



Eastern Visayas  
**Regional Development Plan**  
2017-2022





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## **Eastern Visayas Regional Development Plan 2017 - 2022**

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# Table of Contents

RDC VIII Resolution No. 102, Series of 2016	vi
Foreword	viii
Message of the Secretary of Socioeconomic Planning	ix
Message of the RDC VIII Chairperson	x
Preface	xi
List of Tables and Figures	xiii
<b>Chapter 1:</b> Introduction	1
<b>Chapter 2:</b> Overview of Development Prospects	7
<b>Chapter 3:</b> Regional Spatial Strategy	13
<b>Chapter 4:</b> The RDP 2017 - 2022 Framework	31
<b>Chapter 5:</b> Providing an Enabling and Supportive Macroeconomic Environment	39
<b>Chapter 6:</b> Promoting Regional Competitiveness	61
<b>Chapter 7:</b> Expanding Economic Opportunities in Agriculture and Fisheries	75
<b>Chapter 8:</b> Expanding Economic Opportunities in Industry	109
<b>Chapter 9:</b> Expanding Economic Opportunities in Services	133
<b>Chapter 10:</b> Reducing Inequality in Opportunities for Human Development	153
<b>Chapter 11:</b> Reaching for the Demographic Dividend	177
<b>Chapter 12:</b> Building Resiliency of Individuals and Families	191
<b>Chapter 13:</b> Enhancing Disaster Risk Reduction and Climate Change Adaptation and Mitigation	207
<b>Chapter 14:</b> Accelerating Infrastructure Development	233
<b>Chapter 15:</b> Leveraging Science, Technology and Innovation	269
<b>Chapter 16:</b> Enhancing Peace, Security, Public Order, and Justice Administration	285



<b>Chapter 17:</b>	Ensuring Good Governance	299
<b>Chapter 18:</b>	Maintaining Ecological Integrity and a Clean and Healthy Environment	319
<b>Chapter 19:</b>	Promoting Eastern Visayas Culture and Values Reformation	343
<b>Chapter 20:</b>	Ensuring Plan Implementation and Monitoring and Evaluation	359
	<a href="#">List of Abbreviations and Acronyms</a>	368



Republic of the Philippines  
**REGIONAL DEVELOPMENT COUNCIL**  
Eastern Visayas (Region VIII)

**RDC VIII Resolution No. 102, Series of 2016**

**APPROVING AND ADOPTING THE EASTERN VISAYAS  
REGIONAL DEVELOPMENT PLAN FOR 2017-2022**

**Whereas**, Executive Order No. 5 dated 11 October 2016 approved and adopted the 25-year long-term vision entitled *Ambisyon Natin 2040* to serve as an anchor for development planning across administrations and guide engagements with development partners;

**Whereas**, Memorandum Circular No. 12, issued on 24 October 2016, directed the NEDA to coordinate the formulation of the Philippine Development Plan (PDP), Regional Development Plans (RDP) and the accompanying Public Investment Program (PIP) for the period 2017-2022;

**Whereas**, the PDP and RDPs shall be anchored on the Sustainable Development Goals (SDGs), and the 0 to 10 Point Socioeconomic Agenda of President Rodrigo Roa Duterte and geared towards the *Ambisyon Natin 2040*;

**Whereas**, pursuant to the foregoing directive and RDC VIII Resolution No. 34, Series of 2016, "Adopting the Guidelines for the Formulation of the Successor Regional Development Plan (RDP) 2017-2022, Subject to Incorporation of Additional Recommendations and Necessary Adjustments Confirming to National Policy Directive/Guidelines," Technical Planning Groups (TPGs) composed of regional government agencies, local government units, academe and private sector representatives were created and spearheaded series of multi-sector and multi-level consultation workshops for the RDP preparation;

**Whereas**, the RDP highlights the development vision of *Eastern Visayas in 2040: A resilient and prosperous region where people enjoy equitable socioeconomic opportunities for and benefits of sustainable human development* and the medium-term regional goals of robust and sustained economic growth and reduced poverty and inequality in all dimensions;

**Whereas**, the pursuit of these vision and goals shall be guided by the region's strategic development framework along with priority programs, projects and activities, which translate the identified strategies into concrete interventions;


**Whereas**, comments and recommendations from the Council's Sectoral Committees were generated to further enhance the RDP;

**Whereas**, after incorporating the comments and recommendations and carefully reviewing the Plan, the Council finds the RDP consistent with the national and regional planning guidelines and responsive to the development challenges and aspirations of the region for accelerated socioeconomic development.


**NOW, THEREFORE**, upon the motion of Private Sector Representative for Agribusiness Atty. Roy Bernard Fiel, that was duly seconded by Private Sector Representative for Academe Dr. Edmundo Gariando, **BE IT RESOLVED, AS IT IS HEREBY RESOLVED**, to approve and adopt the Eastern Visayas Regional Development Plan 2017-2022.

**UNANIMOUSLY APPROVED**, this 20<sup>th</sup> day of December, Two Thousand and Sixteen, at the Felipina Hall, NEDA Regional Office VIII, Palo, Leyte.

*Certified true and correct:*

  
**MEYLENE C. ROSALES**  
Acting Secretary, RDC VIII and  
OIC-Asst. Regional Director, NEDA VIII

*Attested/Approved:*

  
**ATTY. BONIFACIO G. UY**  
Acting Chairperson, RDC VIII and  
Regional Director, NEDA VIII



## FOREWORD

Earlier this year, we launched the **Philippine Development Plan (PDP) 2017-2022** through the initiative of the **National Economic and Development Authority (NEDA)**. The PDP serves as our medium-term blueprint towards attaining a better and more secure life for our people in the next 25 years.

To complement the PDP, we are now launching the Regional Development Plans (RDPs) 2017-2022. This will provide direction in policy formulation for the next six years as we steer public and private investments to the regions.

We intend to place regional development at the center of our socioeconomic development strategy. By creating more jobs, improving social services, encouraging innovation and connecting the countryside to growth centers, we will reduce poverty and accelerate development in rural areas.

The RDPs will also prioritize accelerating infrastructure development, protecting our natural resources, addressing criminality and illegal drugs, and ensuring peace and security in the regions.

I commend the Regional Development Councils for aligning their respective regional plans to our PDP through fruitful collaboration with local government units and the private sector. I am confident that through the RDPs, we can realize our goal of laying a solid foundation for a stronger and more resilient nation for future generations.

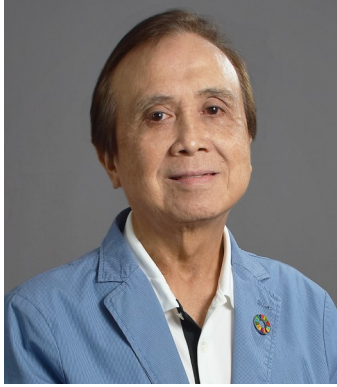
**RODRIGO ROA DUTERTE**

President

Republic of the Philippines

**MANILA**

May 2017



## MESSAGE

With regional and local development being one of the main thrusts of President Rodrigo R. Duterte's socioeconomic development agenda, the Philippine Development Plan (PDP) 2017-2022, the first medium-term plan anchored on a long-term vision (*AmBisyon Natin* 2040), was specifically designed to cultivate growth and reduce inequality between the regions. This can be achieved by directing development to key areas throughout the country and connecting these growth centers to rural areas.

As such, the Regional Development Plans (RDPs), as accompanying documents to the PDP, will be an important tool in guiding both public and private investments that will catalyze growth in the regions. It will also serve as our blueprint in laying down the three main pillars of *Malasakit, Pagbabago, at Patuloy na Pag-unlad* that will help us build a secure, comfortable, and strongly rooted life for all Filipinos by 2040.

I would like to express my gratitude to the Regional Development Councils (RDCs) for their leadership in the crafting of the RDPs, and in coordinating various development efforts in the regions. Finally, we seek the support of our local government units, regional institutions, and private institutions to support the realization of our plans as we venture towards the creation of prosperous, peaceful and resilient communities.

**ERNESTO M. PERNIA**  
Secretary of Socioeconomic Planning



## MESSAGE

The biggest challenge faced by the Eastern Visayas Regional Development Council is catalyzing the attainment of an economic growth that is robust and sustained enough to result in poverty reduction.

This is the goal of the Eastern Visayas Regional Development Plan (RDP) 2017-2022 – something that will contribute to the national societal goal of laying the foundations for inclusive development for all Filipinos as laid down in the Philippine Development Plan 2017-2022. Both Plans are seen to enable the region to help realize the country's long-term vision of

*“Matatag, maginhawa at panatag na buhay para sa lahat”* encapsulated in the *AmBisyon Natin 2040*.

As the RDC Chairperson for the term 2017-2019, I embrace the challenge faithfully. It is with deep enthusiasm and trust that through mutual cooperation and support of the Council officers and members, along with other development partners, we will catapult Eastern Visayas into a progressive and resilient region.

Having been vested by President Rodrigo Roa Duterte with authority and confidence to lead the Council, I will endeavor in the best way I can to help the entire region fulfill its aspirations. During my term, I intend to put priority on four development areas, namely: 1) poverty alleviation, especially in the island of Samar, 2) investment promotion, 3) infrastructure resiliency, and 4) tourism development.

I call on everyone in the region, - other local government units, the civil society and the private sector, and the various government agencies to help out in making this RDP a reality. I am fully convinced of the essence of *AmBisyon Natin 2040*, and at the same time, I am one with the NEDA in saying, *“Ang ambisyon mo ay misyon nating lahat.”*

**MAYOR CRISTINA GONZALEZ - ROMUALDEZ**

Chairperson, RDC VIII and  
Mayor, Tacloban City





## PREFACE

This Eastern Visayas Regional Development Plan (RDP) 2017-2022 provides the blueprint that steers the development direction of the region as we embark on another medium-term time frame. The challenges abound, but not as much as our strengths and potentials as a region. While we cannot reverse the status quo overnight, we can always build the momentum and, slowly but surely, amble towards the achievement of our goals.

Regional development remains the backbone of our country's progress, but need not be isolated from a shared and collective aspiration at the broader scale. As such, the RDP 2017-2022 remains consistent with the framework espoused in the Philippine Development Plan 2017-2022; supports the Duterte administration's 0 to 10 Socioeconomic Agenda; and aligns with the 2030 Sustainable Development Goals (SDGs). What makes the RDP even more unique and crucial is that it forms part of the foundation towards the attainment of a long term vision known as *AmBisyon Natin* 2040, defined at the regional and national levels, which basically centers on the realization of prosperity and human development.

The next six years will see the translation of strategies into projects that will reduce inequalities in economic and social development, enhance the social fabric, and upscale potential growth. All these are pursuant to the development pillars of the present administration. Our experience with Super typhoon Yolanda also urged us to give more emphasis in addressing the high vulnerability of the region to disasters and the threats of climate change by including a separate chapter on enhancing DRR/CCAM in the Plan.

The formulation of the RDP was hinged on a participatory process. As such, intensive and extensive regional, island-wide and sectoral consultations have been conducted to solicit inputs from our stakeholders. We thank our development partners both from the public and private sectors for sharing their time, expertise, and ideas. Their active participation in the planning exercise is already a manifestation of their commitment and concern to build a better Eastern Visayas. We are happy and grateful for this partnership.

The participatory approach does not end with the preparation of the RDP but should continue, most importantly, in the implementation phase until the monitoring and evaluation stage. After all, the realization of our Plan requires the

strong support, ardent desire, and concerted action from all of us. It is by taking a proactive role that we breathe life into this Plan, saving this document from merely existing in the archive.

We trust that under the auspices of the Regional Development Council (RDC) VIII, our development undertakings in the next six years will result in better outcomes. We cannot wait to see that day when Eastern Visayas shall have metamorphosed into a region that is highly competitive, resilient and prosperous.

*Usmag, Sinirangan Bisayas!*



**ATTY. BONIFACIO G. UY**

Vice-Chairperson, RDC VIII and  
Regional Director, NEDA VIII



# List of Tables and Figures

## Chapter 3 Regional Spatial Strategy

Table 3.1	Total Population and Average Annual Growth Rates by Province/City, Eastern Visayas, 2000-2015	16
Table 3.2	Growth Centers, Eastern Visayas, 2000-2015	20
Figure 3.1	Population and Population Density, Eastern Visayas, 1995-2015	17
Figure 3.2	Connectivity of Settlements, Eastern Visayas	22
Figure 3.3	Connectivity to Other Regions, Eastern Visayas	23
Figure 3.4	The IEM or Ridge-to-Reef Approach	24
Figure 3.5	IEM Zone A, Eastern Visayas	26
Figure 3.6	IEM Zone B, Eastern Visayas	27
Figure 3.7	IEM Zone C, Eastern Visayas	28
Figure 3.8	IEM Zone D, Eastern Visayas	29
Figure 3.9	IEM Zone E, Eastern Visayas	30

## Chapter 4 The RDP 2017-2022 Framework

Figure 4.1	Regional Strategic Framework	33
------------	------------------------------	----

## Chapter 5 Providing an Enabling and Supportive Macroeconomic Environment

Table 5.1	Value of Exports, Eastern Visayas, 2013-2015 (in million US\$)	45
Table 5.2	Employment, Unemployment and Underemployment Rates Eastern Visayas vs Philippines, 2011-2015 (in %)	46
Table 5.3	Gini Coefficient, Philippines and Visayas Regions, 2006-2015	49
Table 5.4	Macroeconomic Targets, Eastern Visayas, 2017-2022	55
Figure 5.1	GRDP Growth Rates, Actual vs Target, Eastern Visayas, 2011-2015, at Constant 2000 Prices	41
Figure 5.2	Average Percent Share to the GRDP by Industrial Origin, Eastern Visayas, 2011-2015, at Constant 2000 Prices	42
Figure 5.3	AHFF GVA Growth Rates, Actual vs Target, Eastern Visayas, 2011-2015, at Constant 2000 Prices	43
Figure 5.4	Industry GVA Growth Rates, Actual vs Target, Eastern Visayas, 2011-2015, at Constant 2000 Prices	43
Figure 5.5	Services GVA Growth Rates, Actual vs Target, Eastern Visayas, 2011-2015, at Constant 2000 Prices	44
Figure 5.6	Per Capita GRDP, Philippines and National Capital Region vs Eastern Visayas, 2011-2015, at constant 2000 Prices, (in PhP)	44
Figure 5.7	Inflation Rate, Eastern Visayas, 2011-2015	45

Figure 5.8	Labor Productivity by Sector/Industry, Eastern Visayas, 2011-2015 (in PhP per worker)	46
Figure 5.9	Poverty Incidence Among Population and Families, Eastern Visayas, 2006-2015	47
Figure 5.10	Poverty Incidence among Population and Magnitude of Poor Population by Province, Eastern Visayas, 2006-2015	48
Figure 5.11	Average Annual Income of Families, Visayas Region, 2006-2015 , at Current Prices (in thousand PhP)	49
Figure 5.12	Number of Banks, Eastern Visayas, as of December 2015	51
Figure 5.13	Strategic Framework for Macroeconomy	54

## Chapter 6 Promoting Regional Competitiveness

Table 6.1	Cities and Municipalities Competitiveness Index (CMCI) Survey Results, Eastern Visayas, 2014-2016	65
Table 6.2	Regional Competitiveness Targets, Eastern Visayas, 2017-2022	70
Figure 6.1	Strategic Framework for Regional Competitiveness	69

## Chapter 7 Expanding Economic Opportunities in Agriculture and Fisheries

Table 7.1	AHFF GVA Growth Rate by Region, 2011-2015, at constant 2000 prices	78
Table 7.2	Agriculture and Fisheries Targets, Eastern Visayas, 2017-2022	90
Table 7.3	Proposed Agribusiness Development Areas, Eastern Visayas	98
Table 7.4	Proposed Fishery/Aquaculture Development Areas, Eastern Visayas	100
Figure 7.1	Strategic Framework for Agriculture and Fisheries	89
Figure 7.2	Proposed Agribusiness Development Areas, Eastern Visayas	99
Figure 7.3	Proposed Fishery/Aquaculture Development Areas, Eastern Visayas	101

## Chapter 8 Expanding Economic Opportunities in Industry

Table 8.1	Industry Targets, Eastern Visayas, 2017-2022	121
Figure 8.1	Industry GVA Growth Rates, Actual vs Target, Eastern Visayas, 2011-2015, at Constant 2000 Prices	111
Figure 8.2	Foreign Investments by Industry, Eastern Visayas, 2012-2016, at Constant 2000 Prices	112
Figure 8.3	Strategic Framework for Industry	120
Figure 8.4	Operating PEZA Economic Zones, Eastern Visayas	126

## Chapter 9 Expanding Economic Opportunities in Services

Table 9.1	Tourism Development Area (TDA), Eastern Visayas	137
Table 9.2	Existing and Potential Ecotourism Sites, Eastern Visayas, 2012	138
Table 9.3	Service Sector Targets, Eastern Visayas, 2017-2022	145
Figure 9.1	Services GVA Growth Rates, Actual vs Target, Eastern Visayas, 2011-2015, at Constant 2000 Prices	136
Figure 9.2	Tourist Arrivals, Target vs Actual, Eastern Visayas, 2011-2015	139
Figure 9.3	Tourist Receipts, Target vs Actual, Eastern Visayas, 2011-2015 (in million PHP)	139
Figure 9.4	Strategic Framework for Services	144

## Chapter 10 Reducing Inequality in Opportunities for Human Development

Table 10.1	Ratio of Health Personnel to Population, Eastern Visayas, 2015	158
Table 10.2	Basic Education Performance Indicators, Eastern Visayas: SY 2011-2012 to 2012-2016	161
Table 10.3	Enrolment in Higher Education, Eastern Visayas: AY 2011-2012 to 2012-2016	162
Table 10.4	Performance Indicators in Technical - Vocational Education, Eastern Visayas, 2011-2016	163
Table 10.5	Plan Targets to Improve Nutrition and Health	169
Table 10.6	Plan Targets to Improve Education and Manpower Development	170
Figure 10.1	Human Development Index, Philippines, Eastern Visayas: 2012	156
Figure 10.2	Prevalence of Malnutrition among Children, Eastern Visayas: 2011, 2013, 2015	158
Figure 10.3	Strategic Framework for Human Development	168

## Chapter 11 Reaching for the Demographic Dividend

Table 11.1	Total Fertility Rate by Region, Philippines, 1998-2013	180
Table 11.2	Demographic Dividend Targets, Eastern Visayas, 2017-2022	186
Figure 11.1	Population by Age and Sex Group, Eastern Visayas, 2015	180
Figure 11.2	Projected Population by Age and Sex Group, Eastern Visayas, 2025	182
Figure 11.3	Projected Population by Age and Sex Group, Eastern Visayas, 2035	182
Figure 11.4	Projected Population by Age and Sex Group, Eastern Visayas, 2045	182

Figure 11.5	Strategic Framework for Demographic Dividend	185
-------------	--	-----

## Chapter 12 Building Resiliency of Individuals and Families

Table 12.1	Levels of Well-Being of Pantawid Pamilya Household Beneficiaries by Province, Eastern Visayas, December 2015	194
Table 12.2	Resiliency of Individuals and Families Targets, Eastern Visayas, 2017-2022	198
Figure 12.1	Strategic Framework for Building Resiliency of Individuals and Families	197

## Chapter 13 Enhancing Disaster Risk Reduction and Climate Change Adaptation and Mitigation

Table 13.1	DRR-CCAM Targets, Eastern Visayas, 2017-2022	218
Figure 13.1	Geologic Hazard Map, Eastern Visayas	213
Figure 13.2	Hydrometeorologic Hazard Map, Eastern Visayas	214
Figure 13.3	Typhoon Vulnerability Map, Philippines	215
Figure 13.4	Strategic Framework for DRR-CCAM	217

## Chapter 14 Accelerating Infrastructure Development

Table 14.1	National Road Length by Surface Type, by Province, Eastern Visayas, 2014-2015 (in km)	234
Table 14.2	Water Transport Statistics, Eastern Visayas, 2014-2015	235
Table 14.3	Air Transport Statistics, Eastern Visayas, 2013-2015	237
Table 14.4	Top 10 Airports in Passenger Movement, 2015-2016 (in thousands)	237
Table 14.5	Aircraft Movement by Region, 2013-2014 (in thousands)	237
Table 14.6	Households with Access to Safe Water Supply, Eastern Visayas, 2014	238
Table 14.7	Households with Sanitary Toilet, Satisfactory Disposal of Solid Waste, and Complete Basic Sanitation Facilities, Eastern Visayas, 2014	239
Table 14.8	Irrigation Development by Province, Eastern Visayas, 2015	240
Table 14.9	Irrigation Development by System, Eastern Visayas, June 2016	240
Table 14.10	DPWH VIII Projects on Flood Control and Mitigation, Eastern Visayas, 2010-2015	241
Table 14.11	Average Power Rates by Region, as of September 2016 (in Php/kWh)	243
Table 14.12	Number of Cell Sites by Province, Eastern Visayas, 2015	245
Table 14.13	Classroom Requirement by Division, Eastern Visayas, SY 2015-2016	246

Table 14.14	Infrastructure Development Targets, Eastern Visayas, 2017-2022	253
-------------	--	-----

Figure 14.1	Potential Energy Sources, Eastern Visayas	244
-------------	---	-----

Figure 14.2	Strategic Framework for Infrastructure Development	252
-------------	--	-----

## Chapter 15      Leveraging Science, Technology and Innovation

Table 15.1	Number of R&D Personnel by Region and Sector, Philippines, 2013	270
------------	---	-----

Table 15.2	Number of Researchers by Region and Sector, Philippines, 2013	270
------------	---	-----

Table 15.3	Science, Technology and Innovation Targets, Eastern Visayas, 2017-2022	276
------------	--	-----

Figure 15.1	R&D Expenditures and Intensity Ratio, Eastern Visayas, 2003-2013	272
-------------	--	-----

Figure 15.2	Strategic Framework for Science, Technology and Innovation	275
-------------	--	-----

## Chapter 16      Enhancing Peace, Security, Public Order, and Justice Administration

Table 16.1	Total Crime Volume by Province and City, Eastern Visayas, 2013-2015	286
------------	---	-----

Table 16.2	Peace, Security, Public Order and Justice Administration Targets, Eastern Visayas, 2017-2022	291
------------	--	-----

Figure 16.1	Strategic Framework for Peace, Security, Public Order and Justice Administration	290
-------------	--	-----

## Chapter 17      Ensuring Good Governance

Table 17.1	Summary of LGU Revenue Generation Collection Efficiency, Eastern Visayas, FY 2015	300
------------	---	-----

Table 17.2	Summary of the Average Fiscal Management Performance of Local Governments, Eastern Visayas, 2009-2012	301
------------	---	-----

Table 17.3	Public Financial Management Assessment Report, Eastern Visayas, 2015	303
------------	--	-----

Table 17.4	Governance Targets, Eastern Visayas, 2017-2022	311
------------	--	-----

Figure 17.1	Strategic Framework for Good Governance	310
-------------	---	-----

<b>Chapter 18</b>	<b>Maintaining Ecological Integrity and a Clean and Healthy Environment</b>	
Table 18.1	Statistics on Forestry, Land Management, Protected Areas, Wildlife and Coastal Zone Management, Eastern Visayas, 2011-2016	320
Table 18.2	Environment Targets, Eastern Visayas, 2017-2022	333
Figure 18.1	National Greening Program Areas of Implementation, Eastern Visayas, 2011-2015	321
Figure 18.2	Strategic Framework for Environment	332
<b>Chapter 19</b>	<b>Promoting Eastern Visayas Culture and Values Reformation</b>	
Table 19.1	Household Population by Ethnicity, Eastern Visayas, 2010	344
Table 19.2	Population by Religious Affiliation, Eastern Visayas, 2010	346
Table 19.3	Eastern Visayas Culture and Values Reformation Targets, Eastern Visayas, 2017-2022	353
Figure 19.1	Household Population by Ethnicity, Eastern Visayas, 2010	345
Figure 19.2	Household Population by Religious Affiliation, Eastern Visayas, 2010	347
Figure 19.3	Heritage Sites Identified in the Philippine Heritage Map	348
Figure 19.4	Strategic Framework for Culture and Values Reformation	352
<b>Chapter 20</b>	<b>Ensuring Plan Implementation and Monitoring and Evaluation</b>	
Table 20.1	Chapter Assignments of the Different Bodies/Entities	363

01

Introduction





# Introduction

This Eastern Visayas Regional Development Plan (RDP) 2017-2022 provides the framework upon which the development of the region in the next six years will be anchored. It presents primarily an assessment of the implementation of the RDP 2011-2016, the results of which point out the gaps and remaining challenges to be brought forward and addressed through this new RDP. It describes the prevailing socioeconomic conditions in the region along with its potentials and opportunities that can be optimized to get over those negative circumstances, hurdle the persistent tough challenges, and ultimately push it nearer its development vision.

