community to work together in achieving the goals set by this project.

Lastly, the community will benefit from this project by having a well-defined course of actions to be undertaken in response to possible occurrence of disasters in the future.

## **OBJECTIVES OF THE STUDY**

The main objective of this study is to put in place the mechanisms for recovery and rehabilitation of the city in order to become a disaster-resilient community.

Particularly, this study aims to evaluate the present conditions of all developmental sectors of Escalante City and identify its gaps and primary concerns which should be addressed. This is also to gauge the degree of responsiveness of the city during calamities.

## **FRAMEWORK**

This study featured two frameworks in order to better explain how this undertaking should take its course and how should it be integrated into the community to ensure lasting impact.

Below is the first framework that best describes how we intend to mobilize the resources as well as establish the relationships of stakeholders in order to create a lasting public value among the affected communities in Escalante City:

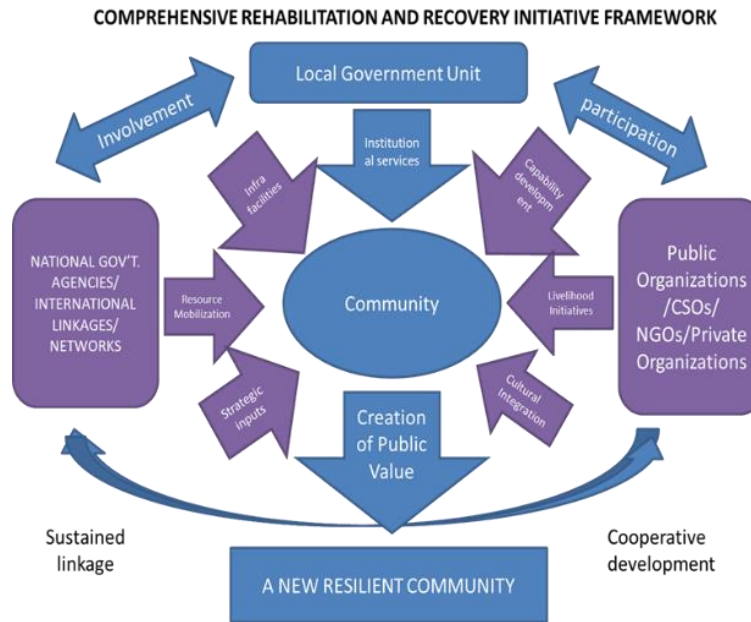


Figure 1: Comprehensive Rehabilitation and Recovery Initiative Framework

The Local Government Unit serves as the one effectively steering the wheel and making sure that there is an active participation among public organizations, civil society organizations, Non-government organizations and private sectors. While the LGU provides the institutional services expected from the government to the community, the NGAs, International Linkages and Network and the Pos, NGOs, and private sectors should be able to play an important part in providing empowerment to the community in forms of Capability Development, Livelihood Initiatives, Cultural Integration and other activities.

Further, community key players should also be given enough Strategic Inputs in advancing strategic plan of actions to develop the community, they must be able to have access to additional resources from external entities and should be able to manage through an effective Resource Mobilizations. This is to ensure wise spending of resources and to avoid waste of funds thereby creating white elephant projects. Needed Infrastructures have to be built in the new community. Schools, multipurpose buildings, water, power and other utilities must be readily available to provide enough social security among the affected families. It will be easier for people to adjust and adopt the new life that they have in a new community if they feel that they are supported and assisted in every step of the way through visible infrastructure interventions.

Ultimately, all these inputs coming from stakeholders should pave the way to develop significant trust and positive outlook among the people in the ground-level, thus, creating the much-needed PUBLIC VALUE. The bottom line of all these pursuits is the creation of A NEW RESILIENT COMMUNITY which will not only in temporary basis but a strong, lasting and sustainable community. We don't only rise up from the aftermath of a disaster, but rather work doubly and be more prepared for the incoming ones which may happen in the near future.

The second (2nd) framework will guide us through the technical aspects of the institutionalization and provides the steps to undertake so they may achieve a functional Rehabilitation and Recovery Plan:

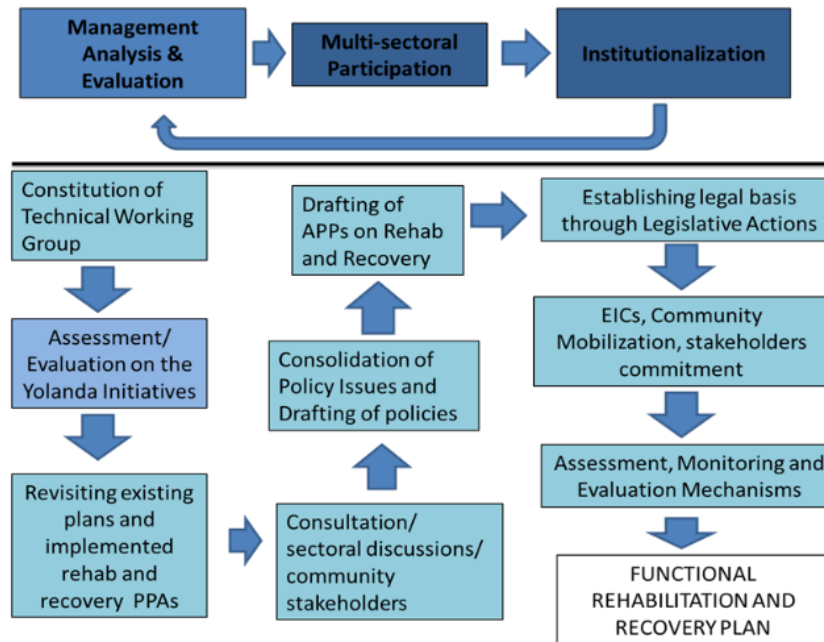


Figure 2: Institutionalization of Rehab and Recovery Plan Framework

The entire undertaking of coming up with a comprehensive rehabilitation and recovery program follows significant processes to ensure intensive and extensive impact among key players and the community. As mentioned in the previous discussions, Management Analysis and evaluations starts with the creation and formation of a core group that will conduct thorough impact assessment on the Yolanda Rehab and Recovery Initiatives to gauge its efficacy and practicality.

The process continues with the inventory of existing local policies with corresponding plans or institutional provisions on rehabilitation and recovery program, all of its PPAs and how were they managed and implemented.

It is expected to identify key policy issues and gaps thereby leading to the drafting and formulation of need policy intervention to bridge developmental gaps.

The actual challenge of this undertaking is actually on the process of cascading the plan of actions as well as implementation of its PPAs as we aim to develop public value among the citizens. End result of such measure is the paradigm-shift among the Escalantehanons as manifested by in-depth cultural integration through maximum participation and involvement.

Monitoring and assessment mechanisms should also be put in place in order to evaluate how the new initiative prospers or if it needs further development.

Across all processes, we intend to come up with a truly functional Recovery and Rehabilitation plan of Escalante City that conforms with the ideal concept of Building Back Better and Faster communities with an added value of resiliency and developmental sustainability.

## **MATERIALS AND METHODS**

### **Study Area**

Escalante City is a 4th class component city located in the northernmost tip of the Province of Negros Occidental facing the island of Cebu, with a total land area of 19,276.303 hectares (192.763 sq. kms.). It is 49

kilometers from San Carlos City and 95 kilometers from Bacolod City, the provincial capital. It is bounded on the north and west by the City of Sagay, on the south by the town of Toboso and on the east by waters of Tañon Strait (Escalante City CLUP, 2013).

The city is composed of 21 barangays, 7 of which are situated along the coastal areas while 13 are either along the plains or at the mountainous areas with a population of more or less 96,000 people, according to the 2010 NSO data.

**Yolanda Aftermath**

Super typhoon Yolanda by far has left the most remarkable damage in the history of Escalante City. According to the Consolidated After Disaster Report of the Office of City Disaster Risk and Management Council in 2014, a total of PhP23,349,421.00 was the cost of damage in agriculture and PhP 3,227,400.00 in infrastructure. Though there was no human casualty, yet, the city endured for a longer period of time the damages it has caused to people’s property and resources.

**METHODS**

To be able to thoroughly understand and arrive at conclusive details of this study, the researcher uses the qualitative research which followed the System’s Approach framework as it addressed all questions raised in the problem statement:

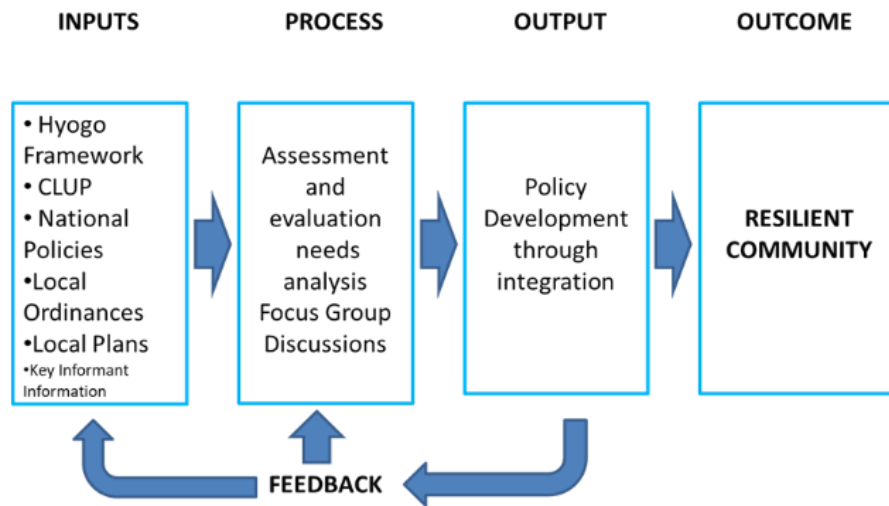


Figure 3: Research Method Framework  
(Source: Atienza, 2015)

This study commenced with the gathering and appreciation of all existing plans relative to the study such as the Comprehensive Land Use Plan (CLUP) and the Rehabilitation and Recovery initiative of the city. They were assessed and evaluated as to their technical content and presentation.

Taking the HYOGO framework as an assessment tool in looking at the preparedness and interventions undertaken by the LGU right after Yolanda, its results were interpreted and integrated vis-à-vis existing national laws and policies to better understand the result.