Eastern Visayas, as one of the 18 regions of the Philippines, will definitely affect the overall socioeconomic performance of the country. This is especially true owing to the facts that the region is strategically located right at the center of the archipelago, and thus serves as a gateway between Luzon and Mindanao, and that Samar Island, which is the country's third largest island, is within its area of jurisdiction. Given these, and on the basis of its other strengths and potentials, Eastern Visayas can contribute meaningfully to the attainment of the country's societal goals.

Pursuant to Memorandum Circular No. 12 issued by the President on 24 October 2016 directing the formulation of the country's national and regional development plans, this RDP has been formulated corollary to the long-term vision of the country as articulated in

*AmBisyon Natin* 2040, the 0 to 10 Socioeconomic Agenda of the Duterte Administration, and to the country's commitment to the 2030 Agenda for Sustainable Development. As such, it translates into regional strategies the national policies and programs laid down in the Philippine Development Plan (PDP) 2017-2022.

Being a geographic slice of the PDP, this RDP strongly supports the current administration's commitment to overcome the challenges that the nation will face in the next medium-term in order to attain the long-term vision of *matatag, maginhawa at panatag na buhay para sa lahat* (strongly rooted, comfortable and secure life for all) encapsulated in *AmBisyon Natin* 2040. For Filipinos, this means having a medium-sized home, owning at least one car/vehicle, having enough earnings to support everyday needs, having the capacity to provide their children college education, and going on local trips for vacation. As such, the simple and comfortable life reflects middle class aspirations. However, these are not so modest aspirations. Based on rough estimates, a family of four would need a monthly income of about PhP120,000 to support such a standard of living. That would be equivalent to PhP30,000 monthly income per person. This implies the need to more than double, or even triple, the current per capita income of about PhP13,200. This means working on the eradication of poverty and hunger, and generation of sufficient local jobs. This has been embraced as a challenge by the Duterte administration, thus, the PDP 2017-2022 aims to lay the

foundations of inclusive growth leading the country closer to that long-term vision.

This is the big picture in which Region VIII commits to be a part of. The strategies by which this will be carried out are illustrated in the RDP 2017-2022. The Plan aims to contribute to the laying down of strong foundations for inclusive growth, a high trust society and a globally competitive knowledge economy. As a region, it will be battling for the achievement of a robust and sustainable economic growth that will reduce poverty and inequality in all dimensions.

This is a truly significant commitment from the national perspective, considering that Eastern Visayas has been one of the laggard regions of the country. Over the years, its economy has been volatile as evidenced by its erratic and slow-growing and missed targets on the Gross Regional Domestic Product in the last Plan period. Aside from a weak economy, Eastern Visayas stood as the third poorest region in the country as of 2015. In the same year, average annual family income in the region was recorded at PhP197,000, the fifth lowest in the country. On the average over the last six years, its annual income rose by a modest two percent – the lowest growth rate among Visayas regions. Moreover, the region manifested high income inequality, which implies that growth in this part of the country has not been inclusive. In 2015, the region had a Gini coefficient of 0.4649 – higher than the country's 0.4439 and also the highest among the three Visayas regions. Such a situation has been exacerbated by the severe impact of a series of calamities that struck the region in recent years.

A large part of this RDP 2017-2022 discusses in details this prevailing socioeconomic situation of the region and

an analysis of why such a situation persists. This is necessitated in order to provide a sound basis for coming up with a complete set of strategies and interventions needed to thwart the lingering problems of poverty and ill-performing economy of the region.

As a support document to the PDP 2017-2022, this Plan document adopts the format and outline of the former. Most of the chapters capture the assessment of the past performance as well as the opportunities of the productive and support sectors. There is also a conscious effort to link the chapters together to ensure intersectoral integration. A special chapter discusses the implementation and monitoring aspect of the RDP, with the purpose of laying down what needs to be done and who will be involved in order to ensure that this RDP will be implemented, monitored in the course of its implementation, and finally evaluated when its implementation period shall have been concluded.

Overall, it can be claimed that process-wise, this RDP 2017-2022 has been prepared using an exhaustive participatory approach, with all keyplayers and stakeholders inputting through a series of multi-sectoral and multi-level consultation and validation workshops. Content-wise, it defines the regional goals and desired outcomes expressed in targets, the key priority thrusts, broad strategies, and the core interventions in the form of programs, projects and activities (PPAs) and the needed legislative agenda. However, it should be understood that this RDP is just a framework plan. Being so, it is impossible to capture all the details in this Plan document. To provide a space for the necessary details, this main RDP comes with two companion documents, namely:

1. the *Eastern Visayas Regional Development Investment Program (RDIP) 2017-2022*, which presents the region's major PPAs seen to be crucial in attaining the goals, and details on location, schedule of implementation, lead implementing agency, and investment requirements in terms of cost and funding source; and
2. the *Eastern Visayas Regional Results Matrices (RM) 2017-2022*, a tabular presentation of all yearly and end-of-Plan targets based on key indicators, listed per chapter and sectoral and subsectoral outcome, which will serve as a basis for the monitoring and evaluation of the RDP implementation.



02

Overview of  
Development  
Prospects



# Overview of Development Prospects

Over the medium-term, the regional economy is poised to gain traction towards higher growth trajectory. This is in light of the recent socioeconomic developments that will push the realization of the regional goals of a robust and sustained economic growth and reduced poverty and inequality in all dimensions.

## ASEAN Economic Community (AEC)

Eastern Visayas is seen to benefit from the closer regional integration in the AEC as this would open up new sources of capital and markets. However, this also poses a threat to the local economy as this would mean tight market competition. Thus, the region has to build up and enhance its competitiveness and business climate to take advantage of the new surge of investments.

## Golden Age of Infrastructure of the Duterte Administration

The current administration's aggressive commitment to approve and implement big-ticket infrastructure projects will usher in development and growth, especially in the countryside. Under the *Golden Age of Infrastructure*, the government will allocate budget for infrastructure development that is equivalent to at least five percent of the Gross Domestic Product (GDP). This will ramp up public infrastructure spending and infuse bigger budgets for priority infrastructure projects across the country.

In Eastern Visayas, where public infrastructure remains a major structural challenge, this is such a huge opportunity. Hence, in the next six years, it is expected that the necessary infrastructure requirements of the region will be put in place. Additional investments on seaports, airports, and construction of long-span bridges for inter-island connectivity will expand domestic trade and facilitate efficient transport of goods and mobility of people.

The near completion of the study on the Daniel Z. Romualdez Airport Redevelopment Project relative to the impacts of disasters will provide an evidence-based recommendation whether to just upgrade the said existing airport in the same location or relocate it. In the case of the former, improvements are expected to happen in the airport facilities including a new terminal building, expanded and fully rehabilitated runway, among others, in order to not only meet the increasing demand but provide top quality airport services as well. In the latter's case, it would entail the construction of a new one, most probably a state-of-the-art and disaster-resilient airport. Likewise, the recently approved PhP7.9-billion Storm Surge Protection: Road Heightening and

Tide Embankment for Tacloban-Palo-Tanauan is designed to protect coastal communities from possible storm surge brought about by typhoons. This will mitigate the socioeconomic effects of future disasters. Other various infrastructure projects in the region, ongoing and in the pipeline, will catalyze growth and increase access to better social services, thus, improve the living conditions of the people.

In addition, the Roads Leveraging Linkages for Industry and Trade (ROLL IT) Program will increase and enhance road connectivity leading to key production areas, and economic and manufacturing zones. The region will gain from this endeavor as this will facilitate local industry and trade development. With the program, industries are likewise expected to disperse from urban to rural areas. It is timely with the manufacturing resurgence program of the government.

## Manufacturing Resurgence Program

This program is anticipated to rebuild the existing capacities of industries, strengthen new ones, and maintain competitiveness of those with comparative advantage. This will support one of the region's key priority thrusts to expand and diversify the manufacturing subsector, highlighting the need to enhance competitiveness of domestic manufacturing industries. Similarly, it will strengthen the link between the agriculture and non-agriculture sectors, thereby closing the gaps in the supply chains of various industries. Expansion and diversification of the manufacturing subsector are significant towards creation of quality jobs, considering that manufacturing remains as one of the employment-generating subsectors of the economy.

## Tourism roadmaps

The preparation of the national and regional tourism roadmaps will open a lot of opportunities in the tourism subsector. A clearly defined tourism framework will guide public and private investments, which is deemed essential as the region pushes for a vibrant tourism subsector within the next six years. The region has a lot of tourism potentials that can contribute to growth, if appropriately tapped and optimized. Provision of necessary support, such as the convergence program on road projects leading to tourist spots, will spur growth along this sector.

## Full recovery from Yolanda

The ongoing Yolanda reconstruction projects, with almost 100 percent of its budgetary requirement already approved and with identified sources, are estimated to be completed within the first half of the Plan period. Said projects will bolster public spending and enable the region to fully recover from the catastrophe.

The agriculture and fishery (A&F) sector hopes to bounce back from its continued contraction in the last decade. The post-Yolanda landscape provides an opportunity to scale up the productive capacity of the region. Ongoing rehabilitation and recovery activities in A&F will revitalize agricultural production and productivity. The current administration's emphasis on rural development, especially in poor provinces, will also help boost farm productivity.



## Stable peace and order situation

The region's current stable peace and order condition is expected to build more confidence among private investors, thus, entice them to invest in the region. This is projected to spawn business engagements, which will generate revenue and create jobs. The influx of tourists is also foreseen. Geographic areas that have been lagging behind, however, should be prioritized in terms of resource allocation to improve their access to these opportunities.

## Reforms in governance

Institutional reforms are crucial in the region's quest for inclusive growth and poverty reduction. The numerous reforms along governance, as evidenced by the increased number of Seal of Good Local Governance passers and improvement in the LGU-Public Financial Management Assessment Report, have placed the region in a very good spot for further development. Good governance has long been proven to be a crucial platform upon which development strategies can be implemented.

## Strengthening of the Regional Development Council (RDC)

The Council will serve as the overall shepherd in the implementation of the Eastern Visayas RDP 2017-2022, hence, it plays a critical role in ensuring that the goals therein are achieved. The reorganization of the RDC in 2017 will further enhance the participation of, support from, and coordination among the public and private sectors at the national and local levels to accelerate the

socioeconomic development of the region. Reorganization will involve the appointment of the new set of RDC VIII officials, enrolment of a new set of special non-voting members, and the reactivation of the Advisory Committee (AdCom) and the RDC VIII Project Development Assistance Center (PDAC). The AdCom is seen as a venue for coordination between the RDC VIII and the congresspersons of the region. A reactivated AdCom will serve as an opportunity to get the funding support of and lobby policy recommendations involving the region that need legislation and/or action of the President or the Cabinet. Furthermore, the PDAC will also provide technical assistance to proponents of big-ticket projects along development of proposals for fund sourcing purposes.

These abovementioned opportunities, among others, are all expected to facilitate the development of Eastern Visayas.



03

Regional  
Spatial  
Strategy



# Regional Spatial Strategy

The regional spatial strategy is anchored on the National Spatial Strategy (NSS), which provides the basis for policies on urban development, infrastructure development, disaster risk reduction, and environmental resource protection and conservation. It directs the growth of the region based on economic (see *Chapter 5*) and population trends. Both economic development and population growth put pressure on the physical resource of the region, hence, it is essential to discuss both variables in this RDP. This section discusses the role of cities and growth centers as engines of economic growth and poverty reduction, supported by efficient infrastructure and utilities and connected networks of sustainable communities.

## Trends in Population Growth

The total population of the region based on the 2015 Census was 4,440,150. This number accounted for 4.4 percent of the country's total population. This population was higher by 339,000 compared with the 4.1 million in 2010. It was also more than double than the region's population of 2.0 million in 1960.

The increase in population from 2010 to 2015 translated to an average annual population growth rate (PGR) of 1.52 percent. This means that, on the average, there were about 15 persons added per year for every 1,000 persons in the region. This rate is still lower by 0.2 percentage point than the national average of 1.72. Leyte (excluding Tacloban City) was the fastest growing province in the region, with an average annual PGR of 1.83 percent during the same period. It was followed by Eastern Samar (1.64%), Northern Samar (1.36%), Samar (1.19%) and Biliran (1.13%). Southern Leyte

posted the lowest provincial PGR of 1.05 percent (*Table 3.1*).

Among the cities (excluding Tacloban City), the largest in terms of population size was Ormoc City with 215,031. It was also the fastest growing city in the region with a PGR of 2.26 percent. Tacloban City, the lone Highly Urbanized City (HUC) of the region, had a total population of 242,089 in 2015, which translated to a PGR of 1.73 percent, which is higher than the national average.

In terms of population density, the region was placed at 191 persons per square kilometers (sq km) in 2015. Hence, the region is less densely populated than the average of the country at 337 persons per sq km. Being the lone HUC in the region and the regional capital, Tacloban City is the region's most densely populated area at 1,200 persons per sq km, surpassing the regional and national figures. Also, Tacloban City posted a 9.5 percent change in terms of population density from 2010 to 2015, higher than the regional and

**Table 3.1 Total Population and Average Annual Growth Rates by Province/City, Eastern Visayas 2000-2015**

PROVINCE/ CITY	TOTAL POPULATION			POPULATION DENSITY (population/square kilometer)			AVERAGE ANNUAL POPULATION GROWTH RATE	
	2000	2010	2015	2000	2010	2015	2000- 2010	2010- 2015
<b>Philippines</b>	<b>76,506,928</b>	<b>92,335,113</b>	<b>100,981,437</b>	<b>255</b>	<b>308</b>	<b>337</b>	<b>1.90</b>	<b>1.72</b>
<b>Region VIII</b>	<b>3,610,355</b>	<b>4,101,322</b>	<b>4,440,150</b>	<b>162</b>	<b>184</b>	<b>199</b>	<b>1.28</b>	<b>1.52</b>
<b>Leyte</b>	1,413,697	1,567,984	1,724,679	214	237	261	1.04	1.83
<b>Southern Leyte</b>	360,160	399,137	421,750	208	230	243	1.03	1.05
<b>Biliran</b>	140,274	161,760	171,612	265	306	324	1.43	1.13
<b>Samar</b>	641,124	733,377	780,481	115	131	140	1.35	1.19
<b>Eastern Samar</b>	375,822	428,877	467,160	87	99	108	1.33	1.64
<b>Northern Samar</b>	500,639	589,013	632,379	143	168	199	1.64	1.36
<b>Tacloban City</b>	178,639	221,174	242,089	886	1,097	1,200	2.16	1.73
<b>Ormoc City</b>	154,297	191,200	215,031	251	312	350	2.17	2.26
<b>Baybay City</b>	95,630	102,841	109,432	208	224	238	0.73	1.19
<b>Maasin City</b>	71,163	81,250	85,650	336	384	404	1.33	0.99
<b>Calbayog City</b>	147,187	172,778	183,851	167	196	209	1.62	1.19
<b>Catbalogan City</b>	84,180	94,317	103,879	307	344	379	1.14	1.85
<b>Borongan City</b>	55,141	64,457	69,297	95	111	119	1.57	1.39

Source: Philippine Statistics Authority (PSA)

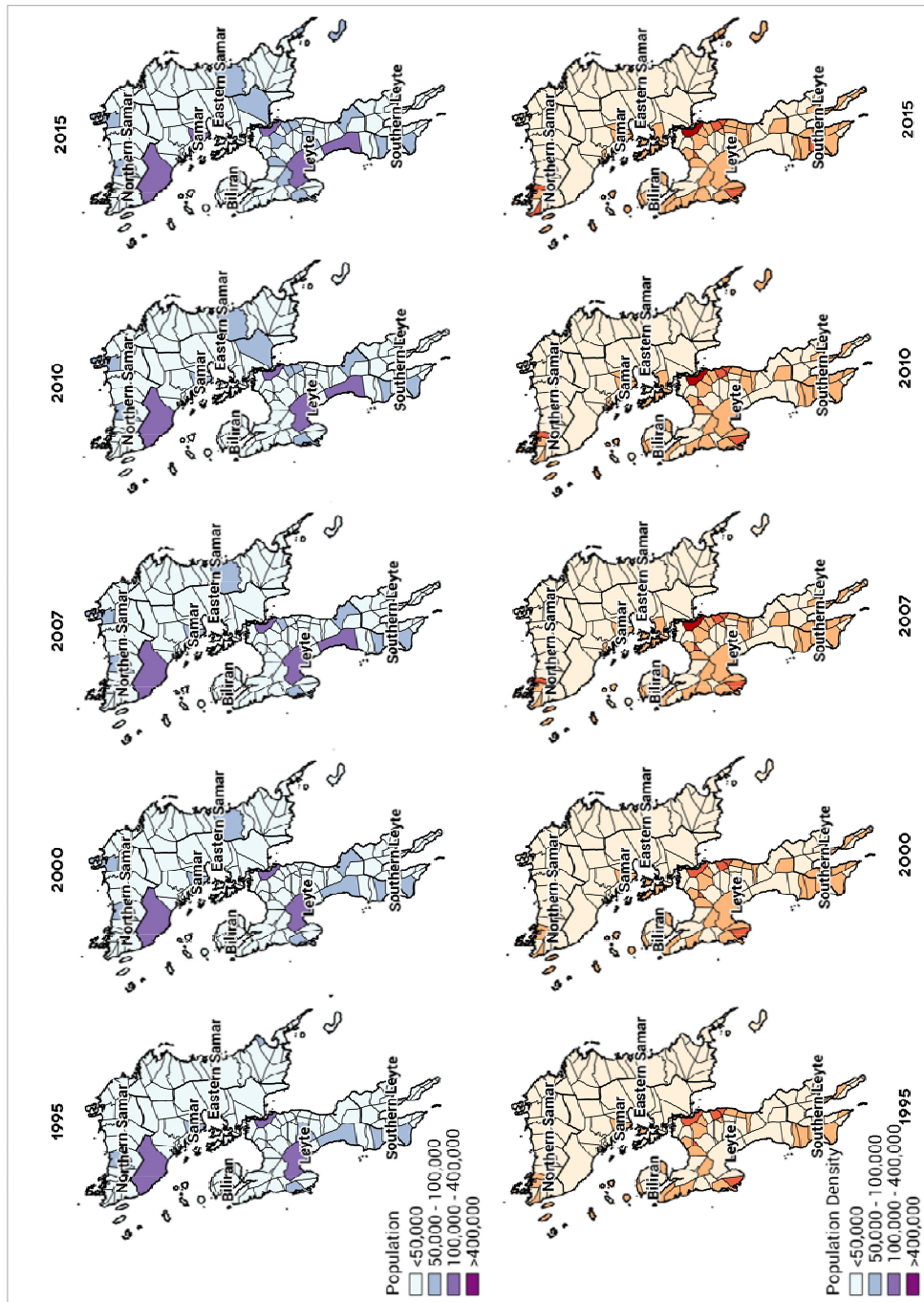
national figures at 1.2 and 0.2 percentage points, respectively.

Leyte posted the highest increase among provinces with 10 percent increase in persons living per sq km within the period 2010-2015 . This was followed by Eastern Samar (8.9%), Northern Samar (7.4%), Samar (6.4%), Southern Leyte (5.7%) , and Biliran (6.1%).

Among cities, Ormoc City recorded the highest increase at 12.5 percent in population density from 2010 to 2015. This was followed closely by Catbalogan City at 10.1 percent. Maasin City, on the other hand, showed the smallest increase in population density at 5.3 percent.

This trend in population and population density (*Figure 3.1*) creates stress on the physical environment by exhausting environmental services (e.g. fewer produce in resource-based sectors) and also puts in unwanted materials through pollution. As an effect, resource imbalance and environmental degradation take place in certain areas. To arrest this, spatial consideration in economic and demographic progress must be taken into consideration to decrease inequality (see *Chapter 10*) of economic benefits by distributing activities across the region.

Figure 3.1 Population and Population Density, Eastern Visayas, 1995-2015



Source of basic data: PSA

## Overall Spatial Strategy

The NSS sub-strategies on concentration, connectivity, and vulnerability reduction look at the spatial commonality or similarity of resources, potentials and concerns in order to direct interventions in the right areas. It promotes national dispersion through regional agglomeration that aims to strengthen regional development by directing growth to key centers throughout the country. These key centers serve as drivers of economic growth where the benefits of agglomeration can provide greater potentials.

### Concentration

The strategy on concentration will tap the potential of urban areas to foster growth, generate jobs, and increase incomes. There is less encroachment into agricultural and other environmentally sensitive or protected areas. It seeks to absorb growth of population to achieve economies of scale and efficiency.

Part of concentration is identifying locations for industrial, agricultural, business, tourism, and service-related activities. These areas, once developed will generate new jobs, attract foreign direct investments, as well as create forward and backward linkages in the economy.

Under the concept of concentration, the network of settlements is determined using the following criteria: 1) population size (based on 2010 population sizes); 2) scale and type of activities; 3) economic activities; 4) location; 5) adherence to the principle of concentration (the larger the settlements in terms of population, the greater the concentration, and therefore, the higher level in the hierarchy and a greater connectivity priority); and

6) strategic role.

The proposed network of settlements in Eastern Visayas (*Table 3.2* and *Figure 3.2*) is composed of four tiers: 1) Regional Center, 2) Sub-regional Centers, 3) Provincial Centers, and 4) Local Centers. The Regional Center automatically connects to the higher level Metropolitan Region as identified in the Visayas Spatial Development Framework (VSDF) 2015-2045.

Eastern Visayas has two **Regional Centers**, namely: **Metro Tacloban**, comprised of the Tacloban City, Babatngon, Palo, and Tanauan growth corridor, and **Metro Ormoc**. These areas have an existing (2010) population size of less than 100,000 to 2.3 million. These centers shall serve as regional markets and service centers to several provinces and not only to the areas within the province of their location. They have direct air and sea links to and from Metro Manila, Metro Cebu and other key destinations in the country.

There are also two identified **Sub-regional Centers** of Eastern Visayas, namely: **Calbayog City** and **Catbalogan City**, both located in Samar Island. Both are considered as more progressive and fast-growing areas. They have large settlements (with a minimum 2010 population size of 120,000) forming the market catchments of regional centers. They connect and serve as service centers of smaller provincial and local centers.

**Provincial Centers** are typically the large or major cities or municipalities in the provinces. Like the Sub-regional Centers, the Provincial Centers shall serve as market and service centers of the provinces but on a limited scale compared to the former. They have a minimum 2010 population



size of 50,000. Generally, the service coverage of these centers extends to cities or municipalities within the respective confines of the provinces only. Some centers though, which are host to seaports, have developed linkages with LGUs located in other provinces through these sea routes. These LGUs can benefit from increased growth by improving linkages. They also provide alternative access points to other provinces. Eastern Visayas has 19 Provincial Centers.

The lowest level of the hierarchy are the **Local Centers**. These areas have a population size less than 50,000. All other cities and municipalities not included in the upper tiers are considered as Local Centers. The region has identified 114 Local Centers.

The complete listing of the region's proposed network of settlements of the Regional Centers, Sub-regional Centers, Provincial Centers, and Local Centers are found in *Table 3.2*. The connectivity of said settlements is presented in *Figure 3.2*.

## Connectivity

The strategy on connectivity seeks to build infrastructure that connect people, move goods, and provide services, thereby, increasing and improving linkages among settlements and key production and tourism areas whether by land, air and/or sea. It will increase access to and improve efficiency of markets, and encourage growth and concentration through transportation alignments supporting development objectives. Vulnerability during emergency situations are addressed by increasing redundancy of transport links.

The needed infrastructure facilities and their respective locations are identified,

such as the inter-island link bridges that will connect Northern Samar to Sorsogon, Southern Leyte to Bohol, and Southern Leyte to Surigao. These infrastructure facilities, once implemented and operational, shall support, expand, and stimulate economic activities by connecting urban systems and settlements with these areas, as well as improving mobility of cargo and people within and between the communities, islands, regions, and between them and the rest of the country and beyond its borders.

Eastern Visayas is traversed by the Asian Highway Route Number 26 (AH26) or the Pan-Philippine Highway, popularly known as the *Maharlika Highway* (*Figure 3.3*). The region will harness this potential as a major strategy to connect not only to other regions in the country but to other countries as well. This route covers a 3,517-kilometer network of roads, bridges, and ferry services connecting the major islands of Luzon, Visayas and Mindanao, and serves as the country's principal transport backbone.

## Vulnerability Reduction

This particular strategy explicitly considers the fact that the region is prone to natural calamities and disasters due to its archipelagic make-up and geographic location. Reduction of vulnerability involves instituting prevention and mitigation measures (*see Chapter 13*) to reduce the impact of natural and man-made disasters in the region. This strategy can be realized by: 1) keeping economic development in harmony with nature, 2) addressing threats from natural and man-made hazards, 3) reducing the vulnerability of natural resource systems/assets, 4) protecting highly productive agricultural lands and fishery areas, and 5)

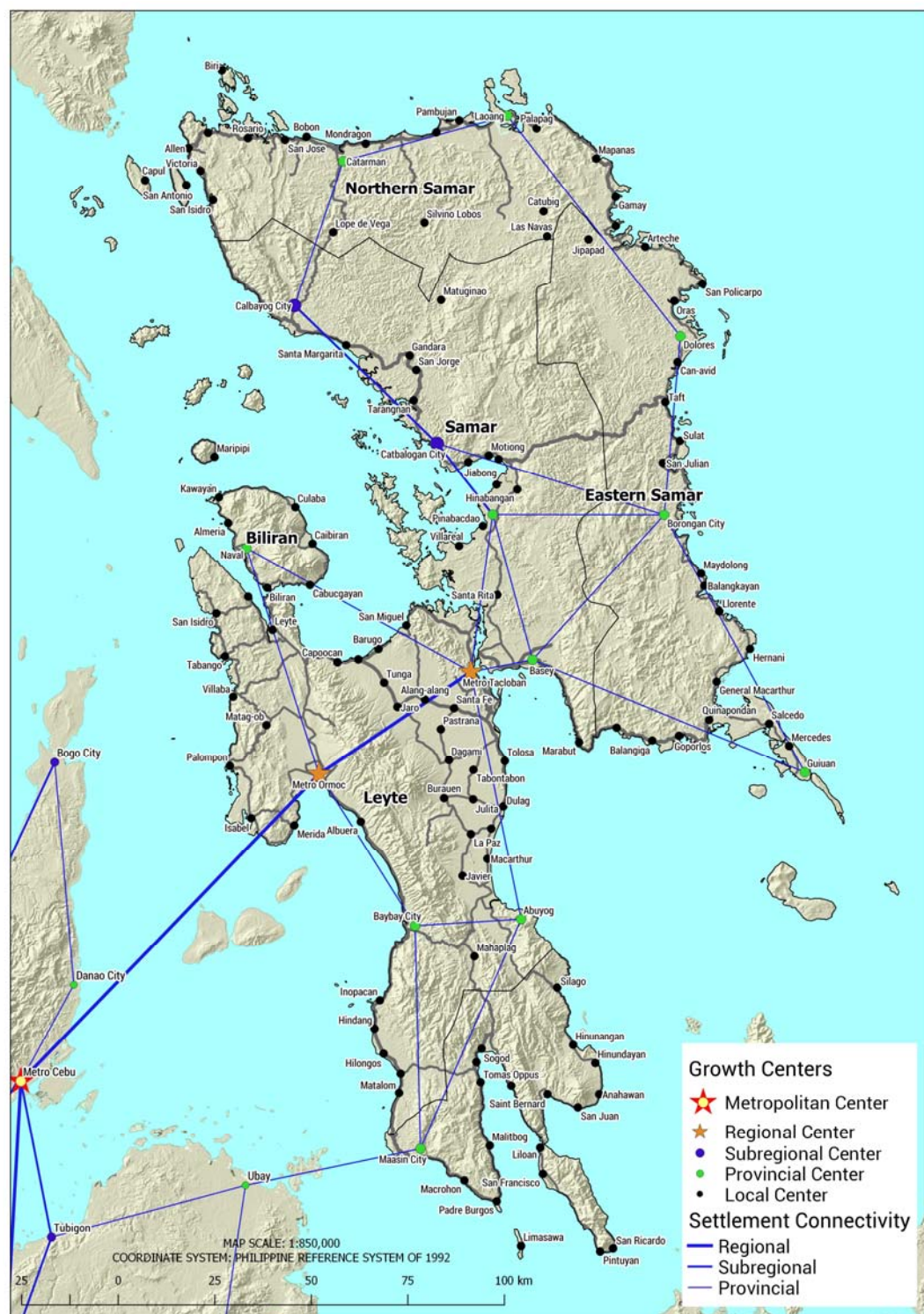
*Table 3.2 Growth Centers, Eastern Visayas*

REGIONAL CENTER	SUB-REGIONAL CENTERS	PROVINCIAL CENTERS	LOCAL CENTERS BY PROVINCE					
1. Metro Tacloban	1. Calbayog City, Samar	1. Maasin City, Southern Leyte	<b>Biliran</b>	<b>Eastern Samar</b>	<b>Northern Samar</b>	<b>Samar</b>	<b>Southern Leyte</b>	<b>Leyte</b>
2. Metro Ormoc	2. Calbayog City, Samar	2. Baybay City, Leyte	1. Maripipi	8. Lawaan	27. Lapinig	48. Santa Margarita	62. Macrohon	80. Matalom
		3. NavaI, Biliran	2. Kawayan	9. Balangiga	28. Gamay	49. Gandara	63. Padre Burgos	81. Bato
		4. Catarman, Northern Samar	3. Almeria	10. Giporlos	29. Mapanas	50. Matuguinao	64. Limasawa	82. Hilongos
		5. Borongan City, Eastern Samar	4. Culaba	11. Quinapondan	30. Palapag	51. San Jorge	65. Malitbog	83. Hindang
		6. Guiuan, Eastern Samar	5. Calbiran	12. Salcedo	31. Catubig	52. Tarangnan	66. Tomas Oppus	84. Inopacan
		7. Abuyog, Leyte	6. Cabucgayan	13. Mercedes	32. Las Navas	53. Jlabong	67. Bontoc	85. Mahaplag
		8. Dolores, Eastern Samar	7. Biliran	14. General MacArthur	33. Pambujan	54. Motiong	68. Sogod	86. Albura
		9. Laoang, Northern Samar		15. Hernani	34. San Roque	55. Paranas	69. Libagon	87. Merida
		10. Basey, Samar		16. Llorente	35. Silvino Lobos	56. Hinabangan	70. Liloan	88. Isabel
		11. Calbiga, Samar		17. Balangkayan	36. Mondragon	57. San Sebastian	71. San Francisco	89. Palompon
				18. Maydolong	37. Lope de Vega	58. Pinabacdao	72. Pintuyan	90. Matag-ob
				19. San Julian	38. Bobon	59. Villareal	73. San Ricardo	91. Villaba
				20. Sulat	39. San Jose	60. Santa Rita	74. Saint Bernard	92. Tabango
				21. Taft	40. Rosario	61. Marabut	75. San Juan	93. San Isidro
				22. Can-avid	41. Lavesarez		76. Anahawan	94. Calubian
				23. Oras	42. Biri		77. Hinundayan	95. Leyte

Table 3.2 Growth Centers, Eastern Visayas (cont.)

REGIONAL CENTER	SUB-REGIONAL CENTERS	PROVINCIAL CENTERS	LOCAL CENTERS BY PROVINCE					
			<i>Biliran</i>	<i>Eastern Samar</i>	<i>Northern Samar</i>	<i>Samar</i>	<i>Southern Leyte</i>	<i>Leyte</i>
				24. San Policarpo	43. Allen		78. Hinunangan	96. Capocan
				25. Arteche	44. Victoria		79. Silago	97. Carigara
				26. Jipapad	45. San Isidro			98. Barugo
					46. San Antonio			99. San Miguel
					47. Capul			100. Tunga
								101. Jaro
								102. Alang-alang
								103. Santa Fe
								104. Pastrana
								105. Dagami
								106. Tabontabon
								107. Tolosa
								108. Bureau
								109. Julita
								110. Dulag
								111. La Paz
								112. Mayorga
								113. Macarthur
								114. Javier

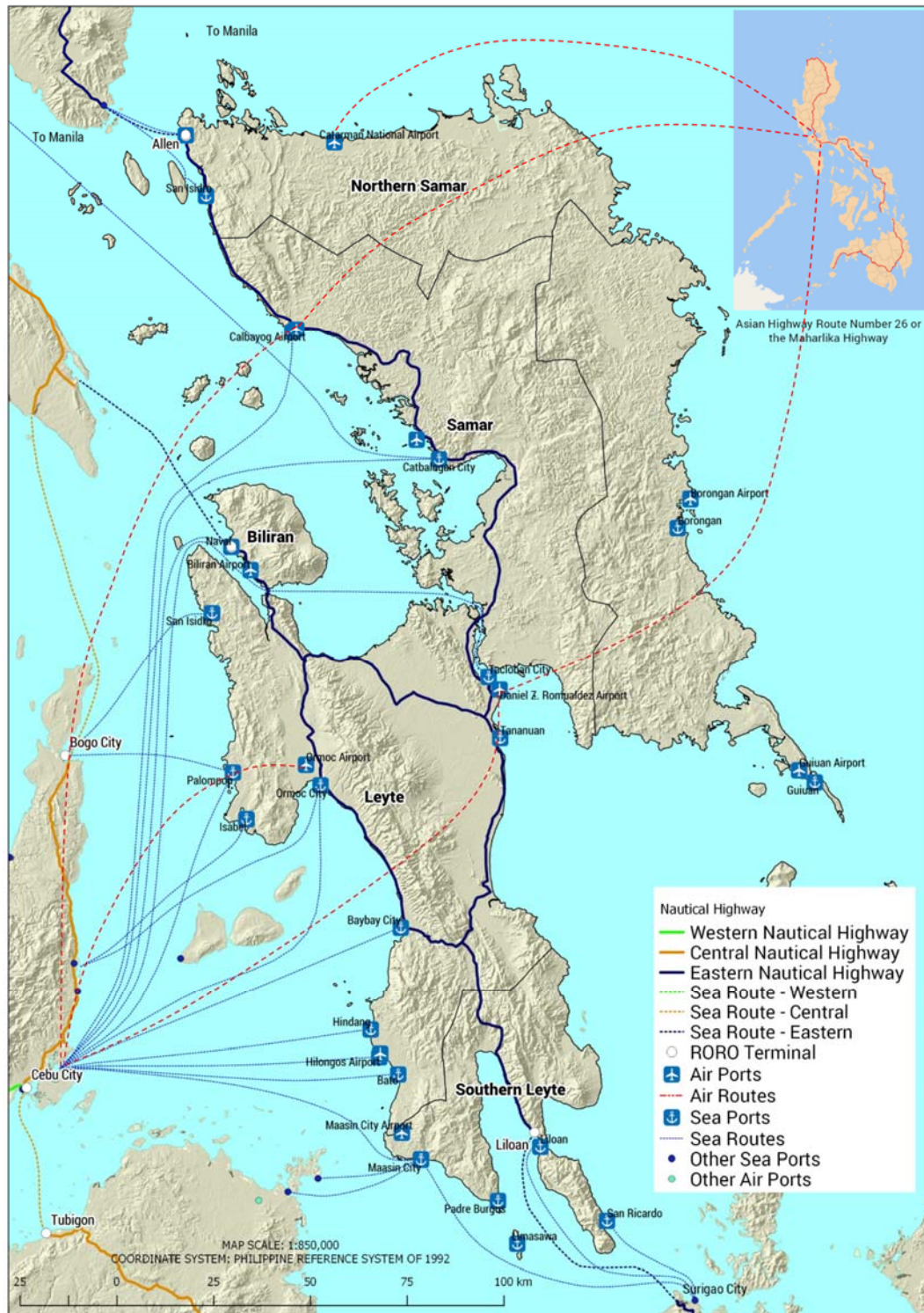
Figure 3.2 Connectivity of Settlements, Eastern Visayas



Source of basic data: NAMRIA, VSDF 2015-2045



Figure 3.3 Connectivity to Other Regions, Eastern Visayas



Source of basic data: Civil Aviation Authority of the Philippines (CAAP), Philippine Ports Authority (PPA), Department of Public Works and Highways (DPWH)

institutionalizing inter-regional/inter-local disaster response mechanisms.

## Integrated Ecosystem Management (IEM)

The region adopts the integrated ecosystems management (IEM) as an overarching strategy for spatial development, which prescribes the concept of watershed or ridge-to-reef approach (*Figure 3.4*). This ensures the connectedness of every intervention with respect to the environment and ecosystem as the provider of natural resources for the productive sectors.

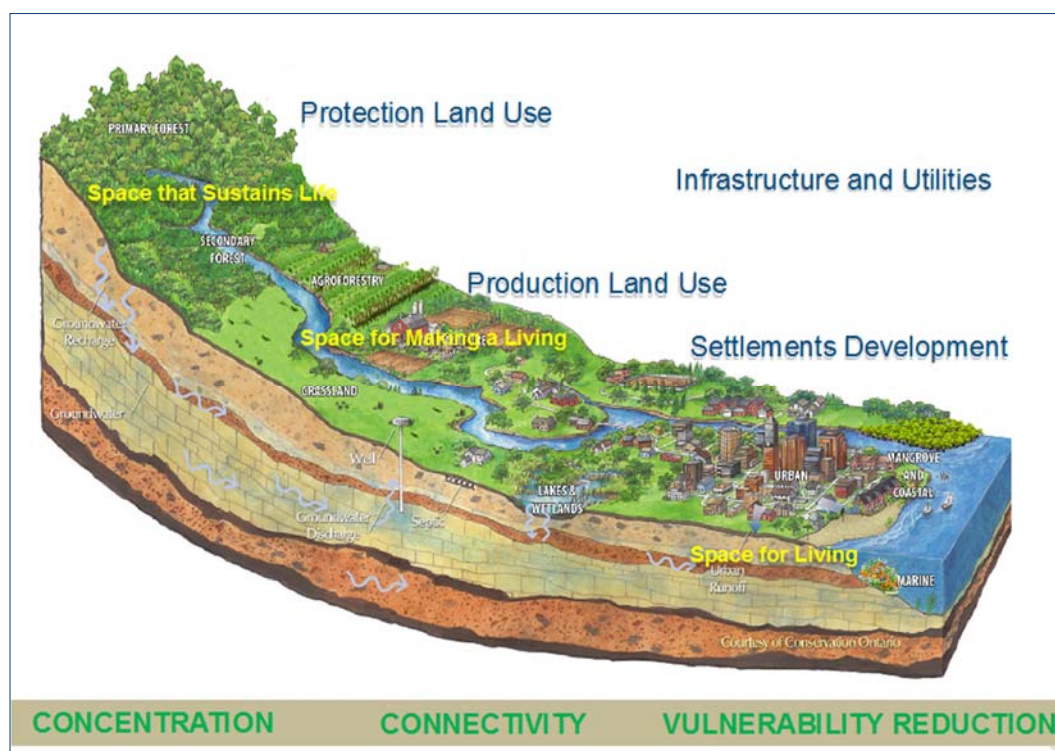
Furthermore, the region is grouped into major islands as the overall planning unit,

namely: 1) Leyte Island, 2) Samar Island, and 3) Biliran Island.

The region is likewise subdivided into five IEM zones, wherein interventions can be properly planned for every identified zone. The interplay between overlay zones, such as environmentally critical areas and areas prone to natural hazards, must be considered in planning programs, projects and activities in that spatial context. These zones are: 1) Zone A – Conservation, Protection, and Heritage Areas; 2) Zone B – Production Areas; 3) Zone C – Built-up Areas; 4) Zone D – Hazard-prone Areas; and 5) Zone E – Tourism Development Areas (TDAs).

Specifically, **Zone A** (*Figure 3.5*) are areas

**Figure 3.4 The IEM or Ridge-to-Reef Approach**



where protection and conservation of heritage areas are promoted. These belong to the nationally identified integrated protected areas system (NIPAS), key biodiversity areas (KBAs), and areas with a slope greater than 50 percent and an elevation greater than 1,000 meters above mean sea level. Other locally identified protected areas can also be incorporated within said zone such as, but not limited to, mangrove areas identified under Republic Act (RA) 8435 and RA 8550, buffer strips and easements under Presidential Decree (PD) 705 and PD 1067, salvage zone along foreshore lands identified in Presidential Proclamation (PP) 2146, and freshwater swamps and marshes under PP 2146.

**Zone B** areas are devoted for production (*Figure 3.6*). These are classified as alienable and disposable (A&D) under RA 8435, such as irrigated and irrigable rice lands, and coconut preservation areas under RA 8048 amended by RA 10593.

**Zone C** are areas classified as built-up areas under the NAMRIA land cover classification (*Figure 3.7*). These areas are where the footprint of human dwellings and activities should be confined.

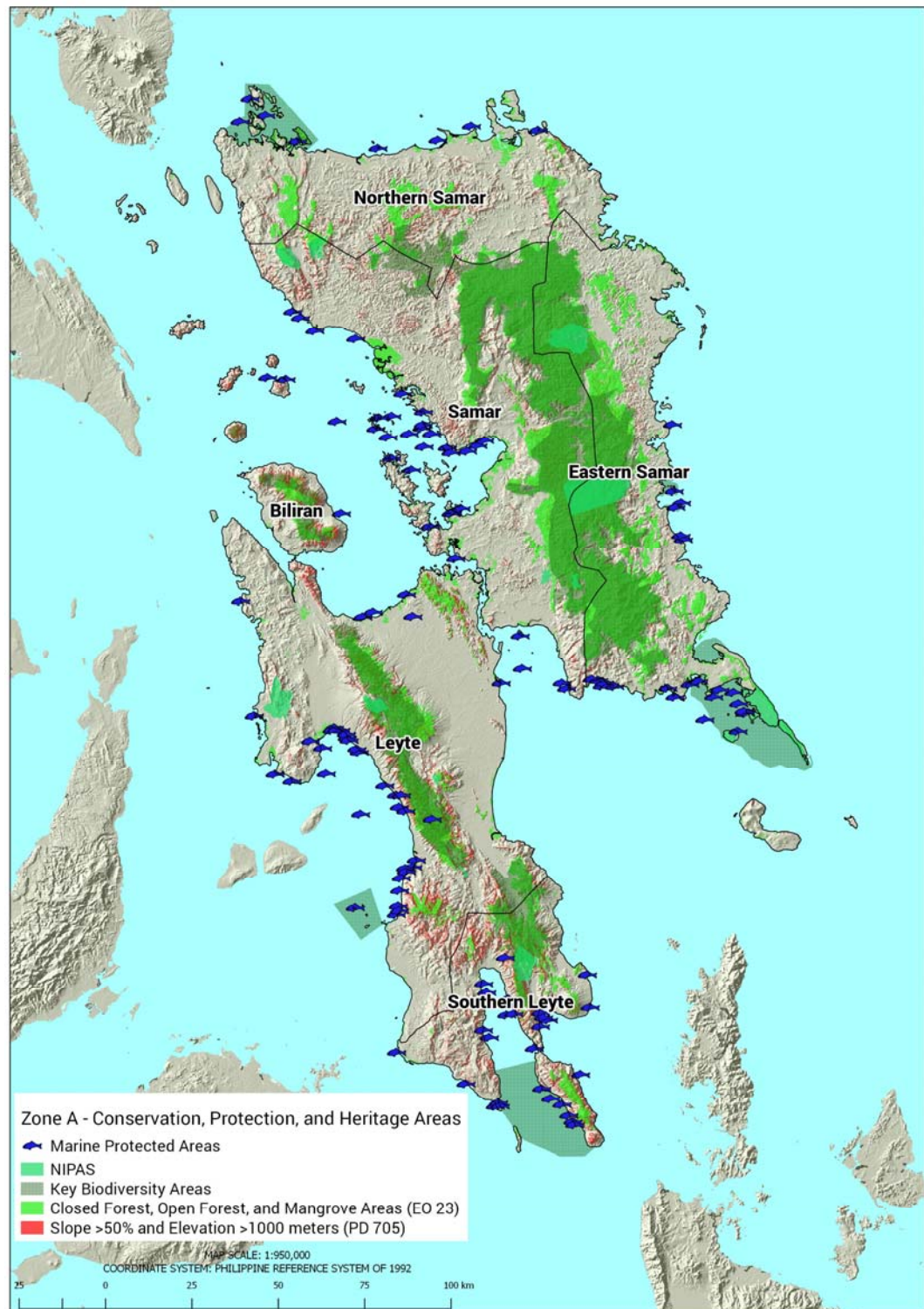
**Zone D** are areas prone to natural hazards or danger zones (*Figure 3.8*). These areas are identified as prone to hydro-meteorological and geologic hazards or a combination of both.