Key Informant information was significant as they provided additional information on the practical aspect of the implementation of the existing plans on its efficacy and shortcomings. As gaps and areas for improvement were

identified, interventions were proposed either to modify, streamline or mainstream, and improve further the existing plans so it will be responsive to the actual needs of the community.

The end point of this study is an action plan to help transform the community into a resilient one.

## **FINDINGS AND ANALYSIS**

After the Yolanda experience and the advent of climate-change, there is a stronger demand for planners and the LGU's program implementers and stakeholders to anticipate natural occurrences and possible set back to better prepare the community through effective integration of Disaster Risk Reduction and Management and Climate Change Adaptation in the Comprehensive Land Use Plan.

As a planning document, a Comprehensive Land Use Plan aims to rationalize the allocation and proper use of land resources. It provides guidelines on public and private land uses in accordance with the future spatial organization of economic and social activities. All LGUS are mandated to continue to prepare and revise as well timely update their comprehensive land use plan which shall be enacted through a zoning ordinance.

*“The CLUP guides leaders in delineating areas which will strategically yield optimum production and increased efficiency of resources, for the CLUP is the basis of the city's Zoning Ordinance. Provides legal justification for zoning laws, helps a community define itself. In the face of growth, it can help a community maintain the character or quality of life desired by residents. In the face of population decline, it can help a community inventory its assets and serve as a catalyst for economic development strategy and gives a community the power to chart their own future” (DRR Resource Manual, 2008).*

As a plan, it provides complete information of the present state of the city, the development road it is taking and how to accomplish its future goals and target. CLUP is one, if not the most important blueprint of the city's development plan. It covers not just the socio-economic aspect of development but it takes on the city's holistic transformation as it achieves its vision.

### **Assessment and Evaluation on the City's Resiliency and Disaster Readiness**

The HYOGO Framework for Action (HFA) was used as an assessment tool in evaluating how ready Escalante City to address disaster-preparedness related concerns is.

“The HYOGO Framework is a global blueprint for disaster risk reduction efforts to the next decade. This was formulated during the World Conference on Disaster Reduction held in Kobe, Hyogo, Japan in January 2005. Its goal is to substantially reduce by 2015 disaster losses in life, and in the social, economic and environmental assets of communities and countries (HFA Assessment Report, 2015).

Adding up all the scores in the 10 essentials for making cities resilient, Escalante City scored a total 137 points which is classified as city with Substantial Achievements have been attained in building up a resilient city but with recognized gaps in commitment, financial resources and operational capacities.

Escalante City performed quite well in Essential 3 (Update data on hazards and vulnerabilities, prepare and share risk assessments); Essentials 6 (Enforce risk-compliant building regulations and land use planning, identify safe land for low- income citizens); Essential 8 (Protect ecosystems and natural buffers to mitigate hazards, adapt to climate change); and Essential 9 (Install early warning systems and emergency management capacities), having obtained an average score of 4 and performed relatively low on Essential 2 (Assign a budget and provide incentives for homeowners, low- income families and the private sector to invest in risk reduction); Essential 4 (Invest in and maintain risk reducing infrastructure, such as storm drainage); and Essential 7 (Ensure education programs and



training on disaster risk reduction are in place in schools and communities), with an average score of 2, or 2.67 and 3.25 respectively. It may be important to note that Essential 2 was the area where we performed the lowest.

Getting down to the details of Essential 3 which is focusing on updating data on hazards and vulnerabilities, prepare and share risk assessments, the LGU performed the strongest as the local government communicates regularly to the community information on local hazard trends and risk reduction measures. The presence of multi-media platforms such as social networking sites like Facebook and twitter and the use of mobile phones make it easier for the LGU to promptly disseminate information, warnings and weather updates among its stakeholders such as the City Officials, the Barangay Disaster Risk Reduction and Management Council, and other support teams. System of communications from the city level down to the barangay level has already been established. This is in accordance with the approved CDRRM Plan of the City.

The city attained substantial achievement on its effort to put disaster preparedness in the consciousness of its stakeholders as manifested by various systems and procedures were being put in place in the LGU mechanisms. Field monitoring is conducted regularly and promptly updated while the local ECDRRMO is closely linked with other local DRRMO and the NOADOP, a provincial-wide alliance of DRRM officers.

However, there is a need to improve our performance in incorporating Resiliency plan in all relevant local development planning on a consistent basis. The City's Comprehensive Land Use Plan is yet to be implemented and is on its final phase of updating while the city has no Comprehensive Development Plan which ultimately set the direction of the entire LGU. (HFA Assessment Report, 2015)

Escalante City attained substantial achievement for Essential 6. During its reorganization a couple of years back, it has created important offices such the Office of the building Officials and Housing and Urban Planning Department to ensure the enforcement of key building laws and ordinances in the city. It has constantly updated its building codes, health and safety codes and its Comprehensive Land Use Plan is soon to be approved and in effect once the final approval from the provincial government is issued where provisions regarding disaster preparedness and resiliency are incorporated. (Robles, 2015) Essential 8 can also be considered as a strong area for Escalante having substantially accomplished in the areas of environmental development. The city government is giving considerable support on various environmental programs such as, restoration and protection initiatives and sustainable management of ecosystems services. Various reforestation activities were conducted and implemented both in the uplands and the coastal areas. Massive reforestation projects are to be implemented in accordance with the greening program of the Department of the Environment and Natural Resources. All the environmental initiatives of the city are being spearheaded by the City Environment and Natural Resources Office. (Pamatian, 2015)