**Zone E** (*Figure 3.9*) are those identified as TDAs.

**Zones D and E** are overlay zones to Zones A, B, and C.



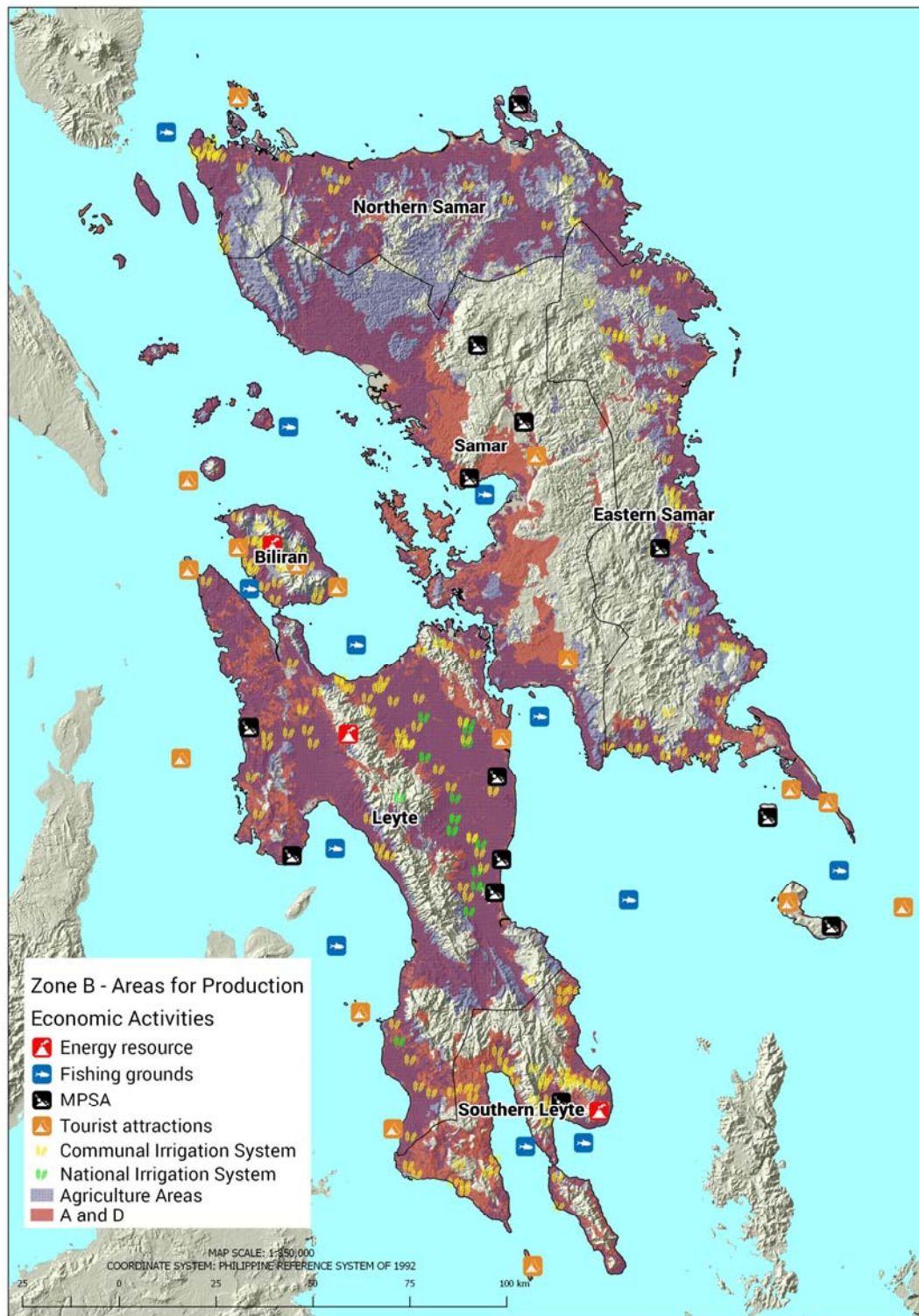
Figure 3.5 IEM Zone A, Eastern Visayas



Source of basic data: University of the Philippines-Marine Science Institute (UP-MSI), Department of Environment and Natural Resources (DENR) VIII, NAMRIA

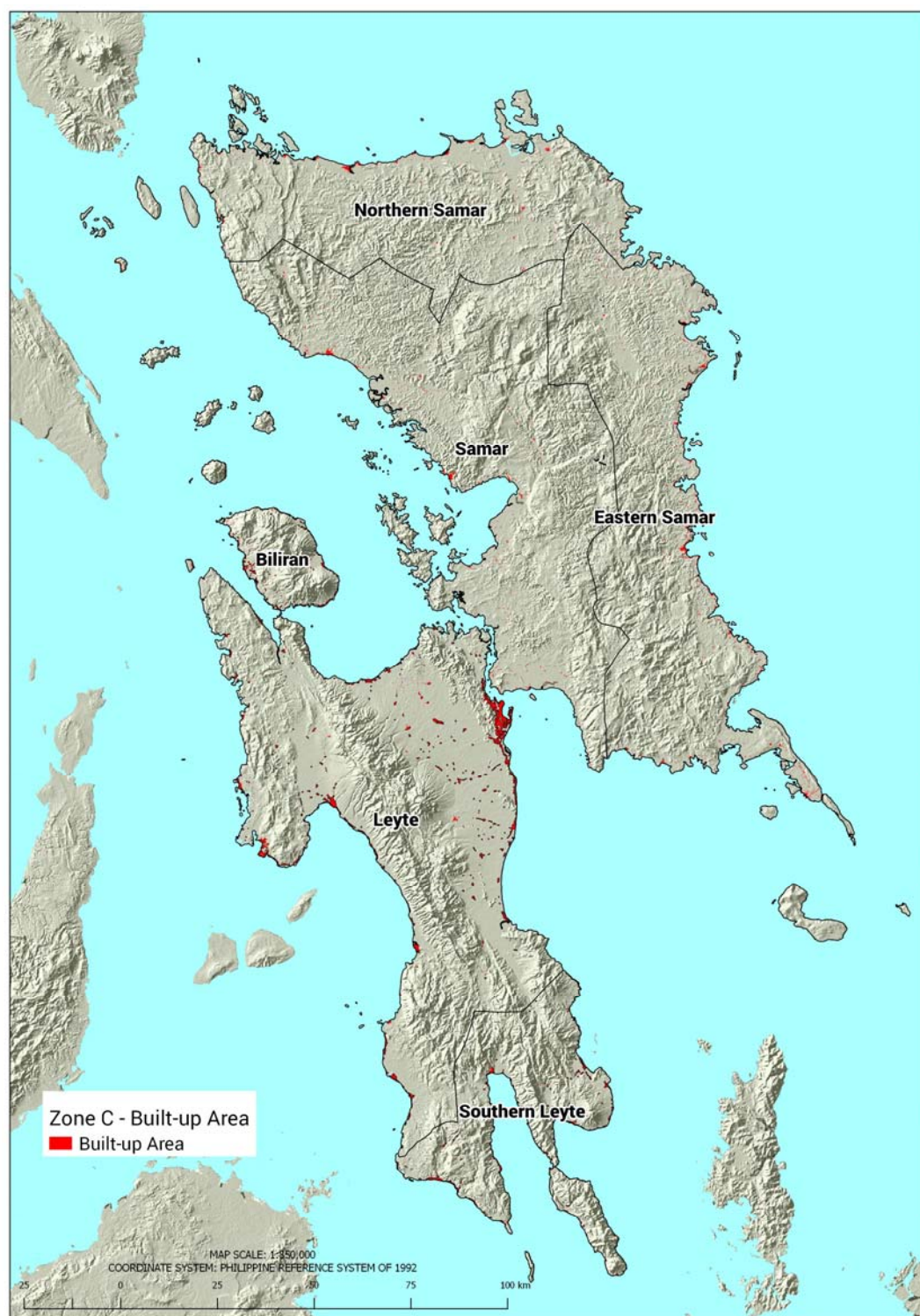


Figure 3.6 IEM Zone B, Eastern Visayas



Source of basic data: Bureau of Fisheries and Aquatic Resources (BFAR) VIII, National Irrigation Administration (NIA) VIII, Department of Agriculture (DA) VIII, DENR VIII, Department of Energy (DOE), Mines and Geosciences Bureau (MGB), NAMRIA

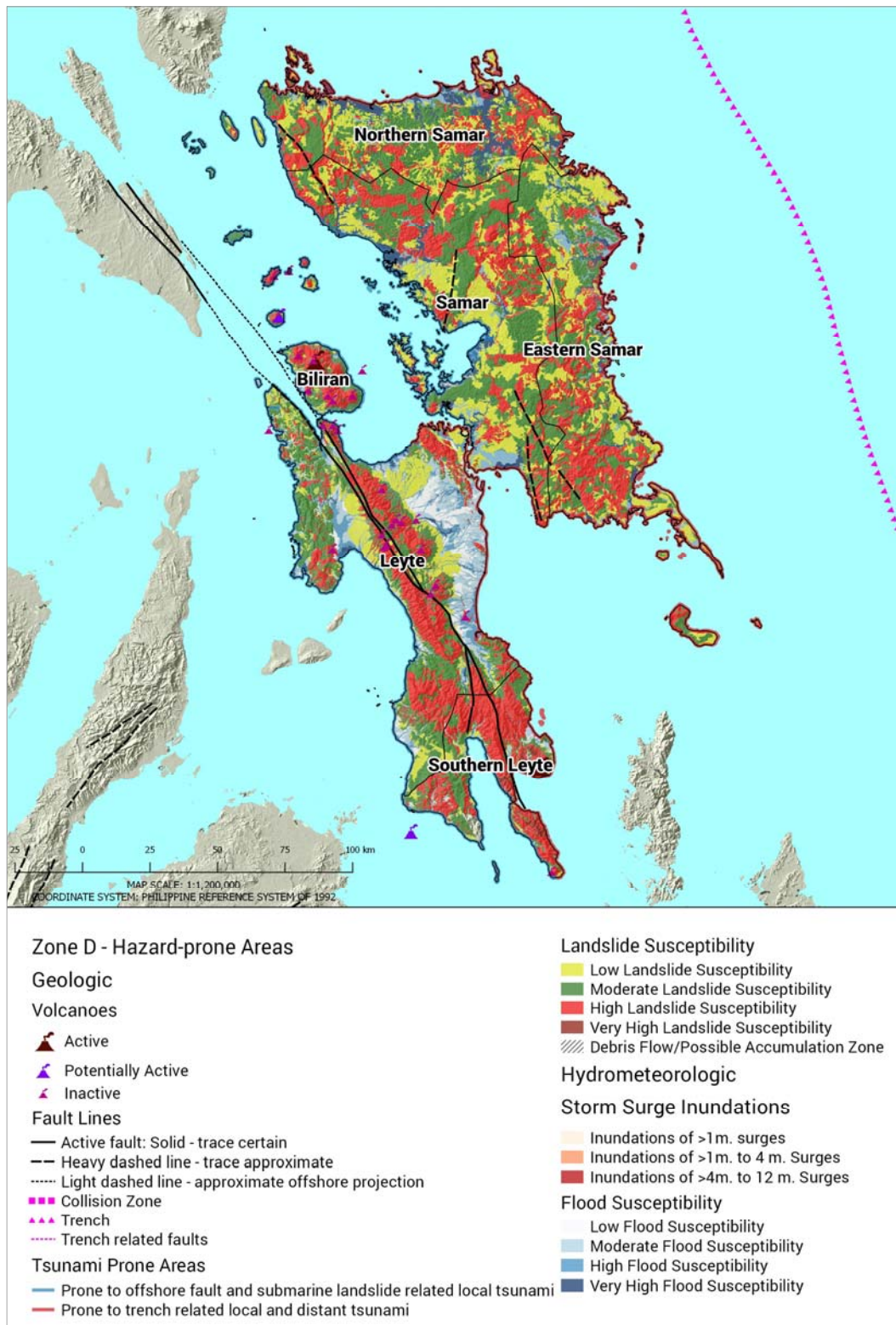
Figure 3.7 IEM Zone C, Eastern Visayas



Source of basic data: NAMRIA

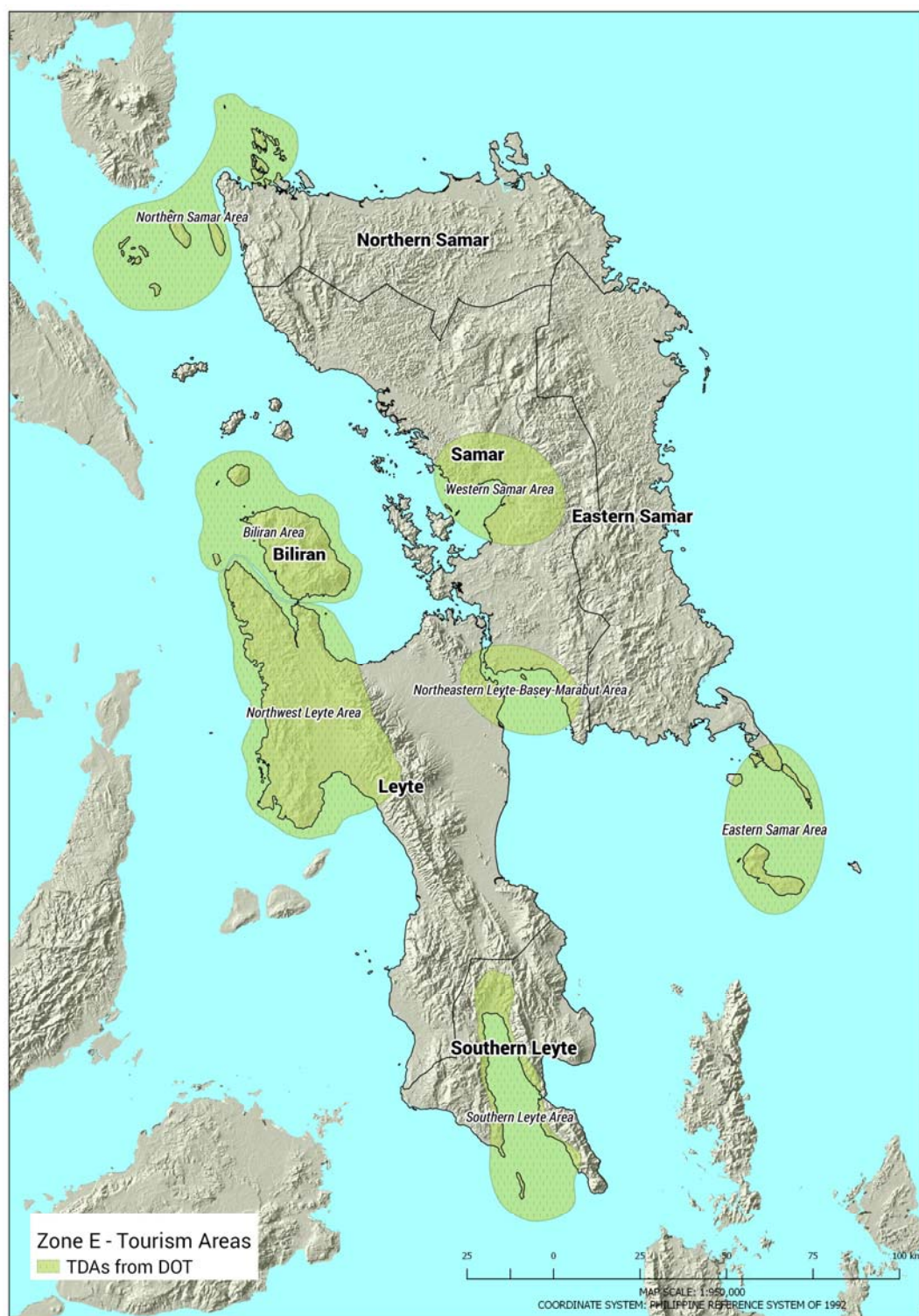


Figure 3.8 IEM Zone D, Eastern Visayas



Source of basic data: Department of Science and Technology (DOST), Philippine Atmospheric Geophysical and Astronomical Services Administration (PAGASA), Philippine Institute of Volcanology and Seismology (PHIVOLCS), MGB

Figure 3.9 IEM Zone E, Eastern Visayas



Source of basic data: Department of Tourism (DOT) VIII

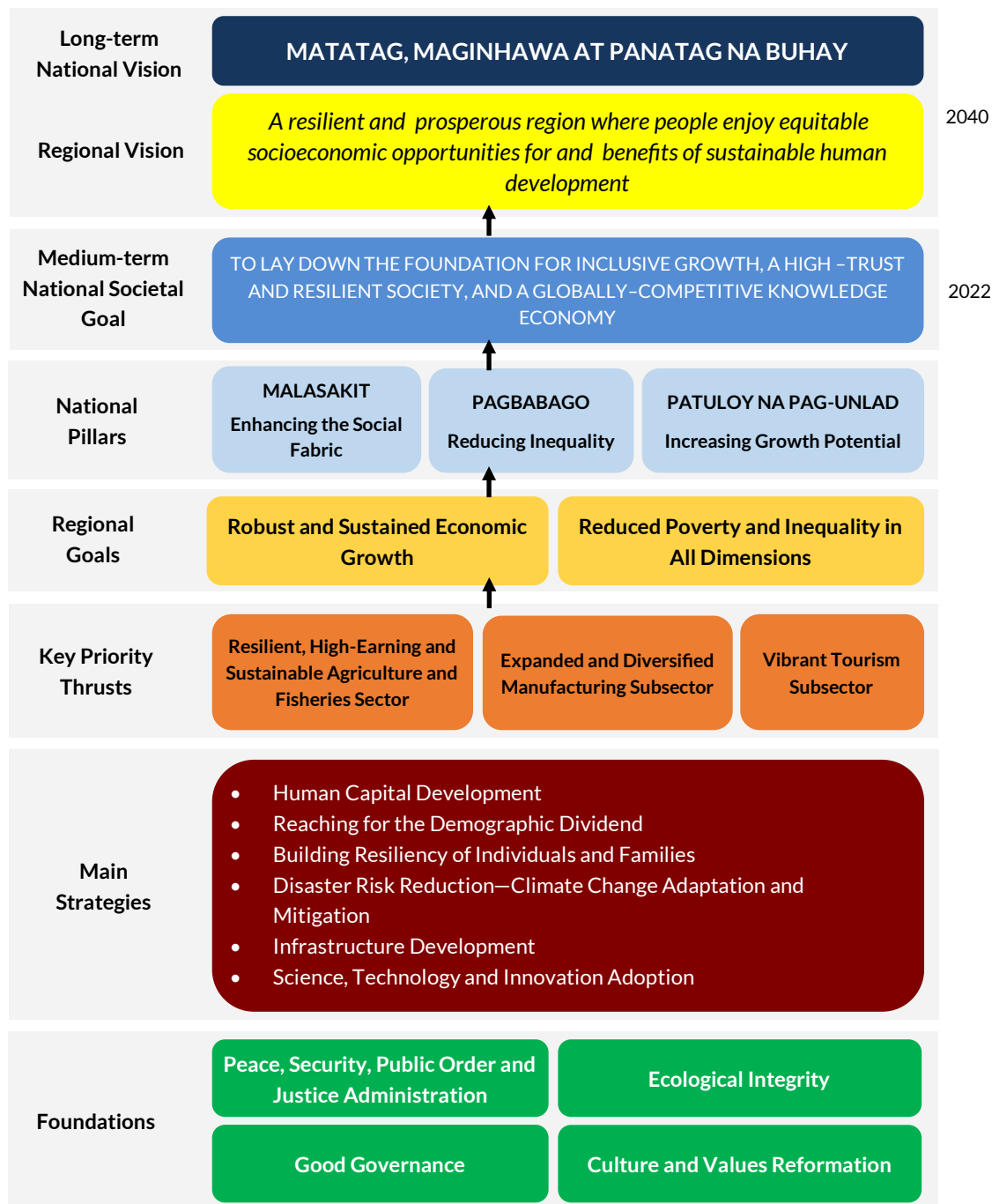
04

The RDP  
2017 - 2022  
Framework



# The RDP 2017-2022 Framework

Figure 4.1 Regional Strategic Framework





As shown in Figure 10, the development trajectory that Eastern Visayas will follow for the period 2017 to 2022 is one that will ultimately lead to the country's long-term vision of attaining *matatag, maginhawa at panatag na buhay* (stable, comfortable and secure life for all) by the year 2040 as espoused in *AmBisyon Natin 2040*. The region will contribute to the realization of the national societal goal of *laying the foundation for inclusive growth, a high-trust society, and a globally competitive knowledge economy* by the year 2022.

Parallel to that, the region will help build the *three development pillars of the country* that the Philippine Development Plan 2017-2022 is aiming to shape within the Plan period. These are: 1) *Malasakit* (Enhancing the Social Fabric), 2) *Pagbabago* (Reducing Inequality), and 3) *Kaunlaran* (Increasing Potential Growth). Considering the fact that over the years, Eastern Visayas has been a laggard region, the country will gain much if the region's situation is reversed. Hence, there is a strong signal for the region to move ahead faster so it will cease to have a pull-down effect on the socioeconomic performance of the country as a whole. The RDP 2017-2022, being a geographic slice of the PDP 2017-2022 and a time-slice of *AmBisyon Natin 2040*, is envisaged as a potent vehicle that will allow Region VIII to contribute more meaningfully to both the long-term and medium-term national vision, goals and pillars.

This RDP 2017-2022 also espouses the region's long-term vision, as follows:

**Eastern Visayas in 2040: A resilient and prosperous region where people enjoy equitable socioeconomic opportunities for and benefits of sustainable human development.**

Towards that end, Eastern Visayas will still pursue the twin **regional goals** of: 1) **robust and sustained economic growth**, and 2) **reduced poverty and inequality in all dimensions**. Like the country in general, the region desires an economy that will eventually translate to reduction in poverty, an economic growth that will benefit not only a handful people but each and every individual.

The region has had dismal economic performances over the past years until it saw a turnabout in 2015 when it became the fifth region with the highest growth in the country, notwithstanding the havoc wrought by Super typhoon Yolanda in 2013 and other calamities that came in succession thereafter. This high growth must be sustained for it to redound to less poverty and inequality in all dimensions. By *robust*, it means keeping the growth of the Gross Regional Domestic Product (GRDP) high, and by *sustained*, pushing such growth to a continuous uptrend in succeeding years with no more contractions and decelerations.

Where will this economic growth be derived from?

For Region VIII, there are three identified sectors that will serve as growth drivers on the basis of the region's potentials in those sectors. These potentials are in terms of the endowments of the region owing to its unique characteristics, as well as prospects for generation of employment and revenues. These are: 1) agriculture and fishery, 2) manufacturing, and 3) tourism. Thus, for the period 2017-2022, the region's **key priority thrusts** are on attaining: 1) **resilient, high-earning and sustainable agriculture and fisheries sector**, 2) **expanded and diversified manufacturing subsector**, and 3) **vibrant tourism subsector**.



The **agriculture and fisheries** sector of the region is where majority of the working population are. Yet, it has been a laggard sector as indicated by low agricultural productivity. With a big chunk of the region's population dependent on agriculture as source of livelihood, it is no surprise that farmers and fisherfolks have the highest poverty incidence in the region. In cognizance of the need to abate this situation, plus Eastern Visayas' natural capacity to produce various crops in commercial scale, and furthermore, its vulnerability to natural hazards, this RDP contains interventions aimed at scaling up the agriculture and fisheries sector to a higher degree of not only competitiveness but also resiliency in order for it to grow in a sustainable manner. If this is attained, the income of farming families will be augmented, hence, a greater likelihood that poverty incidence will be reduced.

Expanding and diversifying the **manufacturing** subsector of the region will be given equal attention in the next six years. For the longest time, said subsector has been heavily dependent on the performance of heavy and large industries located at the Leyte Industrial Development Estate in Isabel, Leyte. There has been weak and limited external trade. Manufacturing of agri-based products has also been very limited, which implies that the region's agricultural products are mainly consumption goods and sold to other regions without much value-added. Thus, in this Plan period, focus will be on enticing more investments on micro, small and medium enterprises through which more employment will be generated and value-addition of products can be accomplished.

**Tourism** will still be one of the key priority thrusts of the region in this medium-term. Eastern Visayas is

characterized by both natural riches and unique roles played in history, making it a worthwhile tourist destination. In recent years, especially after Yolanda, the region saw a tourism boom that in fact served as a major growth driver of its economy. However, this should be sustained, if only to allow the subsector to contribute more to employment and revenue generation, and eventually to the region's goals of economic growth and poverty reduction.

The realization of those three abovementioned key priority thrusts is hinged upon **major strategies**. These are: 1) **human capital development**, 2) **reaching for the demographic dividend**, 3) **building resiliency of individuals and families**, 4) **disaster risk reduction and climate change adaptation and mitigation (DRR-CCAM)**, 5) **infrastructure development**, and 6) **science, technology and innovation adoption**.

**Human capital development** is essential because human resources are seen not only as end but also means of development. Hence, there shall be more investments in health and nutrition to ensure a healthy population, in education and skills development to meet the demand for labor, and in social protection to reduce people's vulnerabilities to disasters. In this Plan period, human capital build-up will also put premium on values reformation since analysis of the prevailing challenges of the region points to negative values as a major pull factor.

As part of developing the human resource base of the region, the **demographic dividend** will also be maximized. This means implementing interventions to manage population growth and ensure a good quality of the future labor force by taking care of the health, nutrition and

education needs of today's children and youth. Another essential element of human capital development is building the **resiliency of individuals and families** to both natural and man-made shocks.

**DRR-CCAM** is also another strategy that has to be given more weight in all development processes. Lessons learned from the region's experience of catastrophic events brought about by natural calamities have underpinned the need to increase consciousness and capabilities of the region in reducing disaster risks and arresting the adverse impact of climate change. The fact that Eastern Visayas is highly vulnerable to multiple hazards is acknowledged and is something that should be dealt with accordingly. After a series of disasters, it has been established that whatever gains are earned from development interventions are easily negated by even just a single disaster.

**Infrastructure** is crucial to achieving the growth of the productive sectors. Agriculture and fisheries would require farm-to-market roads, irrigation, and the like. In the same manner, manufacturing and tourism will need power and water, roads and bridges, among others. Likewise, social service delivery is contingent on infrastructure facilities such as hospitals, health centers and schools. In all of these endeavors, digital infrastructure that guarantees increase access to and quality and speed of information and communication technology (ICT) should also be in place. Being a critical tool in raising productivity in all sectors, ICT is no longer a luxury but a necessity. **Science, technology and innovation** likewise are critical to maximizing productivity in agriculture and fisheries, manufacturing and tourism. In farming, for instance, the traditional practices still adhered to by

majority of farmers do not result in optimal yield. Although appropriate agricultural technologies are in abundance and are ready to be tapped for the commercialization of Region VIII's products, adoption of these technologies is still a big challenge. Same is true in the other productive sectors. Hence, for the first time in many Plan periods, the role of science, technology and innovation is being highlighted.

These growth strategies will take into consideration spatial and sectoral dimensions to ensure inclusivity, such that no sector or area of the region will be left behind in terms of development. This means rationalizing the allocation of government resources in a way that priority will be given to the needy areas of the region.

It is premised that all of the above can only happen when the basic **foundations** are well placed. These are: 1) **peace, security, public order, and justice administration** 2) **good governance**, 3) **ecological integrity**, and 4) **cultural awareness and values reformation**.

**Peace, security, public order, and justice administration** are fundamental to development, thus, dubbed as *zero* in the 0 to 10 Socioeconomic Agenda of the Duterte Administration. No development can ever take place in a conflict-affected area and where injustice abounds. This entails ensuring security against internal and external threats and public order and safety. The absence of peace and order is an obstacle to economic growth as it pulls down confidence of private investors and hinders delivery of services. Although Region VIII is generally peaceful, addressing criminality and pockets of insurgency in certain areas should still be given paramount attention.

More interventions should also be put in place to speed up administration of justice.

**Good governance** is a major precursor to the success of all development undertakings. After several past plan periods, the absence of good governance has been identified as a culprit in program implementation. National and local government entities alike should be in unison, think and act together through convergent planning, implementation, investment programming and budgeting, implementation, monitoring and evaluation, and should likewise muster and exercise strong political will towards the attainment of common goals for the region.

As development programs, projects and activities are vigorously being pursued, **ecological integrity** should be preserved in order to guarantee sustainable development. A good quality of life for the future generations cannot be compromised while the needs of today's population are being satisfied. Safeguarding the region's environment and natural resources from further destruction and depletion will still be of great importance in this RDP.

This Plan also values **cultural diversity and values reformation** as basic instruments of development. The culture of the region, though diverse in some respects, such as language and religion, is seen as a unifying and binding factor of the people of Eastern Visayas to resolve any issues on divisiveness and conflicts of interest. Interventions that will allow such culture to stand out and positive values to be upheld shall also be made part and parcel of this Plan to make them work for the region's best advantage.



05

Providing an Enabling  
and Supportive  
Macroeconomic  
Environment



# Providing an Enabling and Supportive Macroeconomic Environment

A stable macroeconomy is a requisite for a high and sustained economic growth that creates quality jobs, increases household income, and eventually reduces poverty and inequality. This chapter will assess the macroeconomic condition of the region in pursuit of these objectives. Analysis on development constraints is presented. Alongside, a strategic framework as well as programs, projects and activities (see *RDIP 2017-2022*) that will concretize development approaches within the medium-term are laid out.

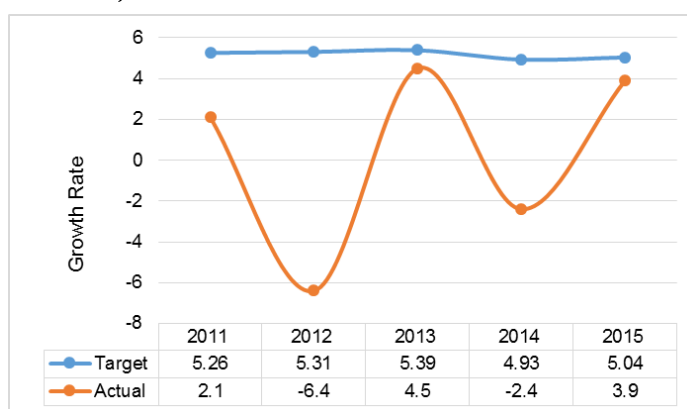
## Assessment

### Gross Regional Domestic Product (GRDP)

The Eastern Visayas economy was characterized by volatility as evidenced by the spikes and dips in the GRDP. From a 2.1 percent growth in 2011, the GRDP expanded to 3.9 percent in 2015 (*Figure 5.1*). However, in between that period, the economy contracted twice, once in 2012

when the Philippine Associated Smelting and Refining (PASAR) Corporation had a production stoppage due to a fire incident, which caused a slump in the industry sector and, second in 2014, the year after the region was ravaged by Yolanda and when the severe impact of the disaster to the region's productive sector was heavily felt. Over those years, the region failed to reach the average GRDP target growth of 5.19 percent.

**Figure 5.1 GRDP Growth Rates, Actual vs Target, Eastern Visayas 2011-2015, at Constant 2000 Prices**

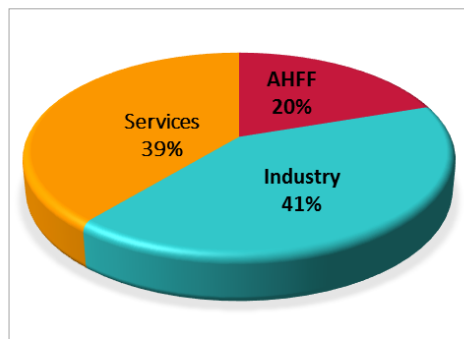


Source: Philippine Statistics Authority (PSA)

In the same period, the region's share to the country's total output has steadily declined from 2.6 percent in 2011 down to 2.0 percent in 2015. Contribution to growth remained almost constant at 0.1 percent.

The Industry sector remained as the main engine of growth, comprising an average of 41.0 percent of the Eastern Visayas' total economic output (*Figure 5.2*). This was followed closely by the Service sector, accounting for 39.0 percent share of the regional economy. The Agriculture sector continued to underperform with its contribution gradually decelerating from 20.0 percent in 2011 to 16.7 percent in 2015.

**Figure 5.2** Average Percent Share to the GRDP by Industrial Origin, Eastern Visayas, 2011-2015, at Constant 2000 Prices



Source: PSA

Analyzing this trend, the performance of the regional economy is highly vulnerable to adverse external factors, such as heavy reliance of the Industry sector to the Manufacturing subsector, especially in the heavy industries at the Leyte Industrial Development Estate (LIDE) and impacts of climate change, particularly to the Agriculture and Fishery sector.

Also contributing to the erratic economic performance of the region is the low absorptive capacity of regional line

agencies for domestic and external funds to implement programs and projects. In 2013, Eastern Visayas' budget utilization rate was only 79 percent. The following year, the region was able to utilize only around 66 percent of its total budget. Inefficiencies in budget execution has stymied the implementation of programs and projects that would otherwise yield benefits to the region.

## Agriculture, Hunting, Forestry and Fishery (AHFF)

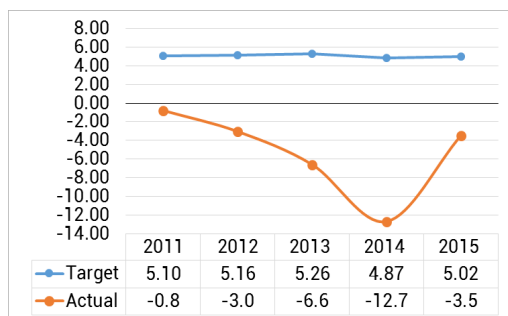
The AHFF sector performance registered continued shortfalls from the sector targets. An average annual contraction rate of 5.32 percent was noted from 2011 to 2015. The highest reduction was in 2014 at -12.7 percent due to Yolanda's massive destruction in the Agri-Fishery sector (*Figure 5.3*).

Low production and productivity in major commodities due to weak market linkages, inadequate production inputs, and climatic stresses, such as flooding and prolonged drought, among other inhibiting factors, contributed to the low growth.

The underperformance of the AHFF sector of the region can be traced further to the declining volume and value of production of the Fishery subsector. The growth of the GVA in the Fishery subsector consistently slumped from 2011 to 2015. This downtrend was brought about mainly by depleted fishing grounds, wherein fisherfolks are forced to fish farther in the sea, aggravated by higher prices of fuel, weather disturbances, overfishing, and the unloading of fish catch outside of the region.



**Figure 5.3 AHFF GVA Growth Rates, Actual vs Target, Eastern Visayas, 2011-2015, at Constant 2000 Prices**



Source: PSA

## Industry

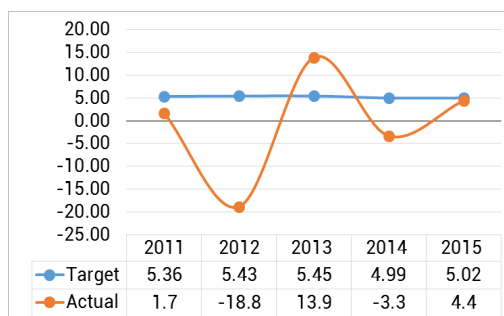
The Industry sector remained as the region's largest economic bloc. However, growth during the period was fluctuating (Figure 5.4). The region's Industry sector has been greatly relying on the heavy industries at the LIDE, so that a slight shift in LIDE's performance has a significant impact on the regional economy. The lowest industry growth rate was recorded in 2012 at -18.8 percent caused by the seven-month shutdown of operations of PASAR. Then the following year, it registered the highest growth rate of 13.9 percent, surpassing the annual target of 5.45 percent. The recovery was due to the resumption of operation of the same company. The performance of the Industry sector is far from the average target set in the RDP during the Plan period.

The Manufacturing subsector served as the frontrunner among the Industry sectors, consisting almost 50 percent of the total industry output. This highly productive subsector, however, employed only about 12.0 percent of the total employed persons in the region.

The proposed Leyte Ecological Industrial Zone (LEIZ), which will host copper and copper wire rod producers, is seen to

expand the Industry sector in the coming years. This will greatly boost the economic activities in the region.

**Figure 5.4 Industry GVA Growth Rates, Actual vs Target, Eastern Visayas, 2011-2015, at Constant 2000 Prices**



Source: PSA

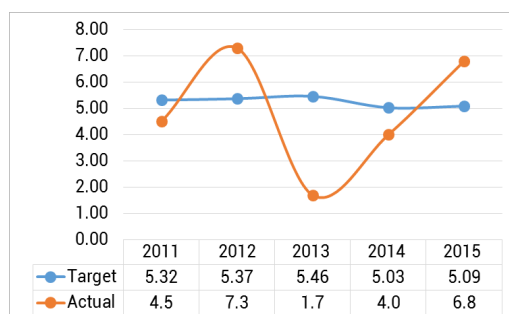
## Services

Over the period 2011-2015, the Service sector's growth averaged 4.9 percent, the highest growth rate among sectors. However, it failed to surpass the average RDP target growth for the Plan period of 5.25 percent. In 2011, the sector growth declined, which was attributed to the drop in insurance transactions and deposits and lower government expenditures (Figure 5.5).

In 2013, the heavy damage caused by Yolanda to a large number of dwelling units and business process outsourcing (BPO) companies resulted to a huge drop in the Real Estate, Renting and Business Activities (RERBA).

In 2014, the Service sector recovered with a 4.0 percent growth, owing to the robust performance of the tourism, real estate/renting, and public administration, but still failed to reach the RDP annual target. In 2015, it had a robust performance, exceeding the target by 6.8 percent.

**Figure 5.5 Services GVA Growth Rates, Actual vs Target, Eastern Visayas, 2011-2015, at Constant 2000 Prices**



Source: PSA

## Per Capita GRDP

During the Plan period, an annual drop in the region's per capita GRDP was noted, except in 2013. In 2015, per capita GRDP registered at PhP33,547.00. This was 22.0 percent less than the end-of-Plan per capita GRDP target of PhP41,257.76. Likewise, the region's per capita GRDP has been consistently almost half lower than the national level and significantly lower than the National Capital Region (Figure 5.6). The low and declining per capita GRDP can be attributed to the slow and unstable growth of the regional economy.

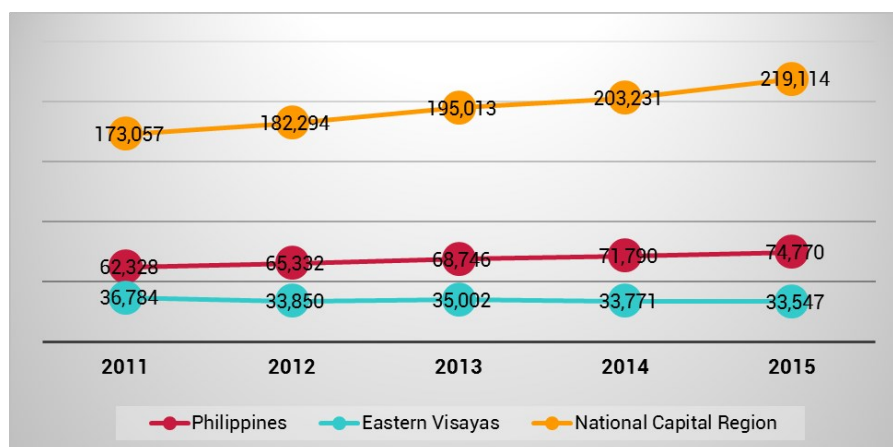
## Real Investment

Gross capital formation or the real investment, as share to the Gross Regional Domestic Expenditure (GRDE), has increased from the first year of the Plan implementation. From 6.2 percent in 2011, it stood at 33.3 percent in 2015, amounting to PhP50.7 billion. Amid substantial mark-up, the region registered the lowest investment share among the Visayas regions. Latest regional data revealed that investments in construction got the lion's share at 74.0 percent while investments in breeding stock and orchard development had the least at 6.0 percent. The insufficient investments poured into breeding stock and orchard development could partly explain the declining productivity in the AHFF sector.

## Exports

Regional export earnings were targeted to grow by at least 5 percent annually. During the first three years of Plan implementation, value of exports was high, which averaged US\$1.03 billion. However, in the second half of the Plan period, it continuously dropped in the aftermath of

**Figure 5.6 Per Capita GRDP, Philippines and National Capital Region vs Eastern Visayas, CY 2011-2015, at Constant 2000 Prices (in PhP)**



Source: PSA

Yolanda. In 2014, value of exports was pegged at US\$479.90 million, then in 2015, it slipped to US\$313.33 million. This is far from the end-of-Plan target of US\$767.11 (*Table 5.1*).

Top export commodities were copper

cathodes and section of cathodes, mineral/chemical fertilizers, coconut and copra by-products, copper ores and concentrates, and refined oil or cochin. China remained as the top trading partner of Region VIII. Other markets included South Korea, Vietnam, Malaysia and Japan.

**Table 5.1 Value of Exports, Eastern Visayas, 2013-2015 (in million US\$)**

INDICATOR/UNIT	BASELINE		2013	2014	2014	END-OF-PLAN TARGET
	YEAR	VALUE				
Value of Exports	2012	730.00	896.74	479.00	313.33	767.11

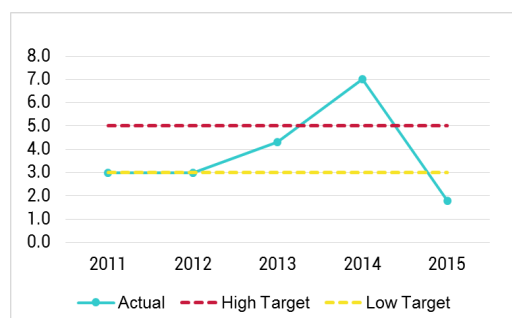
Source: PSA

## Inflation Rate

Inflation rate in Eastern Visayas averaged 3.68 percent from 2011 to 2015. This is well within the government and the RDP target of 3-5 percent annual average (*Figure 5.7*). Highest inflation rate was recorded in 2014 at 7.0 percent after the onslaught of Yolanda. The higher prices of commodities due to tight supply in the market resulted to faster price movements.

Food inflation, on the other hand, posted a higher average rate of 4.7 percent during the same period. This was attributed to the spike in food prices of majority of food products, in the immediate Post-Yolanda landscape.

**Figure 5.7 Inflation Rate, Eastern Visayas, 2011-2015**



Source: PSA

## Employment

The region's employment rate was higher at 94.6 percent than the 93.1 percent of the country (*Table 5.2*). Unemployment rate was lower too and remained single-digit at 5.4 percent. However, the key weakness remained in terms of underemployment. An increasing trend was noted from 2011 to 2015. Average rate of underemployment during the period settled at 26.9 percent, relatively higher than the country's 19.2 percent. The high and increasing underemployment rate of the region indicated low quality jobs available and partly implies a high number of workers in the informal sector, including those in rural and/or agricultural areas.

As of 2015, the big bulk of the region's workers were employed in the Service and Agri-Fishery sectors at 44.2 percent and 43.7 percent, respectively. Meanwhile, the Industry sector employed only 12 percent of the region's labor force. Men comprised 63.0 percent of the total employed and women 36.9 percent.

**Table 5.2 Employment, Unemployment and Underemployment Rates  
Eastern Visayas vs Philippines, 2011-2015 (in %)**

REGION/INDICATOR	2011	2012	2013*	2014**	2015***	AVERAGE
<b>Philippines</b>						
Employment Rate	93.0	93.0	92.7	93.2	93.7	<b>93.1</b>
Unemployment Rate	7.0	7.0	7.3	6.8	6.3	<b>6.9</b>
Underemployment Rate	19.3	20.0	19.8	18.4	18.5	<b>19.2</b>
<b>Eastern Visayas</b>						
Employment Rate	94.8	94.8	94.6	94.2	94.6	<b>94.6</b>
Unemployment Rate	5.2	5.2	5.4	5.8	5.4	<b>5.4</b>
Underemployment Rate	24.1	25.0	25.2	28.7	31.7	<b>26.9</b>

\* Excludes the estimates for October

\*\* Annual estimates for 2014 used the average estimates of the three quarters (April, July and October) only. Region VIII was excluded from the LFS in January 2014. Moreover, the province of Leyte is not included in the quarterly surveys.

\*\*\* For 2015, the annual estimates do not include estimates from Leyte of Region VIII

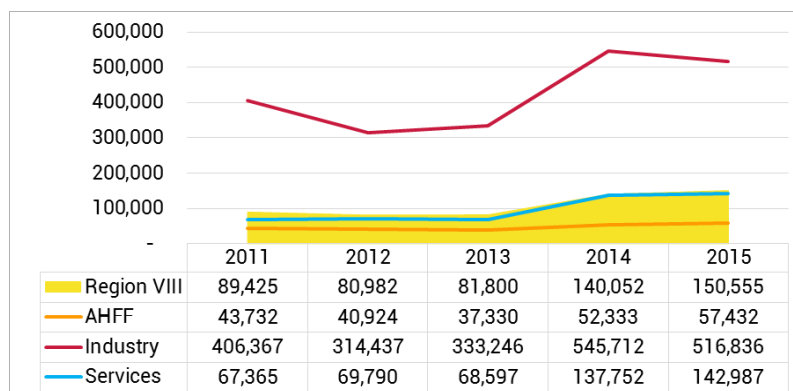
Source: PSA

## Labor Productivity

Labor productivity started off low at PhP89,425.00 in 2011. Latest data revealed that it soared to PhP150,555.00 in 2015 (Figure 5.8). This was relatively higher than the RDP target for the year of PhP90,756.80. However, annual estimates for 2015 excluded employment data of the Leyte province due to methodological adjustments after Yolanda.

By sector, the Industry sector marked the highest productivity levels compared to the Service and AHFF sectors. This implies that while most workers are in the Service and AHFF sectors, these workers are not so productive and are contributing meagerly to the regional economy.