Having obtained an average score of 4 which means Escalante City has done well in Essential 9 or has substantially achieved in installing early warning systems and emergency management capacities. It has an easy access to financial reserves to promptly respond as the need arises and early recovery. The city has a sound and stable financial condition making it sure that there is an available financial resource once needed during disaster and calamities (Prietos, 2015).

Emergency Operations Center which serves as the command center is easily established once needed 2 days prior to the occurrence of disaster as per Yolanda and Ruby experiences in particular in conformity with the LGU Disaster Preparedness Journal (Checklist of Minimum Actions for Mayors, First Edition, July 2014). BDRRMC are established and are fully functional in the 21 barangays. CDRRMC, city officials and volunteers have relatively undergone survival training and drills in one way or another (Robles, 2015).

Emergency resources are in place as the City Social Welfare and Development Office has enough stockpiles of relief supplies and systems on evacuation responses and relief operations are well-planned out [9].

On the down side part of this assessment tool, Escalante City has scored low on Essential 2 where it performed the lowest. While the LGU has a CDRRM Plan in place and actively participated in the higher agencies planning initiatives and though the City Government has allocated enough resources to fund various preparedness projects and activities through its Annual Investment Plan, it performed extremely low in area on having financial services available to vulnerable and marginalized household during pre-disaster times. No saving and credit schemes or macro and micro- insurance opportunities are set up to support the vulnerable sectors. The city government might have distributed an insufficient financial assistance to the affected households but definitely not enough to jumpstart any livelihood activities (Ruiz, 2015).

Escalante City has also performed poorly on Essential 4 which is investing in and maintaining risk reducing infrastructure such as storm drainage and the like. Though disaster preparedness components were already incorporated in the updated version of the CLUP, we still cannot assess its impact as it is yet for implementation. Public facilities and infrastructure located in high-risk areas might have been assessed for all hazard risks and safety but due to financial constraints and huge budgetary requirement, the city is not yet capable of renovating various infrastructure projects. However, the Office of the building official as well as the city engineering's office is regularly monitoring physical status of all city owned buildings and infrastructures to ensure safety and protection during disasters such as typhoons and earthquakes (Robles, 2015).

The average score of Escalante City in Essential 7 is 3.25, however, it still ranked 3rd lowest based on the HYOGO framework making it a concerned area. CDRRMO has regularly conducted various survival trainings and disaster preparedness drills in all schools in Escalante and the communities across the 21 barangays especially right after the Yolanda experience. In 2014, the city government has provided enough time and resources to organize the 21 BDRRMCs, and encourage all institutions, public and private to put disaster preparedness a part of their internal system and preparations. However, as we have two (2) college institutions in Escalante City, Mount Carmel College and NONESCOST, there is a must for both schools to integrate disaster preparedness and resiliency in their curricula to further invoke consciousness and ensure cultural integration in the community (Robles, 2015).

Escalante City scored average in Essentials 10 and 5 which means, the presence of commitment and capabilities but not quite substantial or comprehensive. The CSWD office is equipped with needed skills and expertise to conduct and assist victims of psycho-social (psychological, emotional) impacts of disasters. This particular service may still be enhanced by adding the workforce with similar field of expertise. These personnel include 2 contractual registered social workers and 1 psychologist practitioner (Miano, 2015)

## **SUMMARY OF FINDINGS**

Escalante City has the greatest potential to maximize its strategic location the northernmost tip of Negros serving as a gateway to Cebu and other provinces through its port facilities. This particular geographical advantage is yet to be tapped as a potent force for socio-economic growth.

Its growing population is expected to reach more than a hundred thousand by 2022, thus the need to readjust and plan out well its priorities in order to keep up with its population growth.

Its physical development must also be able to address prevailing concerns and gaps of the community so that its expansion will be well directed and be carefully and strategically put in place by the LGU.

It must be significantly noted that Escalante City's geographical location makes it vulnerable to future natural disasters and calamities, that Yolanda will not be the first and the last of its kind for the city, but probably just the beginning of an established route.



The city's vulnerable condition must be taken seriously by the LGU so as to prepare itself and put up measures to eliminate or reduce intensity of hazardous event. At present, it may be observed that the efforts towards Climate Change Adaptation (CCA) and resiliency are mediocre and need to be strengthened.

The Yolanda experience left a mark of a weak implementation of the city's recovery and rehabilitation program, thus, the utmost demand to place its mechanisms on its rightful place.

## **CONCLUSION AND RECOMMENDATION**

### **CONCLUSION**

Escalante City's vulnerable geographical location should be taken as one of the most considerations in developing all its developmental plans. The biggest challenge for the city government is to equip itself with the much-needed preparation in anticipation of disaster and calamity in the future to protect and ensure the safety of its fast-growing population. There has to be a clear agenda in mitigating disasters and hazard risks particularly a sustainable rehabilitation and recovery initiatives that will make the community resilient.