**Figure 5.8 Labor Productivity by Sector/Industry, Eastern Visayas 2011-2015  
(in PhP per worker)**

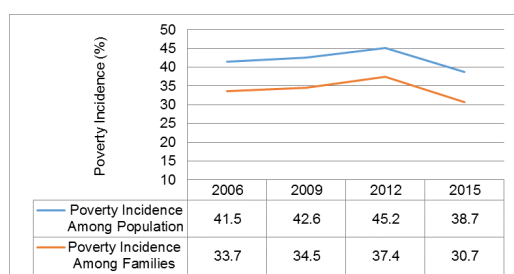


Source: PSA

## Poverty

Poverty reduction still poses as a serious challenge to the region. Although a significant drop was noted in Eastern Visayas' poverty incidence among population and families in 2015, it remained high at 38.7 percent and 30.7 percent, respectively (*Figure 5.9*). The significant reduction was attributed to the massive post-Yolanda rehabilitation and reconstruction activities. The revival of the business sector likewise contributed to the lessened number of poor population in the region.

**Figure 5.9 Poverty Incidence Among Population and Families, Eastern Visayas, 2006-2015**



Source: PSA

Despite the reduction, the region did not meet the 2015 RDP target of reducing poverty incidence among population to 22.60 percent. Given that, meeting the Millennium Development Goals (MDG) and the end-of-Plan target of halving the poor population to 21.6 percent in 2016 was likely unattainable. Farmers and fishermen were the poorest sectors in the region.

All provinces in the region, except Northern Samar, exhibited reduction in the number of poor population. Poverty incidence in Northern Samar increased from 50.2 percent in 2012 to 56.2 percent in 2015, the highest rate among provinces in Eastern Visayas. The increase was partly

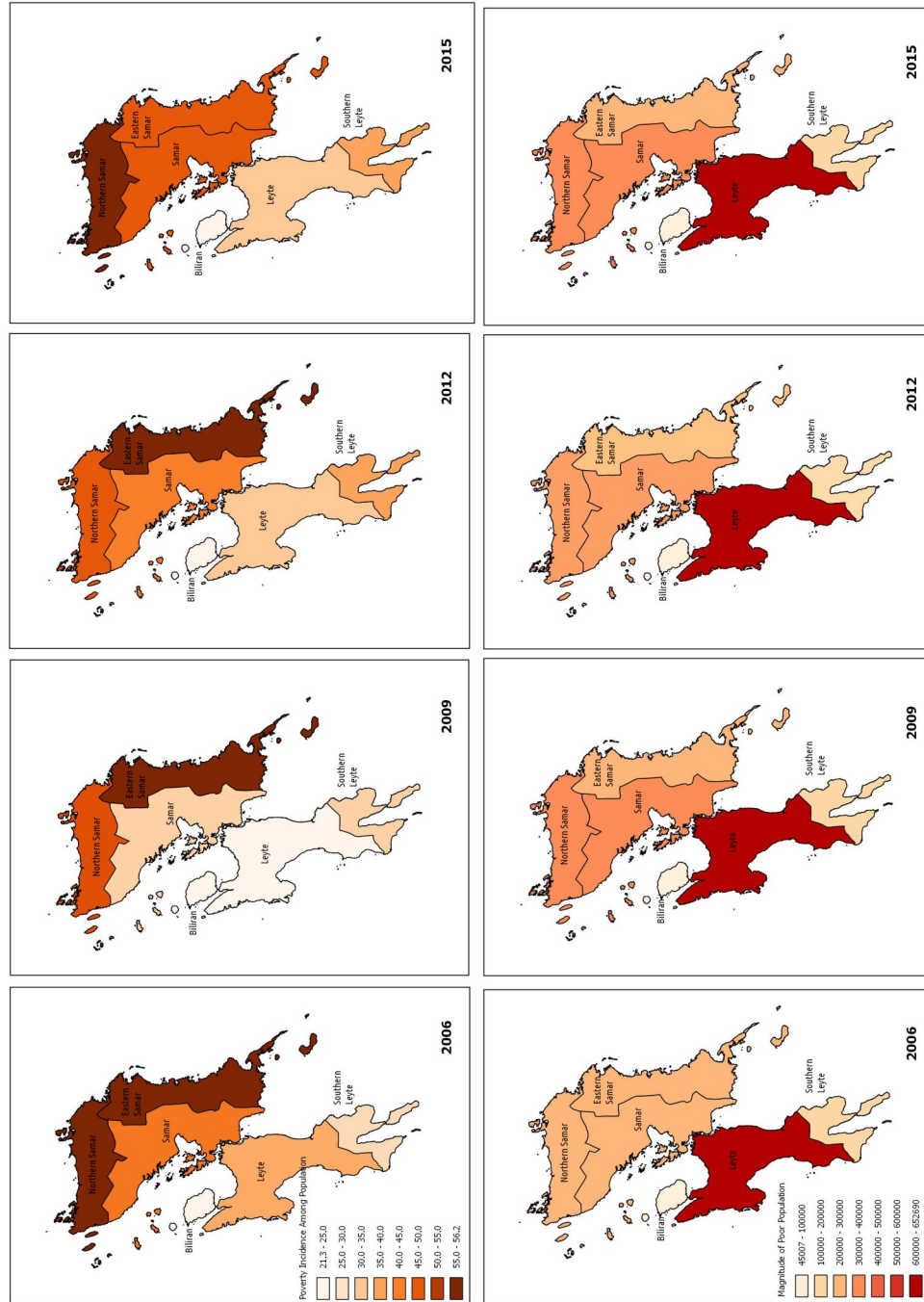
due to Typhoon Nona, which struck the province in the latter part of 2015.

Poverty incidence among population was lowest in Biliran, which stood at 21.3 percent in 2015. However, Eastern Samar had the biggest decline in poverty rate of 17.4 percentage points from 63.7 percent in 2012 to 46.3 percent in 2015. Further, the province of Samar recorded 46.9 percent. Poverty incidence in Leyte and Southern Leyte was at 31.0 percent and 38.0 percent, respectively.

High poverty incidence among population continued to persist in the three Samar island provinces. In terms of magnitude of poor population, the province of Leyte was consistently the highest because it is home to majority of the population in the region (*Figure 5.10*).

In 2015, the annual per capita poverty threshold, or the minimum level of income or expenditure required for an individual to meet the basic food and non-food needs, was pegged at PhP21,304. This means that an average household size of 5 persons required PhP8,876 per month to meet the basic food and non-food requirements. The said threshold was 17.86 percent higher than that in 2012.

Figure 5.10 Poverty Incidence among Population and Magnitude of Poor Population by Province, Eastern Visayas, 2006-2015 (in %)



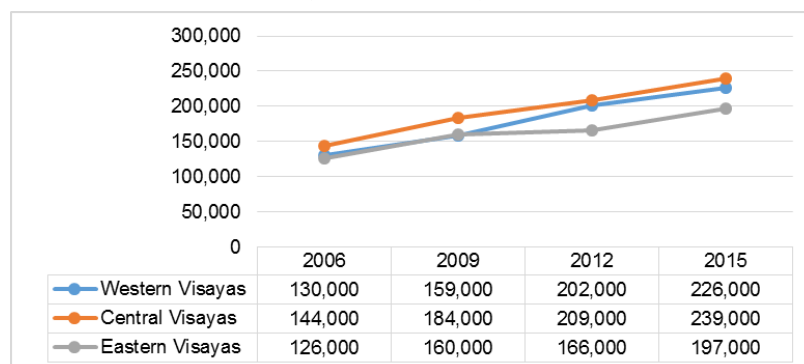
Source of basic data: PSA

## Income

In 2015, average annual family income in the region was recorded at PhP197,000 (Figure 5.11). This was the lowest level of income among Visayas regions and the fifth lowest in the country. The 2015 figure was PhP11,000 short from the target

family income for the year of PhP208,000. On the average, annual regional incomes rose by a modest two percent within the last six years. The low levels of family income can be partly attributed to seasonal income and low wages in the region.

**Figure 5.11 Average Annual Income of Families, Visayas Region, 2006-2015, at Current Prices (in thousand PhP)**



Source: PSA

## Income Distribution

Towards the end of the previous Plan period, income inequality in Eastern Visayas, as measured by the Gini coefficient, has declined. However, the RDP target to lower the region's Gini coefficient to a range between 0.3932-0.4076 by 2016 was not met. The region still manifested high income inequality, which implies that growth has not really

been inclusive. In 2015, the region had a Gini coefficient of 0.4649, which was higher than the country's 0.4439 and also the highest among the three Visayas regions (Table 5.3). In fact, from 2006 to 2015, the region's Gini coefficient was consistently higher than the national and other Visayas regions. High income inequality means that few individuals benefit from the gains of economic growth.

**Table 5.3 Gini Coefficient, Philippines and Visayas Regions, 2006-2015**

COUNTRY/REGION	2006	2009	2012	2015
Philippines	0.458	0.4641	0.4605	0.4439
Western Visayas	0.4326	0.4309	0.4754	0.4362
Central Visayas	0.4639	0.4711	0.4712	0.4647
Eastern Visayas	0.4828	0.5008	0.4834	0.4649

Source: PSA



## Finance

A responsive, development-oriented and inclusive financial system is one of the elements that determine a stable macroeconomy. For 2016, the country projected to establish a total of six banking institutions per municipality/city. With seven cities and 136 municipalities, the region needed to establish at least 858 banking institutions. As of 31 December 2015, there were 200 bank branches operating in the region, higher than the 172 banks in 2011 but short of 658 from the national end-of-Plan target.

Only 30.1 percent of the region's cities and municipalities had banking offices (*Figure 5.12*). This was the second lowest among regions in the country. Among provinces, Leyte had the highest number of banks while Samar had the least. This is understandable as banking institutions have the economic tendency to concentrate in highly populous and urbanized areas.

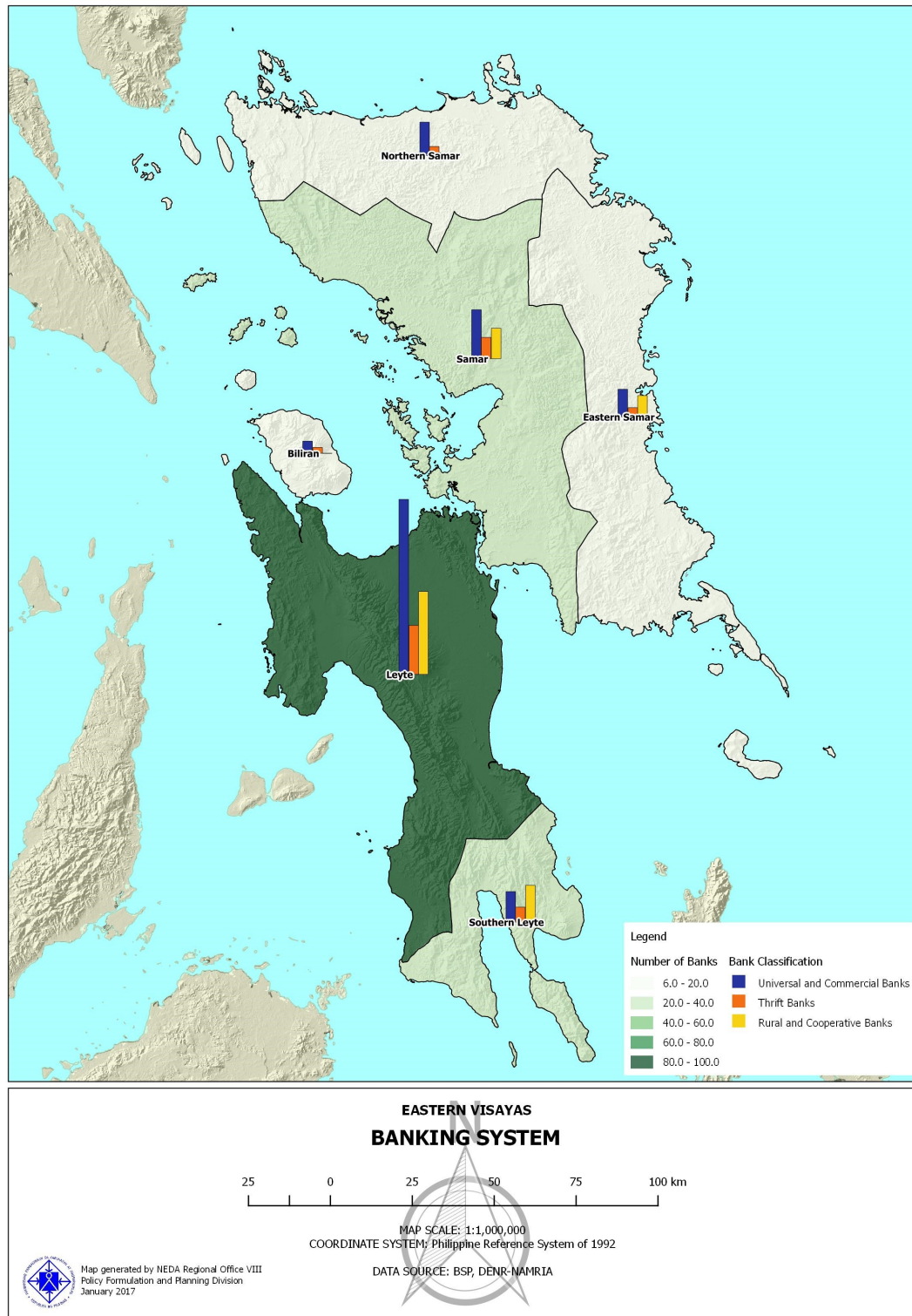
Deposit liabilities almost doubled from PhP44.64 billion in 2011 to PhP84.92 billion in 2015. Net loan portfolio also had a lofty leap from PhP11.14 billion to PhP21.57 billion. The significant increases can be attributed to the improved business and economic conditions in the region, particularly after Yolanda, continuous and higher inflow of remittances from overseas Filipinos, and various government programs and projects, among others. However, the latest figure of deposit liabilities and net loan portfolio only accounted for a mere 0.92 percent and 0.37 percent of the national total, respectively.

In terms of access, the region had a bank density ratio of 5.91 banks per 100,000

population in 2014. This means that every bank office in the region served 16,920 clients. Compared to the national, there were 15 banks per 100,000 population and 6,666 clients served per banking office. The prevailing socioeconomic situation of the region mainly explains the limited access and low bank coverage, which limits access to financial services, especially in the rural areas.



Figure 5.12 Number of Banks, Eastern Visayas, as of December 2015



## Summary of Challenges and Opportunities

### 1. Weak and Erratic Economic Growth

The weak and erratic economic performance of the region is largely attributed to the low productivity levels and competitiveness of the productive sectors of the regional economy. The weak and limited external trade, lack of investments due to high cost of doing business, and inadequate and unreliable infrastructure facilities and utilities likewise contributed to this lackluster performance. The region's high vulnerability to disasters and impacts of climate change also account for the interrupted growth trajectory. This poor economic performance essentially explains why the region failed to generate massive employment, and consequently make a dent on pervasive poverty.

For the next Plan period, the regional economy is poised to catch up. Opening up of numerous business establishments is forecasted to bring in more jobs and revenues in the region. Increased expenditure on public infrastructure; expansion and diversification of the Manufacturing subsector; sustained efforts to improve the productivity and competitiveness of the Agri-Fishery, Industry and Service sectors; higher investments in public and private construction; and opportunities from economic integration of the Association of Southeast Asian Nations (ASEAN) are altogether expected to fuel economic growth. The ongoing implementation of Yolanda reconstruction activities will also contribute to a robust

economy. However, the region must also come up with the necessary cushions against future disaster risks and climate change effects, impending rise in inflation, increasing oil prices, and the economic performances of major trading partners, such as China and Japan, among others.

### 2. Lack of Quality Employment

The local economic landscape failed to create decent and productive employment opportunities as evidenced by the steep underemployment rate. This is expected as a consequence of the limited job-creating investments. Similarly, the narrow labor market information, inadequate academic qualifications, and mismatch between jobs and skills exacerbated the problem on generating quality employment. As a result, the region had low average household income.

With the expected influx of investments, the region is projected to generate substantial and better quality jobs. Stronger coordination between the government, employers, and the academe through the establishment of solid labor market information is seen to address the job-skill mismatch.

### 3. High Poverty and Income Inequality

Despite significant reduction in poverty incidence, the region is still confronted with the problem of high poverty. Eastern Visayas stands as the

third poorest region in the country. In particular, the three Samar provinces are consistently among the poorest provinces nationwide. Further, income disparity remains wide as the region has one of the highest Gini coefficient.

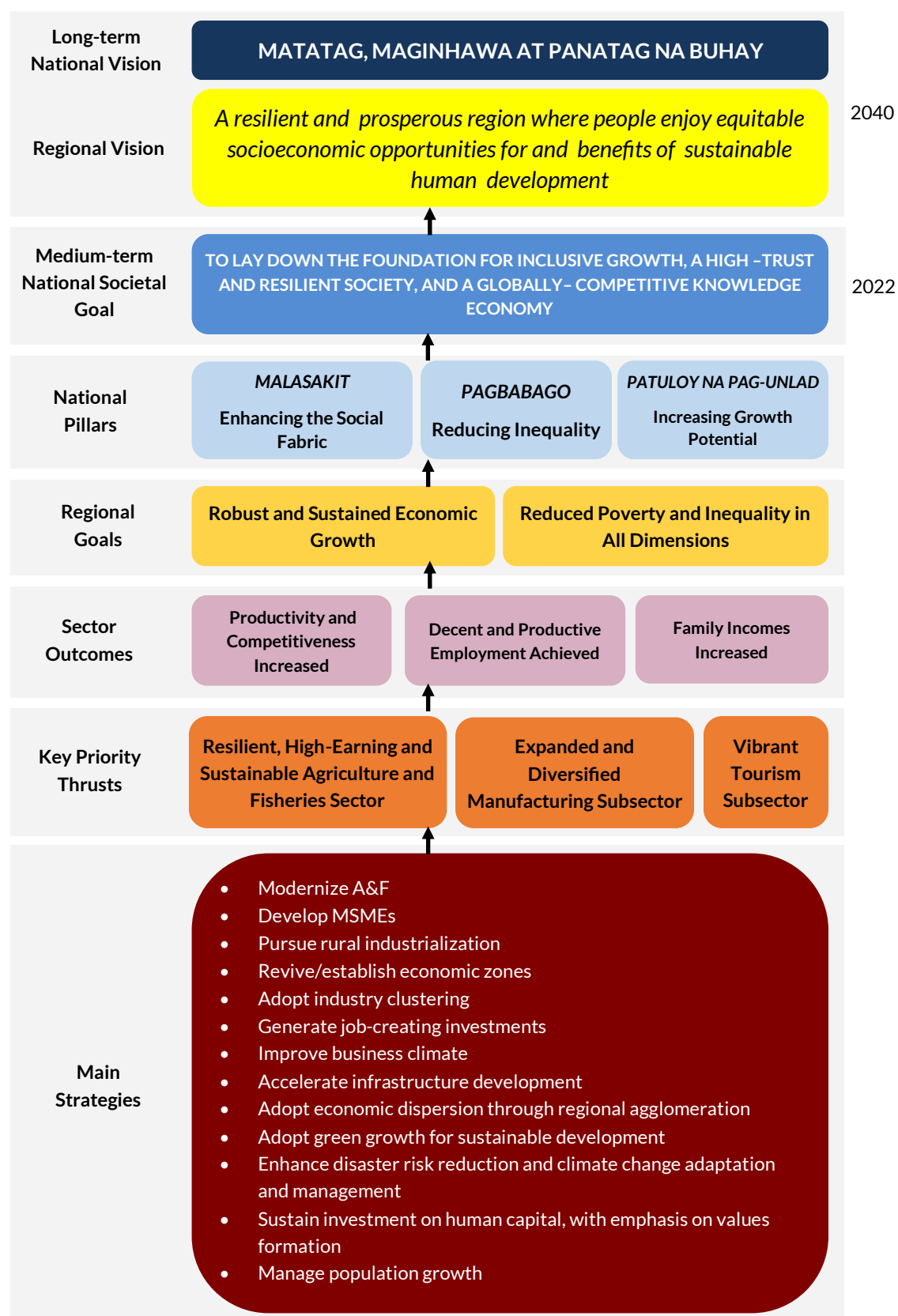
Generating quality jobs through increased investments is seen to provide adequate income to families. The continued and enhanced social safety net programs of the government are likewise seen to protect the overall well-being of the poor.

## Strategic Framework

The region will continue to pursue its twin goals of economic growth and poverty reduction. A robust and sustained economic growth means that it should be high enough so as to create decent and productive employment that will help reduce poverty and inequality in all dimensions. To realize a high and sustained economic growth, there is a need to

increase productivity and competitiveness in all productive sectors, namely: A&F, Industry, and Service. Likewise, quality employment must be achieved to augment family incomes, and consequently, reduce poverty. These will be derived mainly from: 1) A&F, 2) Manufacturing, and 3) Tourism that will serve as main growth drivers within the next six years.

Figure 5.13 Strategic Framework for Macroeconomy



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 5.4 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

**Table 5.4 Macroeconomic Targets, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGET						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Poverty incidence among population (%)	2015	38.70	32.68	28.78	26.18	24.80	23.66	22.26	22.26
Leyte	2015	31.00	23.95	21.05	18.51	16.27	15.00	13.19	13.19
Southern Leyte	2015	38.00	34.95	33.35	32.6	31.65	28.80	25.88	25.88
Biliran	2015	21.30	19.59	18.78	18.01	17.27	16.56	15.98	15.98
Samar	2015	46.90	40.40	37.5	35.18	32.65	30.30	28.13	28.13
Eastern Samar	2015	46.30	39.88	37.02	34.73	32.23	29.92	27.77	27.77
Northern Samar	2015	56.20	48.41	44.93	42.15	39.12	36.31	33.69	33.69
Poverty incidence among farmers	2009	46.70	42.70	38.70	34.70	30.70	26.70	22.70	22.70
Poverty incidence among fisherfolks	2009	45.70	41.70	37.70	33.70	29.70	25.70	21.70	21.70
Annual family income (in PHP)	2015	197,000	238,370	262,207	288,428	317,271	348,998	383,897	383,897
Gini coefficient	2015	0.4649	0.4072-0.4086	0.4043-0.4058	0.4015-0.4029	0.3987-0.4001	0.3960-0.3973	0.3932-0.3956	0.3932-0.3956
Inflation rate (%)	2015	1.80	2-4	2-4	2-4	2-4	2-4	2-4	2-4
Food inflation rate (%)	2015	2.60	2-4	2-4	2-4	2-4	2-4	2-4	2-4

Table 5.4 Macroeconomic Targets, Eastern Visayas, 2017-2022 (cont.)

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Employment rate (%)	2013	94.60	95.50	96.00	96.50	97.00	97.50	98.00	98.00
Underemployment rate (%)	2013	25.2	21.40	20.55	19.73	18.94	18.18	17.45	17.45
Labor productivity (in Php)	2013	81,800	99,428	104,400	109,620	115,101	120,856	126,899	126,899
GRDP Growth Rate (at constant 2000 prices)	2015	3.90	5.2-5.70	5.8-5.90	6.1-6.20	6.3-6.50	6.6-6.70	6.8-7.0	6.8-7.0
AHFF GVA growth rate (at constant 2000 prices)	2015	-3.50	2.5-3.4	3.1-3.5	3.6-3.8	3.9-4.0	4.1-4.3	4.4-5.0	4.4-5.0
Industry GVA growth rate (at constant 2000 prices)	2015	4.4	5.0-5.5	5.6-5.7	5.8-5.9	6.1-6.3	6.4-6.5	6.6-6.7	6.6-6.7
Services GVA growth rate (at constant 2000 prices)	2015	6.8	6.5-6.9	7.0-7.1	7.2-7.3	7.4-7.5	7.6-7.7	7.8-8.0	7.8-8.0
Per Capita GRDP (in Php constant 2000 prices)	2015	33,547	36,350	37,632	39,050	40,572	42,571	44,724	44,724
Value of exports (in million USD)	2015	313	529	688	894	1,162	1,511	1,964	1,964
Deposit liabilities (in billion Php)	2015	80.24	106.12	122.04	140.34	161.39	185.60	213.44	213.44
Loan portfolio (in billion Php)	2015	21.57	26.10	28.71	31.57	34.74	38.21	42.03	42.03

## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals, and thrusts.