It doesn't have enough local resources to capacitate itself, thus, the need to maximize resources from its stakeholders and build strong ties with other private and public organizations or agencies outside the LGU.

## **ECONOMIC DEVELOPMENT PLAN**

### **Agriculture**

Problems in the decreasing agricultural crop productions demands immediate attention and interventions from the local government at it has a snowball effect in the local economy. Agricultural support mechanisms are not enough to drive productivity on a higher level and make the industry more dynamic.

Reconstruction mechanisms must be in place to mitigate impacts of future disaster.

### **Commerce and Industry**

Escalante City has a relatively growing commerce and industry sectors and should be able to address ownership issues, access to utilities and prevailing concerns to maximize its potential. Domestic revenue sources should be given utmost attention so it may yield to improved revenue generation.

The local government must be able to establish safety nets on its local economy to make it resilient during crises situation.

### **Tourism and Culture**

Recent setback in the tourism program implementation has resulted to weaker tourism positioning of Escalante and the absence of sustainable effort to carry on pending projects and programs due to non-updating of important development plans on this area.

## **SOCIAL DEVELOPMENT PLAN**

### **Shelter/ Housing**

The high incidence of informal settlers due to ownership disputes particularly in the city proper, access to power and the inaccessibility to safe water sources to settlement areas require due focus.

Shelter plan, particularly for Yolanda victims should be given due attention. The city needs to mobilize its Housing Board and other housing organizations and councils to fast track implementation and roll out comprehensive plans and programs to ensure sustainability of the project.

### **Health and Nutrition**

The health condition in the city is challenged with various issues and limitations such as poor condition of existing structures, lack of service vehicles and inadequate supply, equipment and facility among the rural health centers which also caused poor disaster mobilization.

The local situation is even aggravated by the lack of sanitary toilets in the residential areas. Waste disposal is still a concern due to the fact that the city has no sanitary landfill.

### **Education**

Prevailing situations include lack of nationally funded school teachers, lack of classroom buildings, learning facility and equipment and many existing structures are dilapidated.

Some DepEd personnel lack the skills and capabilities to assist during disaster and calamity situations, both before and after.

### **Protective Services**

There is low ratio of uniformed PNP personnel and fire men vis-à-vis the total population of the city. Protective services offices need additional equipment and facility to effectively respond to emergency situations and during disaster.

Barangay tanods are not equipped with skills to function effectively while there is limited number of citizen's volunteer organizations for disaster response mobilizations.

### **Social Services**

The social services albeit some important concerns that needs attention are in full swing in the City of Escalante. Significant areas that need further improvement include additional skills and expertise in handling important programs in evacuation management to establish more responsive disaster response mechanisms in the social services.

Most of the day care centers are in poor condition. Day care workers are not in permanent position and only receiving meagre honorarium every month.

Service facility must be enhanced and upgraded.

### **Sports and Recreation**

A Sports Development Program should be formulated to ensure consistency of programs and development. Sports program has to be diversified to provide venues for variety of sports events.

Sports and recreation can be a potent post-disaster trauma management intervention especially among youths should there be occurrence of calamities in the city, thus, the need for an intensive program to be at hand.

## **INFRASTRUCTURE AND UTILITIES DEVELOPMENT PLAN**

The lack of a sound transportation management plan is the main cause traffic congestion in the city proper that can turn out to be hazardous to the pedestrian and riding public. Additional rural road networks, bridges and road development programs are needed to encourage increase of farm crop productivity.

Reconstruction and resiliency component can be established in this sector by revisiting institutional provisions such as the building code.

Some utilities haven't reached yet far-flung areas. The water supply situation is even a huge concern for the local government with very limited supply in the poblacion and the adjacent barangays. This situation results to high cost of water consumption that eventually hinders economic development. The services of the only service provider Escalante Water District is even mediocre and not well maintained. Service interruptions are happening very frequently in the past couple of years and the quality of water is very low not potable for human consumption.

Most water sources in other barangays are not safe as some are prone to flooding. This eventually leads to contamination of drinking water causing health problems in most cases.

## **ENVIRONMENTAL DEVELOPMENT PLAN**

The city has no existing Environmental Plan or profile thereby resulting to uncoordinated and inconsistent implementation of various environmental programs.

There is still prevalence of illegal fishing in the municipal waters and illegal cutting of trees in the upland areas. Thus, the non-existence of forest land in the city. This results for some places to be prone to landslides and flash floods

It must also be noted of the impact in the long run of not having a Sanitary Landfill which is still under construction. The requirement for solid waste disposal could not be addressed by the existing solid waste management system.

## **LAND USE PLAN**

The city has an approved Land Use Plan based on Zoning Ordinance No. 13-248. It has implemented all most of the components needed for developmental zoning across the 21 barangays.

Some of its components has to be revisited and should keep up with the current requirements for development such as the arising need of areas for cemetery. Commercial areas must also be updated to cater to new businesses and sprouting economic activities.

As industrial and manufacturing activities are not maximizing industrial areas of the city, there is a need to strengthen programs and market strategies to attract investors to develop this sector in the city.

The 40-meter no build zones from the shorelines in the coastal barangays must be implemented to avoid disaster hazard and property damages.

## **LOCAL GOVERNMENT ADMINISTRATION PLAN**

The City Government of Escalante continued its expansion of its local organization by establishing new offices to respond to growing needs of the constituency. It just needs to zero-in on certain points, such as streamlining of job functions that must be done to improve service delivery across all offices.

Hiring of personnel as well as getting the services of job order workers should be done beyond political considerations and be professionalized to avoid clogging of workers without specific functions thereby depleting financial resources of the city which could have been used to other valuable activities. Fiscal administration must be enhanced particularly budget process cycle to maximize participation and output.

Adequate attention must be given in establishing the City Disaster Risk Reduction Management Office as well as the CDRRM Council in order to lay down important preparations prior to occurrence of any disaster.

## **MONITORING AND EVALUATION**

The city government makes sound actions by identifying its strengths and weakness through established assessment tools such as the Tool on Seal of Good Local Governance which focuses on local administration, fiscal management, and delivery of protective and social services.

It has also taken action based on the outcome of Public Financial Management Assessment Report which indicators highlight areas in fiscal management, transparency and accountability.

There is a need though, to institutionalize assessment on disaster readiness and resiliency as this has not been given adequate attention in the most recent past. A lot of areas in the disaster preparedness and post disaster mitigation should be given concentration as it is not yet established and operational.

Disaster readiness and resiliency should be embedded in the city's top priority to ensure public safety and sustainability with or without the advent of any disaster.

## **RECOMMENDATIONS**

As the most pressing concern is to establish responsive Disaster Mitigation and resiliency components, particularly rehabilitation and recovery initiatives, proposed undertakings are embedded across development sectors to ensure encompassing impact once adopted and implemented.

## **GENERAL FRAMEWORK DEVELOPMENT**

1. Ensure that the mechanism for Post-Disaster Needs Assessment (PDNA) is in place through mobilizing the Barangay Disaster Risk Reduction Management Council with the CDRRMO supervising its conduct.
2. Conduct of immediate Disaster Valuation after the occurrence of disaster, particularly:
  - a. Welfare impact (health, education, nutrition) – to be able to know the varying conditions of the community as to the impact of the disaster to identify the needed interventions
  - b. Output impact (economic, productivity) – to assess the extent of economic impact, particularly in agriculture to lay down concrete steps to address prevailing concerns

## **ECONOMIC DEVELOPMENT PLAN**

### **Agriculture**

1. Enhancement of agricultural support system for pre disaster and post disaster mitigations
  - a. Physical Infrastructure

Additional road networks such circumferential roads and rural roads and bridges will serve a vast area of agricultural lands in the upland barangays. This is also an effective pre-disaster mitigating component in allowing mobility and accessibility of people to safer areas.

Availability of post-harvest facilities such as milling, warehouses, drying and processing facilities must also be enhanced.

- b. Credit, Finance, Agricultural and Forrest Support Program and Technical Assistance.

Agricultural workers should be able to organize cooperatives which can be a good tool to maximize local resources. Technical assistance must be provided for to ensure cooperative development. This can be a potent strategy to establish local economic dynamism at the grassroots level before or after the occurrence of any disaster.

LGU needs also to strengthen its linkages with private organizations and financial institutions to make the financial services available to agricultural workers in order to enhance production. Such is also needed as a post-disaster facility which was seen to be unavailable during post-calamity situations like what happened during Yolanda.

2. Strict implementation of RA 8550 otherwise known as the Philippine Fisheries Code of 1998 and other local ordinances to ensure massive protection of the marine resources of Escalante Municipal Waters to ensure resource sustainability.
3. Encourage crop producers to secure disaster insurance for agricultural crops to recoup damages and losses during typhoons or similar situations.
4. The Danao-Tanquinto River Development Plan should be drafted and be ready for implementation since it will have a positive impact on the economy particularly, the potential on agriculture and tourism business of the City. The project would have direct benefits to barangays Old Poblacion, Langub, Alimango, Jonob-jonob and Mabini.

It should also give focus on the rehabilitation of the river to mitigate disaster risk such as flooding. Full operations of its rehabilitation thru dredging which started years ago should be maintained until the desired depth of the river is achieved.

## **COMMERCE AND INDUSTRY**

1. To ensure resiliency thru economic activities, encourage small entrepreneurs to form associations and cooperatives that will establish strong industrial network and open up new markets that can be sustainable even during vulnerable times. Strengthening the economic capability of the basic unit in the community is the key to bounce back right after disasters.  
For disaster response mechanism, strong linkages with local business establishments should be established though proper organization and mobilization to establish easy access of goods and services during disaster and post disaster interventions. Memorandum of Agreement should be wilfully entered into by both the LGU and the private businesses to seal partnership during disaster and post disaster mitigations.
2. Address the primary concerns that cripples the city to achieve sound economic expansion, that is:
  - a. Redirect development toward areas in the city proper which have clean titles and easy access to utilities by constructing institutional infrastructure projects.
  - b. Be able to find alternative source of water to resolve the lack of adequate supply of potable water. There are barangays adjacent to the city proper that can provide alternative source of water supply.
  - c. To address issues on lack infrastructure facilities such as circumferential road, recreational (sports) facilities, and the like, the city government should be able to strengthen its linkages to external agencies be it national or local, that can provide financial sources in order to effect infra development.