### 1. Modernize A&F

To achieve a broad-based economic growth and significantly reduce poverty and inequality, the levels of productivity, efficiency and competitiveness of the A&F sector have to be raised. This can be done by increasing adoption and sustainable application of modern farming and fishing technology, and farm mechanization. In addition, ensuring climate resilient A&F systems, promoting market-driven agricultural production, and providing easy access to finance will contribute to a resilient, competitive and sustainable A&F sector (*see Chapter 7*).

### 2. Ramp up rural industrialization

Expansion and diversification of trade and industry, especially in the Manufacturing subsector is important to achieve high and sustained economic growth. This entails strong backward and forward linkages. Putting up of more micro, small and medium enterprises (MSMEs) that are competitive in the domestic and foreign markets and will generate more jobs should be given more focus. Industry clustering and value chain analysis approach are crucial to intensify the production and processing of high-value products. This will also diversify and expand the region's export commodities. Establishment and/or revival of economic zones that will provide the

most feasible space for manufacturing and value-adding of products and marketing is also imperative.

### 3. Generate job-creating investments

Increasing investments is a key not only to a progressive economy but more importantly to achieve quality employment. The establishment of labor-intensive industries, especially in manufacturing, will provide wider work opportunities both for the skilled and low-skilled workers. Jobs that provide equal opportunities for both men and women should also be created in order to increase the contribution of both sexes to the regional economy.

### 4. Improve the business climate

To entice investors, it is necessary to create an enabling business environment. This calls for streamlining of business processes and other aspects of good governance, adequate infrastructure and utilities support, security, peace and public order, among others.

### 5. Accelerate implementation of infrastructure programs and projects

Increased spending on and fast implementation of infrastructure



programs and projects will spur higher productivity and improved competitiveness of the region. Specifically, the productive sectors are in need of strong infrastructure back-up. Adequate and better social infrastructure will also result to improved delivery of social services, thus, the quality of life of the people is also expected to be enhanced (*see Chapter 14*).

## 6. Adopt economic dispersion through regional agglomeration

Strengthening regional development by directing growth to key centers throughout the country will serve as engine of economic growth. This strategy is also seen to link the poor to growth sectors and areas, hence, reduce poverty. Commonality of resources, potentials and concerns will effect more focused interventions and provide greater accomplishments (*see Chapter 3*).

## 7. Adopt green growth for sustainable development

To foster robust, sustainable and inclusive growth, the region shall pursue socioeconomic development that ensures a balanced and healthy environment while maximizing its full economic potential. In addition, employment that contributes to preserving or restoring ecological integrity as provided for in Republic Act No. 10771, otherwise known as *Philippine Green Jobs Act of 2016*, shall be promoted.

## 8. Enhance Disaster Risk Reduction and Climate Change Adaptation and Management

The region has to build up its socioeconomic resiliency against the impact of future natural and man-made shocks to achieve a robust economy and reduce poverty. This will avoid negating the gains of development. Strengthening the capacity of individuals, families and communities to respond to natural and human-induced disasters will also lessen their vulnerability (*see Chapters 12 and 13*).

## 9. Sustain investment on human capital, with emphasis on values reformation

Intensified investment on human capital development through health, nutrition and education interventions will ensure the creation of a productive human resource base in the region. Human resource development through improved health and nutrition services and continuing capacity building and skills enhancement trainings shall be pursued (*see Chapter 10*). Increased access to and better quality of education are also imperative in building a competitive workforce. Values reformation is greatly seen as a critical instrument in improving the living conditions of the marginalized sector of the region. Empowering the poor and vulnerable will drive them to seek a better and secure life for themselves and their families.

## 10. Manage population growth

Population growth management will lessen pressure on family and government spending, and the environment. In the long run, it will help reduce incidence of poverty.

Although the region's population growth is relatively slower compared to other regions, aggressive implementation of the Responsible Parenthood and Reproductive Health (RPRH) Law will lead to better and wider distribution of and access to economic gains and opportunities.

## Major Programs, Projects and Activities (PPAs)

The following are the priority programs, projects and activities to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

1. Micro-financing programs
2. Product research and development
3. Productivity enhancement programs and activities
4. Construction/upgrading of infrastructure facilities and utilities
5. Development/updating of the Business/MSMEs Registry Database
6. Streamlining of Business Processing and Licensing System (BPLS)
7. Technical assistance on product development and diversification
8. Investment promotion activities
9. Strengthening of value chain and establishment of industry alliances, including industry-academe linkage
10. Establishment of industrial and domestic processing zones
11. Tourism development programs and projects
12. Public-Private Partnership (PPP) programs and projects
13. Employment facilitation programs
14. Capacity building and skills training programs
15. Technical-Vocational Education and Training
16. Scholarship programs, particularly in agriculture, science and technology
17. Social protection programs
18. Anti-poverty programs
19. RPRH programs and activities

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

1. Strict enforcement of minimum wage per industry
2. Formulation of the Local Investment Incentive Code in all LGUs
3. Tax Reform Program
4. Easing restrictions on foreign investments
5. Streamlining of Business Processing and Licensing System (BPLS)



06

Promoting  
Regional  
Competitiveness



# Promoting Regional Competitiveness

The level of competitiveness of a sector or a domain (e.g. country, region) broadly defined in terms of productivity dictates the level of prosperity shared among citizens.

At the national perspective, competitiveness remains a challenge for the Philippines. In the Global Competitiveness Report 2015-2016, the World Economic Forum ranked the Philippines as the 47<sup>th</sup> most competitive country in the world out of 140 economies. However, for the first time in a decade, the country fell 10 notches in its rank, down to 57<sup>th</sup> place out of 138 countries, per Global Competitiveness Report 2016-2017. As cited by the World Economic Forum, the country seems to be moving backward in some of the more complex areas of competitiveness.

It is logical to state that the competitiveness of a country is largely hinged on the competitiveness defined by its individual components, which could be across productive sectors, institutions, and administrative regions, the latter being subdivided into provinces, cities, and municipalities. On this premise, it is then important to examine how Eastern Visayas fared in terms of its openness to development and potential for growth. In the same context, the promotion of competitiveness down to the local level speaks well for the attainment of the macroeconomic outcome of boosting productivity.

Among others, the attainment of competitiveness is anchored on a healthy market competition, which encourages the production of a wider range of diverse and high-quality goods and services. Hence, a policy environment that enhances market competition should be in place, through which the entry and expansion of players (e.g. small entrepreneurs and firms, large businesses) are enabled, and regulatory reforms that foster investments and innovation are institutionalized.

## Assessment

### Competitiveness of the Local Government Units (LGUs)

An initiative to quantify competitiveness at the level of political units came with the launching of the Cities and Municipalities Competitiveness Index (CMCI) developed by the National Competitiveness Council (NCC). The CMCI is an annual ranking of Philippine cities and municipalities based on an overall competitiveness score along three pillars, namely: 1) economic dynamism, 2) government efficiency, and 3) infrastructure. The NCC defines economic dynamism as activities that create stable expansion of business and industries and higher employment. Government efficiency measures the quality and reliability of government services and support for effective and sustainable productive expansion. Infrastructure, on the other hand, refers to the physical building blocks that connect, expand and sustain a locality and its surroundings to enable the provision of goods and services. A higher score indicates a higher level of competitiveness of a city or municipality.

The CMCI survey results from 2014 to 2016 revealed that majority of the LGUs in Eastern Visayas covered by the survey were ranked at the bottom or near the bottom level (*Table 6.1*). In 2016, Quezon City topped the list for Highly Urbanized City category, Naga City for component city, Cainta, Rizal for 1st-2nd class municipality, and Infanta, Quezon for 3rd-6th class municipality. While Ormoc City was cited as the most improved LGU among component cities in the country in the same year, the survey results nonetheless indicate a pressing need to

improve the performance of all LGUs in the region in order to contribute to the overall competitiveness of the country.

To better capture the actual competitiveness ranking of LGUs, operational issues such as data collection were addressed. Towards this end, policy recommendations were made. For instance, the Regional Development Council (RDC) VIII passed Resolution No. 35, Series of 2014, *Recommending to the Department of the Interior and Local Government (DILG) to Issue a Memorandum Circular Enjoining the Local Chief Executives (LCEs) to Provide Data for the Regional Competitiveness Survey*. This was strongly supported by the DILG VIII through the issuance of a Memorandum Circular dated October 15, 2014 to the DILG provincial and city directors and to the city and municipal mayors in Region VIII encouraging them to support the CMCI activities. In 2015, the RDC VIII approved the CMCI Action Plan for Region VIII, through RDC VIII Resolution No. 47, Series of 2015, which includes advocacy and capability building activities and its institutionalization to improve data collection from 2015 to 2016.

While there is a need to improve data collection, the greater challenge lies in boosting the competitiveness of LGUs along the three major pillars as mentioned above.



Table 6.1 Cities and Municipalities Competitiveness Index (CMCI) Survey Results, Eastern Visayas, 2014-2016\*

LGUs	2014 RANKINGS				2015 RANKINGS				2016 RANKINGS			
	Overall	Economic Dynamism	Government Efficiency	Infrastructure	Overall	Economic Dynamism	Government Efficiency	Infrastructure	Overall	Economic Dynamism	Government Efficiency	Infrastructure
<b>Provinces</b>												
Leyte	-	-	-	-	67	-	-	-	43	-	-	-
Southern Leyte	-	-	-	-	-	-	-	-	64	-	-	-
Biliran	-	-	-	-	-	-	-	-	59	-	-	-
Samar	-	-	-	-	68	-	-	-	17	-	-	-
Eastern Samar	-	-	-	-	-	-	-	-	67	-	-	-
Northern Samar	-	-	-	-	-	-	-	-	60	-	-	-
<b>Cities</b>												
Tacloban	43	44	69	31	130	106	137	43	34	32	34	32
Ormoc	68	74	50	83	129	118	130	86	55	66	29	101
Maasin	103	82	96	115	139	135	139	131	129	136	106	137
Baybay	88	99	66	98	131	124	135	110	66	87	57	50
Calbayog	111	135	90	68	137	141	138	78	74	77	71	72
Catbalogan	106	131	82	95	134	140	134	115	57	103	25	73
Borongan	109	124	105	85	136	138	136	105	124	125	118	130

Source of data: [www.competitive.org.ph/cmcindex/pages/rankings](http://www.competitive.org.ph/cmcindex/pages/rankings)

\* Provincial rankings are based on population and weighted average of the overall scores of cities and municipalities under a province

- no data

## Competitiveness of Economic Sectors

A fluctuating economic growth has been observed in the previous medium-term, with domestic output posting contraction in 2012 and 2014 because of the slump in industrial production and the economy-wide impact of Yolanda, respectively. The limited industries present, declining value-added output from farming and fishing activities, and other external factors such

as natural threats in the form of typhoons and dry spell and economic threats manifested by weak global demand are some of the factors that dampen the competitiveness of the productive sectors in the region.

Social ills, as shown by high poverty incidence, also beset the region, which may be an outcome of an unsustainable income inequality-reducing growth (*see Chapters 5, 7, 8 and 9*).

## Summary of Challenges and Opportunities

### 1. Low competitiveness of LGUs

As implied in the CMCI ranking, there is a need to improve the overall competitiveness of the cities and municipalities in the region. Weak business environment arising from inadequate infrastructure support facilities, relatively high cost of utilities, and weak institutional capacities, among other factors, hindered the attainment of competitiveness at the LGU level (*see Chapters 5 and 17*).

The role of LGUs looms larger with the adoption of a long-term spatial strategy promoting growth centers (e.g. regional centers, sub-regional centers, provincial centers) as the main catalyst in dispersing economic growth in the region (*see Chapter 3*). However, while this approach reinforces locational perspective in investment promotion, and ultimately serves as a foundation towards greater urbanization, the capacity of LGUs in

the areas of governance and administration, especially that which supports and leads to conducive business environment, requires utmost attention at least in the medium-term.

At the national level, the NCC launched the newest project to reform regulatory processes through the Project Repeal. The said project *aims to identify outdated rules and regulation which no longer serve the purpose or are no longer necessary (or are even detrimental) for the economy*.<sup>1</sup> The NCC is also working with the legislative branch in reviewing the bills on amending the Corporation Code and creating a new Ease of Doing Business Act and Government Efficiency Office Act.

### 2. Underdeveloped economic sectors

The erratic growth and low level of the value-added output in the region remains a major

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<sup>1</sup> <http://www.competitive.org.ph/node/1334>

macroeconomic hurdle. The structural transformation in the regional economy was not completely established because of the consistent slump in the final production value of the AHFF sector, which is supposed to release surplus labor as the sector modernizes. Potential growth was not maximized partly due to the weak integration between resource-rich sectors and the manufacturing subsector, the latter being the primary mover in both forward and backward linkages (*see Chapter 5*).

The broad-based growth projection in the next six years is rooted on the development direction towards rural industrialization and increased investments seen to support massive job generation (*see Chapter 5*). Towards this end, the rise in the number of enterprises and firms will help stimulate competition – resulting from more, spread out, and diversified industries. Connectivity will also be enhanced due to infrastructure development, which comes promising in the next six years as infrastructure spending will increase to as much as 7 percent of the country's GDP.

The industry clustering strategy provides for a focused product development in the areas where the region has an established advantage on or potential for higher production and returns. Anticipated implementation and realization of sector-specific programs, such as the Manufacturing Resurgence Program (MRP), will help secure competitive industries in the region (*see Chapter 8*).

The foundation for a unified competition policy has been firmed up with the enactment of the Philippine Competition Act, where one of its provisions mandates the creation of the Philippine Competition Commission vested with the authority to implement the said law. Other landmark developments in line with fostering healthy market competition, and removing barriers for such, include the amendment of the Cabotage Law, modernizing the Tariff and Customs Administration, among others.

### 3. Social issues

Poverty, understood as a multi-dimensional issue, is the worst development outcome in the region, the incidence of which remains high despite decreased proportion and magnitude of poor population in 2015. The failure of economic growth to make a dent in poverty can be traced to the structure of growth in the regional economy, which remains non-inclusive.

Peace and order is an indispensable element of a conducive environment for living, doing business, and other activities. Insurgency, which remains an issue in the region, is said to be one possible factor of worsening poverty incidence in certain few areas. It poses as a problem since it discourages the flow of investments. There are still pockets of documented presence of Communist Party of the Philippines-National Democratic Front (CPP-NPA) doing intimidation and extortion activities. However, some municipalities in the region have already been declared insurgency-free

— an indication that the threat of the armed groups was relegated to insignificant level. Notwithstanding this, efforts must continue to be exerted to curb insurgency in areas where it exists (*see Chapter 16*).

Sustained implementation of peace-keeping efforts is seen to underpin peace and order in the region, especially that

such aligns with the centerpiece of the development agenda of the current administration. Strategic initiatives geared to lessen the case of insurgency, and thereafter, elevate the present status of remaining provinces in the region from development-ready to insurgency-free will help improve business climate, maximize growth potential, and reinforce the competitiveness of the region.

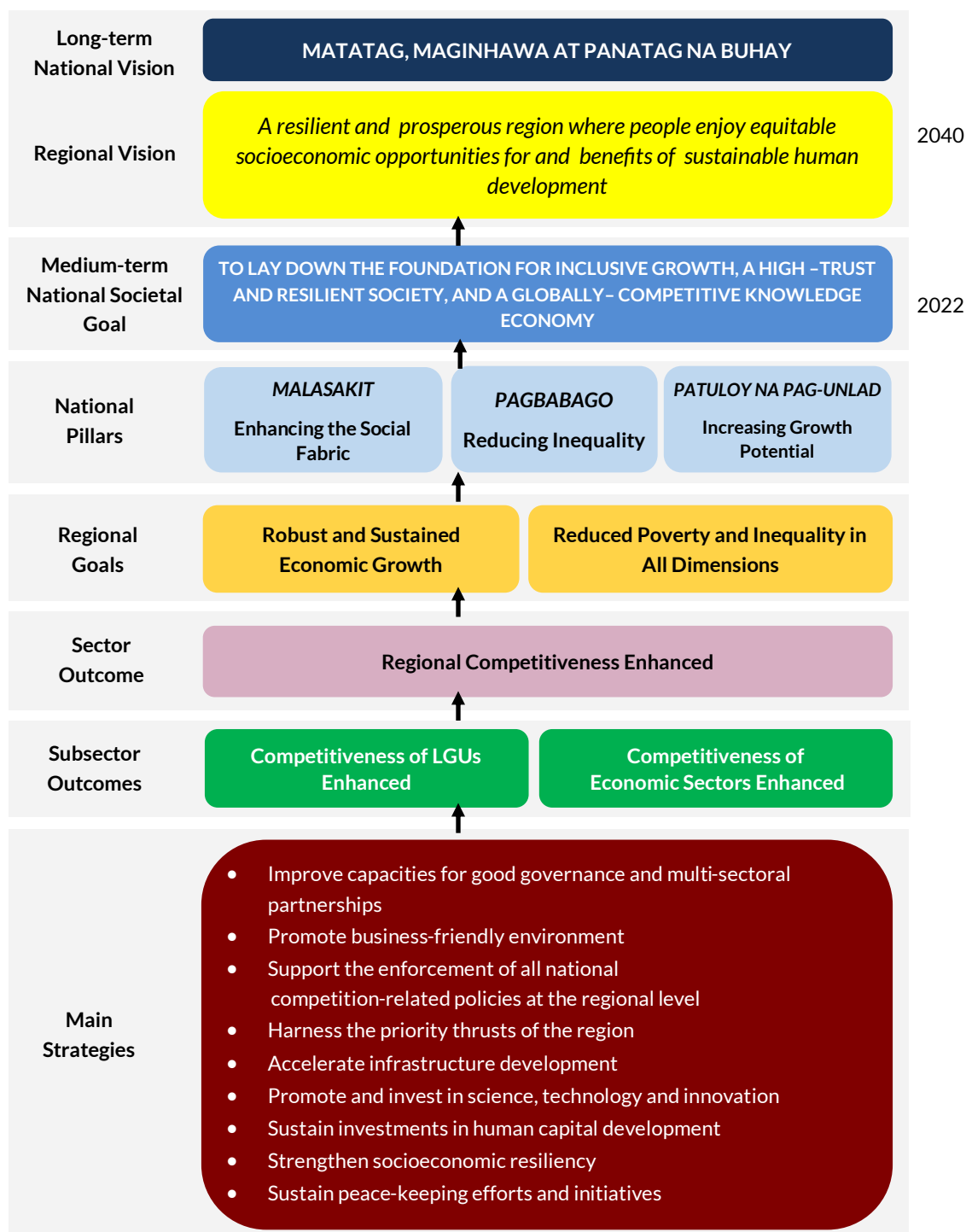
## Strategic Framework

In the medium term, the attainment of regional competitiveness shall be pursued, a goal to be cascaded among LGUs and the economic sectors. Competitiveness as an outcome is seen to be supportive of the regional goals of achieving an inequality-reducing economic growth and reducing poverty in all dimensions as articulated in Chapter 5. On this premise, there should be conscious effort to anchor strategies specific to the enhancement of the LGUs and the sectors on the overall outcome of regional competitiveness as a springboard towards inclusive growth. Hence, the remainder of this Plan shall provide for

sector-focused and detailed strategic framework in the attainment of such goal.

Efforts to enhance market competition – especially in the sectors of A&F, manufacturing, and tourism – are seen to widen the range of competitive products and services in the region. Once implemented at the regional level, the national competition policy framework, which entails the review and subsequently revamp of anti-competition rules and policies, will augur well for a strong regional economy.

Figure 6.1 Strategic Framework for Regional Competitiveness



## Core Targets

Core targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in *Table 6.2* below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

**Table 6.2 Regional Competitiveness Targets, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Cities and Municipalities Competitiveness Index (CMCI) Ranking									
Provinces									
Leyte	2015	43	42	41	40	39	38	37	37
Southern Leyte	2015	64	63	62	61	60	59	58	58
Biliran	2015	59	58	57	56	55	54	53	53
Samar	2015	17	16	15	14	13	12	11	11
Eastern Samar	2015	67	66	65	64	63	62	61	61
Northern Samar	2015	60	59	58	57	56	55	54	54
Highly Urbanized City									
Tacloban	2015	34	33	32	31	30	29	28	28
Component Cities									
Ormoc	2015	55	54	53	52	51	50	49	49
Maasin	2015	129	128	127	126	125	124	123	123
Baybay	2015	66	65	64	63	62	61	60	60
Calbayog	2015	74	73	72	71	70	69	68	68
Catbalogan	2015	57	56	55	54	53	52	51	51
Borongan	2015	124	123	122	121	120	119	118	118
Number of LGU Seal of Good Governance passers	2015	7	25	43	51	79	97	114	114
Number of business-friendly LGU passers	2015	119	123	127	131	135	139	143	143
Number of LGUs conferred with Seal of Good Housekeeping	2015	9	29	50	69	88	108	127	127
AHFF GVA growth rate (at constant 2000 prices)	2015	-3.5	2.5-3.4	3.1-3.5	3.6-3.8	3.9-4.0	4.1-4.3	4.4-5.0	4.4-5.0
Industry GVA growth rate (at constant 2000 prices)	2015	4.4	5.0-5.5	5.6-5.7	5.8-5.9	6.1-6.3	6.4-6.5	6.6-6.7	5.0-6.7
Services GVA growth rate (at constant 2000 prices)	2015	6.8	6.5-6.9	7.0-7.1	7.2-7.3	7.4-7.5	7.6-7.7	7.8-8.0	6.5-8.0

# Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals and thrusts.

## 1. Improve capacities for good governance and multi-sectoral partnerships

In cognizance of the role of institutions in catalyzing development, capacity development of LGUs and government agencies should be pursued. Strengthening absorptive capacity would require support in planning, project and program implementation, and monitoring. This is especially crucial in enhancing key growth drivers in the region that include A&F, manufacturing, and tourism, which would entail multi-institutional coordination. Updating the Comprehensive Land Use Plans (CLUPs) of cities and municipalities and the Provincial Development and Physical Framework Plans (PDPFPs) of the six provinces of the region will ensure the alignment of the planning framework at the local level with the development agenda of the region. Public and private sector partnerships will also help in the mobilization of resources, and the realization of sector-specific strategies (*see Chapter 17*).