## **TOURISM AND CULTURE**

1. There is a need to update its 5-year eco-tourism development plan to ensure programs and projects are aligned with environmental sustainability and social responsibility. Integrate provisions that will ensure disaster readiness and resiliency in the tourism industry of the city.
2. Formulate a responsive City Tourism Code that will cover all facets of tourism components.
3. Capacitate tourism personnel and staff in the implementation of various tourism programs and undertakings. The city government can even initiate activities that will encourage community participation as this can open up a new industry and possible employment for the community.

4. For disaster readiness and resiliency, there is a need to organize accommodation establishments so as to create a cohesive group that will complement the needs among tourism operators at the advent of any disaster. It will also provide the LGU easy access in rolling out its programs, related or not with disaster preparedness.

#### **SOCIAL DEVELOPMENT PLAN SHELTER/ HOUSING**

1. Develop a disaster resilient resettlement housing sites in partnership with government agencies, and non-government organizations; and
2. Ensure the priority inclusion of informal settlers, households in disaster risk areas, and poor households as beneficiaries of poverty and socialized housing programs.
3. The city government must forge strong linkages with NGOs, NGAs and other external institutions such as Gawad Kalinga, UN Habitat for Humanity, Pag-ibig and others that can assist in the implementation of its shelter program such as socialized housing and others.
4. To mitigate disaster risk and ensure resiliency, a sound and comprehensive City Shelter Plan has to be formulated and be implemented. The Local Housing Board that deals with the local housing concerns and the Local Inter-Agency Committee (LIAC) which is mandated by the national government to implement housing projects relative to Yolanda assistance must be operational and empowered.

#### **HEALTH AND NUTRITION**

1. Provide the City Health Office with improved and upgraded facility and equipment and additional service vehicles for easy mobilization and response particularly during disaster and calamities. Medical supplies must be ready for disposal during crisis situations.
2. Provide round-the-clock medical services to strategic barangay clusters within the next five years, barangay clusters within a five-kilo meter radius.
3. Ensure an adequate number of competent medical professionals and trained barangay-based personnel
4. Actively engage the general population in lifestyle change programs and community sanitation. LGU must subsidize construction of sanitary toilets for interested residents, materials will be given away for the construction of sanitary toilets. Information and advocacy for a cleaner environment will be part of the functions of every barangay health station. Legislation for the construction of sanitary toilets in new structures would be enacted.
5. Construction of one additional barangay health stations.

#### **EDUCATION**

1. Enhance DRRM and CCA capabilities thru curriculum integration and trainings on Evacuation Management and post-disaster mitigation.
2. Construct and repair disaster resilient classroom buildings; Provision of additional learning equipment and facility
3. Assist the local division in strengthening its quality of service delivery by fully implementing programs approved by the Local School Board

#### **PROTECTIVE SERVICES**

1. Strengthen public safety capabilities; provide support on equipment and facilities, repair and renovation of buildings and additional service vehicles to effectively respond to crisis situations
2. Ensure Better emergency response preparedness
3. Forge strong partnerships with the community; organize and capacitate volunteers for emergency and disaster response mobilizations.
4. Massive advocacy and IECs on disaster preparedness and public safety



## **SOCIAL WELFARE**

1. Formulate and implement standard operating procedures on disaster response.  
There is a need to provide capability development among personnel and staff of the city social welfare and development office who take the front line services during calamities particularly, evacuation management and relief assistance operations.
2. Improve Access to post disaster livelihood and skills training.
3. Empower social sectors by reorganizing and initiating PPAs
4. Enhance regular program implementation with competent program implementers and equip implementing agencies with additional equipment and facility

## **SPORTS AND RECREATION**

1. Formulate and implement a Sports Development Plan with focus on improving capabilities and facility;
2. Set up a Special sports programs for Post-disaster management

## **INFRASTRUCTURE AND UTILITIES DEVELOPMENT PLAN**

1. Revisit the existing building code and make sure to integrate provisions of disaster resiliency particularly reconstruction concepts
2. Conduct retrofitting assessment in all government and institutional structures to identify structures with disaster risk and for appropriate action thereof;
3. Formulate a responsive Transportation Management Plan through road improvement;
4. Achieve 100% target in the electrification program of the city;
5. Forge partnerships with external sources to establish alternative and renewable source of energy such as solar panels;
6. Enhance service delivery of existing water service provider:
7. Ensure undisrupted service delivery during disaster and post disaster by coming up with a distribution management plan to evacuation sites and resettlement areas

## **ENVIRONMENTAL DEVELOPMENT PLAN**

1. Strengthen the enforcement of existing laws on environmental protection and conservation.
2. Approve and implement the 10-year Solid Waste Management Plan including the establishment of Sanitary Landfill, additional MRF and water waste Treatment facility;
3. Implement National Greening Project in the Barrio, to mitigate effects of global warming
4. Launch massive advocacy campaigns and IECs on environmental protection, conservation and climate change adaptation

## **LAND USE PLAN**

1. Toughen Developmental Plans and ensure multi-stakeholders' participation on Land Use Planning and in the updating of zoning ordinance.
  - a. There has to be a shift of focus on the areas that are considered safe and conducive for human settlement as it ensures security for future development.
  - b. Provide more areas for cemetery, economic and commercial zones.
2. Establish and update Hazard Map and profiling to come up with a responsive infra interventions
3. Implement the 40-meter no build zone from shorelines along coastal barangays to mitigate disaster risk;

## **LOCAL GOVERNMENT ADMINISTRATION PLAN**

1. Professionalize the CDRRMO by streamlining of personnel and functions, continuous capacity development, additional equipment and facility, and strong partnership with the community;
2. Ensure disaster readiness and resiliency components to be embedded in every departmental plans and AIP under the LGU
3. Provide professional and skills advancement program to LGU personnel
4. Improve service delivery processes to ensure clients' satisfaction
5. Professionalize service contracting with Job Order workers through job-matching and skills-audit
6. Advocacy campaigns and IECs on all government programs and activities to develop public value.

## **MONITORING AND EVALUATION**

One way of ensuring a continuous institutional development among all areas of governance is through institutionalizing all assessment and evaluation tools such as SGLG, HYOGO Framework, and Public Finance Management Assessment Report (PFMAR) to be conducted regularly as potent source of information with the areas which are performing well and the areas which would require attention and interventions.

### **Resiliency and Disaster Readiness**

As per HYOGO Framework assessment, Rehabilitation component pertaining to having financial services available to vulnerable and marginalized household during pre-disaster times should be revisited and strengthened as the LGU do the following:

1. Tap NGAs or maximized internal resources to put in place financial empowerment programs for vulnerable sectors.
2. There is a need to mobilize the private sectors and businesses to support financial rehabilitation programs for supposed affected families as there is no presence of local business associations, such as chambers of commerce and similar, engaging in support efforts of small enterprises for business continuity during and after disasters.
3. The City Legislators must be able to revisit investment codes and ordinances that establish economic incentives for investing in disaster risk reduction for households and businesses such as reduced insurance premiums for households, tax holidays for businesses
4. School-based academic curriculum integration of Disaster Preparedness and Resiliency Programs in all learning institutions.
5. There is a need for the LGU to improve Contingency Plan (or similar plan) and to include an outline strategy for post-disaster recovery and reconstruction, including needs assessments and livelihoods rehabilitation.
6. A comprehensive Impact assessment must be established right after every disaster in order to get the clear picture of damages and needs. As mentioned earlier, the areas on post-disaster recovery and rehabilitations activities particularly livelihood rehabilitations must be clearly defined and be given adequate details.

### **Fiscal Management**

As per PFMAR, the areas which need to be strengthened and be given due attentions are already identified, the following are the recommendations to be undertaken:

1. Defining and strengthening the systems of the Internal Audit System of the city to make it fully operational. It may highlight the areas provided for in the PFMAR to ensure effectiveness of its operations;
2. Consider and explore other possible avenues to strengthen revenue-raising endeavors to provide more resources for the city;

3. Ensure consistent and sustained efficiency in revenue collections in order to increase local generated revenues and decrease dependency on the Internal Revenue Allotment, which is the basic goal for all LGUs;

### **STRATEGIC IMPLICATIONS TO LOCAL GOVERNANCE AND DEVELOPMENT**

The years that came after the Super typhoon Yolanda were full of challenges and accomplishments for Escalante City. It was indeed a test of resiliency as we have bravely confronted the aftermath of the Yolanda as it left enormous and lasting impact to the lives of the Escalantehanons. Likewise, it served as an effective wake-up call for the local government unit to enhance its preparations and systems of governance so we may become more resilient and responsive should we face another similar circumstance in the future.

As Escalante City have risen above the traumatic Yolanda experience, it is important to note where is the Local Government right now in terms of fiscal administration and on its pursuit toward making Escalante a more resilient community, have we improved in the delivery of our social services and how we have effectively respond to the needs of rehabilitation and recovery while advancing the development agenda of the administration.

This paper aims to provide insights of the present conditions per involved sector of the city as well as the gaps and developmental loop holes that are needed to be bridged and filled in by the local government.

Technically, there is no related study yet conducted in the past to gauge the local government's performance vis-à-vis the CLUP implementation which is partly offered by this paper. This study highlights the priority concerns in the CLUP and offer further recommendations that shall set the direction of governance of the city government to maximize its resources in building a resilient community.

Further, this paper presented the significance of tapping the resources from the national government to provide strategic inputs on developmental initiatives, augments and reinforces resource mobilizations and provides the city with much needed infrastructure facilities that would have gone beyond the capacity of the city government.

Through this, it is prayed for that the city government will reinforce itself as a steering wheel that allows both public and private institutions to get involved and participate to produce cooperative development and sustained partnership, thus, creating a dynamic community full of opportunities and avenues for development. Such will surely create public value which will lead to synergistic effort in creating a new resilient community.

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