Initiatives and innovation to improve governance need to be implemented. For instance, the Performance Governance System (PGS) must be adopted as a tool to reform bureaucratic processes and delivery of

services. The balanced scorecard methodology integrated in the PGS aims to track performance by quantifying and concretizing outcomes and corresponding strategies. Records show that the successful adoption of the PGS in LGUs resulted in improved delivery of social services, among other remarkable performance.<sup>2</sup>

## 2. Promote business-friendly environment

Mechanisms seen to attract investments should be in place, such as clear policies on incentives, priority areas or sectors for development, and the like. Hence, there is a need to prepare and enforce a Local Investment Incentives Code (LIIC) as a reference document for investment decisions. The ease of doing business as a principle should be concretized as well by enhancing processing and licensing procedures (*see Chapters 8 and 17*).

## 3. Support the localization and enforcement of all national competition-related policies at the regional level

It is necessary to institutionalize a mechanism towards the effective implementation of the national competition policy. While the

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<sup>2</sup> <https://consultations.worldbank.org/content/tool-performance-governance-system>



realization of the said policy is a major undertaking at the national level, the region will support its enforcement, especially those provisions that have bearing on the key priority thrusts or sectors of the region as mentioned above. This is also true for logistics, water, power, and information and communications technology (ICT) subsectors, which are important support facilities, such that any significant variances in costs will affect the sustainability of industries in the region. It is desired that the national competition policy takes into account spatial and regional differences in market structure, network, among other variables. Once formulated, its guidelines should cover regional or local issues on competition. Provincial and local governments could also undertake scoping studies on competition issues in their respective priority sectors. The PCC should investigate potentially anti-competitive behavior of firms, as reported from the region.

Initiatives meant to foster competition (e.g. promotion of incentive mechanism), especially in the identified growth centers, shall be pursued. The outputs and/or implementation of national initiatives directed at repealing unnecessary regulations, such as the Project Repeal, shall also be cascaded at the regional level.

In the absence of a direct regional counterpart of the PCC, the RDC VIII and the Regional Competitiveness Council (RCC) VIII shall lead the provision of support to and promotion of the undertakings of the PCC, especially those requiring policy back-up. These interagency policy-making

bodies could help promote competition-related practices and best practices.

Given that competition policy is a new concept in the country, most especially in the region, there is a need to strengthen the institutional backdrop and technical capacity of the government agencies and other institutions for the implementation of the said policy. To this end, it is essential to conduct capacity-building activities for government units under the executive, legislative, and judicial departments that are mandated or will be involved to promote market competition. There should also be collaboration with academic and research institutions in strengthening programs on competition law and economics.

#### 4. Harness the priority thrusts of the region

Boosting the productivity of the region primarily hinges on the development of A&F, manufacturing, and tourism — the region's key priority thrusts. The A&F sector needs to be modernized (*see Chapter 7*). On the other hand, industry clustering with a detailed industry roadmap to be implemented under the MRP will lead to the build-up of manufacturing industries that strengthen the holistic integration of the resource-based sectors (e.g. A&F sector) in the supply chain and subsequently generate employment (*see Chapter 8*). Tourism needs to be developed, with diversified tourism packages and adequate support facilities to entice tourists (*see Chapter 9*). To this end, as a means of benchmarking, the region could learn

from the development experience or best practices of other regions or countries where these priority thrusts were successfully developed.

## 5. Accelerate infrastructure development

Providing adequate and quality infrastructure will lower the cost of production of goods and services, thus, improve competitiveness of the sectors (*see Chapter 14*).

## 6. Promote and invest in science, technology, and innovation (STI)

STI is crucial in accelerating economic growth. As such, investments in the same need to be scaled up, especially in support of the priority thrusts of the region (*see Chapter 15*).

## 7. Sustain investments in human capital development

Human capital development should take into consideration the future industry needs due to new production conditions and rising globalization (*see Chapter 10*).

## 8. Strengthen socioeconomic resiliency

Vulnerability to disasters weakens the region's competitiveness. Resiliency mechanisms, therefore, need to be mainstreamed (*see Chapters 12 and 13*).

## 9. Sustain peace-keeping efforts and initiatives

The drive to continuously ensure a peaceful environment, especially in areas where insurgency still persists, shall be sustained (*see Chapter 16*).

The notion that the region, particularly Samar Island, is beset with insurgency discourages prospective investors. Building a positive image by showcasing the region's potentials for growth with a stable security situation will entice business locators. Hosting national conferences and summits is one way of doing this. Constant press releases of the best and finest destinations in Eastern Visayas, its competitive advantages, and success stories in quad-media will boost the region's image.

# Major Programs, Projects and Activities (PPAs)

The following are the priority programs, projects and activities to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

1. Detailed and sector-specific list of PPAs that aim to improve enabling

environment for business and living, increase productivity levels, address peace and security issues, among others, and altogether lead to the attainment of a highly competitive region are espoused in the following chapters:

- Chapter 5 (Providing an Enabling and Supportive Macroeconomic Environment)

- Chapter 7 (Expanding Economic Opportunities in Agriculture and Fisheries)
  - Chapter 8 (Expanding Economic Opportunities in Industry)
  - Chapter 9 (Expanding Economic Opportunities in Services)
  - Chapter 14 (Accelerating Infrastructure Development)
  - Chapter 15 (Leveraging Science, Technology, and Innovation)
  - Chapter 16 (Enhancing Peace, Security and Public Order, and Justice Administration)
  - Chapter 17 (Ensuring Good Governance)
2. Expanded and sustained implementation of the CMCI Action Plan for the region coordinated by the RCC VIII, which provides for a list of specific activities in ensuring efficient and effective data collection for the CMCI survey, as well as in widening the coverage of the CMCI

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

1. Passage of resolutions by the RCC VIII and/or RDC VIII in support of the following:
  - Support to the enforcement of national legislations on systemic and harmonized competition policies, with regional perspective
  - Support to the formulation and full implementation of the National Competition Policy
2. Detailed and sector-specific list of legislative agenda that aim to improve enabling environment for business and living, increase productivity levels, address peace and security issues, among others, and altogether lead to the attainment of a highly competitive region as espoused in the following chapters:
  - Chapter 5 (Providing an Enabling and Supportive Macroeconomic Environment)
  - Chapter 7 (Expanding Economic Opportunities in Agriculture and Fisheries)
  - Chapter 8 (Expanding Economic Opportunities in Industry)
  - Chapter 9 (Expanding Economic Opportunities in Services)
  - Chapter 14 (Accelerating Infrastructure Development)
  - Chapter 15 (Leveraging Science, Technology and Innovation)
  - Chapter 16 (Enhancing Peace, Security and Public Order, and Justice Administration)
  - Chapter 17 (Ensuring Good Governance)

07

Expanding Economic  
Opportunities in  
Agriculture and  
Fisheries



# Expanding Economic Opportunities in Agriculture and Fisheries

The region's emphasis on the overarching goals of reducing poverty incidence and easing income inequality necessitates a closer attention to the agriculture and fishery (A&F) sector. The A&F sector continued to underperform in all these years as seen in its sluggish growth, which made it a host to economic and social issues such as low labor productivity and high poverty incidence, among others. Thus, addressing the bleak performance of the A&F sector is crucial in the attainment of inclusive growth, particularly in boosting its production base while generating sustainable livelihoods for more than a third of the labor force dependent on the sector.

The medium-term Plan envisions a strong A&F sector by means of expanding access to and benefits of economic opportunities seen to underpin efficient and sustainable food production systems, increase rural incomes, and empower farming and fishing communities.

## Assessment

### Relevance to Regional Economy

Despite the region's transition to an industry and service-led economy, structural transformation<sup>1</sup> was not fully realized as the Agriculture, Hunting, Forestry and Fishing (AHFF) sector lagged behind with a negative growth in the last five years. Contraction rate was observed at the outset of the Plan period (2011), a reversal from the 9.24 percent growth in 2010. This was sustained until 2015 at an annual average of negative 5.64 percent,

which was seen to be the worst trend in the country (*Table 7.1*).

The AHFF GVA of the region stood at PhP25.4 billion in 2015, roughly 25 percent lower than the value-added output worth PhP33.6 billion in 2011. Hence, there is a high probability that the 2016 growth target of 5.12 percent will not be attained. The year-on-year decline in the AHFF GVA resulted in a lower share of the agriculture sector to the regional economy from 21.9 percent in 2011 to 16.7 percent in 2015.

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<sup>1</sup> "Structural transformation is defined as the transition of an economy from low productivity and labour-intensive economic activities to higher productivity and skill intensive activities. The driving force behind structural transformation is the change of productivity in the modern sector, which is dominated by manufacturing and services. It is also characterized by the movement of the workforce from labour-intensive activities to skill-intensive ones." (UN Habitat, 2016. *Structural Transformation in Developing Countries: Cross Regional Analysis*)

**Table 7.1 AHFF GVA Growth Rates by Region, at constant 2000 prices, 2011-2015, at constant 2000 prices**

COUNTRY/REGION	YEAR				
	2011	2012	2013	2014	2015
Philippines	2.59	2.82	1.14	1.67	0.13
National Capital Region	3.21	(11.87)	(5.39)	4.15	4.06
Cordillera Administrative Region	0.39	(0.10)	1.24	(0.33)	(4.10)
Ilocos	2.97	2.62	2.11	4.65	(1.32)
Cagayan Valley	13.60	7.89	0.79	5.05	(0.40)
Central Luzon	(1.27)	14.45	5.42	6.00	0.59
Calabarzon	1.24	1.37	3.64	(1.23)	2.61
Mimaropa	2.75	(1.55)	(3.00)	2.25	2.75
Bicol	0.80	8.66	4.33	1.08	(2.32)
Western Visayas	14.13	(1.17)	(3.47)	(2.28)	(0.65)
Central Visayas	3.71	(1.62)	(0.31)	(1.92)	2.26
Eastern Visayas	(0.79)	(4.11)	(6.52)	(12.71)	(3.53)
Zamboanga Peninsula	(9.70)	(3.77)	0.82	2.89	2.01
Northern Mindanao	6.53	1.50	3.23	3.22	3.86
Davao Region	0.56	(0.22)	(8.11)	2.57	1.40
SOCCSKSARGEN	1.83	4.23	3.59	4.50	(2.15)
CARAGA	0.39	5.03	7.68	1.28	(8.55)
Autonomous Region in Muslim Mindanao	(2.09)	(2.32)	2.56	(0.85)	(1.48)

Source of basic data: PSA

The combined value-added production of crop, livestock, and forestry subsector, which shared almost 80 percent to the AHFF GVA, registered a slow growth in 2011, and eventually took a downtrend until 2015, with an annual average contraction rate of 5.50 percent. This was primarily due to nature-induced constraints (e.g. typhoons, dry spell), pest infestation, slow market expansion, among others.

The Fishery subsector, on the other hand, posted an average negative rate of 9.42 percent from 2011 to 2015. Between those years, the Fishery GVA reduced by almost 40 percent to Php5.21 billion. This was attributed to depleted fishing grounds, lesser fishing trips, weather disturbances brought about by typhoons, weak market linkages, among other factors. Such was a

microcosm of the national situation, wherein the final value of fishery products has been declining over the same period, except in 2013.

A similar trend was also observed on the demand side as defined by investments. Expenditures on breeding stock and orchard development, a capital formation component, suffered the biggest decline across regions at an average of 12.8 percent per annum from 2011 to 2015.

The behavior of the AHFF GVA over time is intricately linked to the trend of productivity and aggregate production volume of agricultural produce. A comprehensive review of production performance of the major commodities of the region is presented below.



## Crop Production

### Palay

The annual average yield of palay from 2011 to 2015 was 3.50 metric tons (MT)/hectare (ha), which was below the target average yield of 3.84 MT/ha over the same period. On an annual basis, productivity growth was noted in the mid-part of the Plan period, and eventually peaked to 3.56 MT/hectare in 2015 after the decline in the preceding year. Across provinces, yield targets were not achieved over time. On the average, the regional yield is short of 0.37 MT from the national yield of 3.86 MT/hectare within the same period.

The palay production volume of the region reduced by 2.88 percent from 2011 to 2015 since production gains in the first two years of the Plan period were not sustained. The region failed to reach an annual production volume of at least one million MT as targeted. Within the medium-term, the highest production level at 994,972 MT was attained in 2012 despite the incidence of Typhoon Ofel, and the lowest at 955,709 MT in 2015.

Palay production was dominated by Leyte, contributing half of the total volume in the region from 2011 to 2015. In Samar Island, palay production primarily came from rainfed areas, comprising an average share of 62 percent to the total rainfed production in the same period.

In the last three years (2013-2015), production volume declined by an annual average rate of 1.33 percent due to the impact of Typhoons Crising, Gorio and Yolanda, and the onslaught of pests and diseases in 2013. Low

production of palay was expected in 2014 as irrigation facilities damaged by Yolanda are yet to be fully restored. In the first half of 2015, while palay harvest slightly increased, the onset of dry spell in the middle of the year dampened annual production growth.

As a consequence of the low production, the rice self-sufficiency targets of the region were not achieved despite the adjustment made in the targets halfway through the period, trimming down to 105 percent in 2014. The region though was self-sufficient at one point in time, such as in 2013, when sufficiency ratio reached 101 percent. Since then, it declined annually, until recently, posting a 94 percent ratio in 2015. In particular, the Samar Island provinces posted low sufficiency ratio of less than 80 percent, which was due to a number of factors, such as inadequate irrigation support, climate change, and low technology adoption.

### Corn

Vis-à-vis target, the annual increase of 0.10 MT/ha in corn productivity was not realized. Nonetheless, the region posted productivity growth starting in 2012. Average annual yield in five years was pegged at 1.44 MT/ha, with the highest yield recorded in 2015 at 1.48 MT/ha.

Corn production increased by 8.52 percent from 2011 to 2015. White corn comprised more than 80 percent of the region's corn production while the remaining share came from yellow corn. The latter's production has consistently increased on an annual basis, although white corn posted the highest percentage increase between 2011 and 2015. Across provinces, only Southern Leyte and Samar posted corn production deficits at

the end of 2015 compared to their production level in 2011.

Reduction in harvest areas resulted in lower production of corn in 2011 due to erratic weather pattern, and in 2014 due to rat infestation and insufficient water supply in the first semester of the year.

In those years with production increment, the government's corn program was credited for the positive performance, which made possible the implementation of technology-based production, and promotion of market linkages, among others.

### Coconut

The region has been the country's consistent top producer of coconuts, next to Davao Region from 1997 to 2011. However, it eventually slipped to the third rank in 2012, fourth in 2013, and sixth in the last two years. Despite this, coconut remains a primary commodity of the region, comprising around 40 percent of its crop production.

Coconut production from 2011 to 2012 grew by an average of 0.07 percent. The meager increase was due to senility of coconut trees and the reported infestation of *Brontispa longissima* in the different parts of the region. Production slump began in 2013 and continued until 2015, primarily attributed to Yolanda's impact, which affected 33 million trees – nearly half of which were totally damaged. The fragile coconut industry after Yolanda was aggravated by another natural threat as Typhoon Ruby affected at least 200,000 coconut trees by end of 2014.

The number of bearing coconut trees decreased by one-fourth from the 46.13 million trees at the outset of the Plan

period. This was equivalent to a loss of at least 11 million trees over the five-year timeline. Highest percentage reduction was recorded in the provinces of Leyte and Eastern Samar. In 2015, bearing trees stood at 34.48 million, the lowest in decades.

Between 2011 and 2015, the region's coconut harvest dwindled by 34.13 percent – tantamount to a production gap of around 600,000 MT. This was due to lower yield – from 4.24 MT/ha in 2011 to 3.62 MT/ha in 2015 – as area planted to coconuts reduced by 23 percent. Among provinces, the worst production decline at the end of 2015 was observed in Leyte by more than half of the 680,139.83 MT production level in 2011. The substantial drop in Leyte's production, especially after Yolanda, made Northern Samar the region's biggest coconut producer in 2014 until the ensuing year.

### Abaca

Prior to the Plan period, the region's comparative advantage in abaca production was already at stake due to the massive infestation of bunchy top and mosaic diseases on abaca plantations. Largely affected was Leyte Island, where about 10,000 hectares of abaca farms were infested. This led to lower fiber output, and displacement of abaca farm workers, including those in the upstream industries (e.g. handicrafts, trading firms). In 2012, aggravating the dismal condition of the abaca sector was the low foreign demand of the Japanese market for JK abaca fiber, the type of fiber used in making Japanese currency bills. Global demand for fiber has also weakened due to the lingering effects of financial crisis. As such, with the abaca industry's ongoing rehabilitation, abaca production targets in all these years, both at the regional and provincial levels, were not met.

The region used to be the biggest abaca producer nationwide, with an annual average share of 40 percent to the country's abaca fiber production. However, from 2011 to 2015, the region's share gradually shrunk to an average of 25 percent. The region trailed behind Bicol Region in the previous medium-term plan period.

Abaca production between 2011 and 2015 substantially decreased by 36.31 percent to 12,752.59 MT. Within five years, production decrement was worst in Leyte and Eastern Samar provinces, which incurred production loss of more than half of the abaca output levels in 2011. In terms of volume though, Leyte Island (Leyte and Southern Leyte provinces) recorded the biggest production decline. The output slump was consequential to the reduction in area planted. The abaca areas in 2015, which stood at 30,498.60 hectares, accounted for only 77.19 percent of the total number of abaca areas in 2011. Within the period in review, large contraction in areas was noted in Eastern Samar by 56.40 percent, Leyte by 40.84 percent, and Southern Leyte by 19.90 percent.

Few developments, however, were observed in 2015. For instance, while the steady decline in abaca production persists, the year-on-year contraction has been on a decelerating trend as the quarterly harvests in the middle and latter part of 2015 registered minimal production increment. Leyte made a turnaround with a growth of 3.3 percent – the only increase after nearly a decade of output slump. This could be attributed to the positive impact of the abaca rehabilitation programs (e.g. Abaca Disease Management Project), which manifested after a long period of

implementation. However, there is a need to intensify the project in the most strategic manner, alongside other rehabilitation programs, in order for these gains to sustain and trickle down to the rest of abaca production areas, especially in Southern Leyte, which was once the top abaca producer in the region.

Aside from the incidence of viral diseases, a number of factors constrained the recovery of the region's abaca industry. These include the slow-paced abaca rehabilitation and expansion, lack of planting materials, planting preference to other crops, insufficient farmers' capital, poor farm maintenance, impact of typhoons, lack of personnel to undertake monitoring activities, among others.

### Sugarcane

The region's sugarcane sector was a big gainer in 2011 as production increased by 46.40 percent due to the adoption of new technologies and new plant varieties. Sugarcane harvests, however, declined in the succeeding years, except in 2014 when output managed to increase by 9.53 percent. With a 65.29 percentage gap between 2011 and 2015 output levels, current production stood at only 179,362.51 MT. Leyte, which accounted for the biggest production due to the presence of a sugar industry (e.g. sugar mills, sugarcane plantations), recorded the same percentage decline within the same period.

The region's sugarcane industry, located in Kananga and Ormoc City (both in Leyte), was heavily affected by Yolanda. This resulted in high cost of inputs and financial constraints, prompting some farmers to abandon their cane fields,

thus, reducing planted areas. Also, some farmers ventured into a cost-saving method called ratooning instead of planting new crops. In fact, the sugarcane district reported that only 10 percent of the total sugarcane area was planted with new crops after Yolanda while the rest were planted with ratoon crops. The trade-off, however, was the low yield associated with the ratoon crop.

## Banana

The region identified banana *saba* as one of its priority fruit, given its high commercial value, large share to the total banana harvest, resistance to diseases, and suitability.

Compared to 2011, banana *saba* production reduced by 15.51 percent to 153,544.69 MT in 2015. This was because within the same period, all provinces posted production shortfall, except Northern Samar, which increased its production level by 18.21 percent. Highest percentage decline was observed in the banana *saba* harvest of Leyte and Eastern Samar by almost half of the 2011 level; Biliran by 31.93 percent; and Samar by 10.45 percent. Samar though remained the biggest *saba* producer, followed by Southern Leyte and Leyte. The annual production of the region was below the targets set for each year.

The devastation caused by typhoons (e.g. Yolanda and Ruby) from 2013 to 2014 resulted in lower production and productivity of banana *saba*. Consequently, the lack of supply of banana *saba* prompted SC Global Coco Products, Inc., a major coconut processing company in the region, which diversified its production on banana products, to stop the production of banana chips. In 2015, however, banana *saba* registered a year-on-

year production growth of 5.47 percent, which was attributed to the recovery of some banana areas in the region as seen in the increase in yield and number of bearing hills harvested.

## Pineapple

Yield of pineapples was below target as it declined in 2014 and 2015. Despite the lower harvest per hectare, pineapple production grew by 7.15 percent in 2015 due to a year-on-year addition of 43.5 hectares in areas planted.

## Vegetables

From the 2011 production, total vegetable harvest posted a minimal decrease by 2.87 percent to 242,012.71 MT in 2015. Within five years, average harvest per hectare improved in most of the vegetables monitored in the region, notably in root crops such as camote and cassava – two of the substitute commodities for staple crops.

In general, the increase in productivity of most vegetable crops was traceable to the rehabilitation assistance provided by government and non-government organizations through the conduct of trainings, provision of inputs (e.g. fertilizers, planting materials), among others. This was driven to diversify crops, usually through intercropping, to augment farm income and ensure food security, which became crucial in the new landscape after Yolanda.

From 2014 to 2015, identified priority vegetables (i.e. eggplant, tomato, cabbage) posted shortfall from their target yield. However, the gap in the actual and target productivity level was narrow for eggplant and tomato.

### Other Industrial Crops

The decline in the average production of coffee and cacao widened the yield gap with respect to targets. This was due to the effects of natural calamities that adversely hit the region prior to 2015, which caused the death of some trees. Productivity also lessened among trees that survived after the typhoons.

Another factor inhibiting productivity was that good cultural management (i.e. pruning, fertilization, and pest control) was not yet widely practiced among farmers. Nonetheless, there lies an opportunity in the supply chain as demand for coffee and cacao is anticipated to increase both in the domestic and global markets.

### Livestock and Poultry Production

In the span of five years, the aggregate production of livestock and poultry – measured in liveweight – was reduced by almost one-fourth from the production level in 2011. The highest percentage reduction was noted in goat. Only carabao posted production gains by 3.16 percent. In terms of inventory, biggest loss was recorded in goat at 54.41 percent, followed by hog and carabao. Only cattle registered a buildup in its inventory within the period.

Reasons for the missed targets in inventory and low production include, among others, natural calamities (e.g. Typhoons Yolanda and Ruby), which damaged production centers and stations in the region, and resulted in mortality among livestock population; long gestation period among carabao and cattle, which lengthens the time lag for the population to build up; high cost of production inputs (e.g. feeds);

absence of breeder farm, especially for hogs; few farmers who engaged in goat raising/production; and high turnover rate for slaughter due to increasing demand.

### Fisheries Production

The Updated RDP 2014-2016 identified three priority fishery commodities in support of the region's thrust on agribusiness. These included milkfish, seaweeds, and mussels – combined production of which comprised one-fifth of the total catch of the region as of 2015.

#### Milkfish

The volume and value of *bangus* production in the region from 2011 to 2015 had a decreasing trend. The highest decline as measured in output and value was recorded in 2014, during which farmers were forced to harvest stocks to save them from the destructive effects of Yolanda, thus, selling the *bangus* in lower prices.

Moreover, *bangus* production failed to attain production targets. This could be attributed to the high cost of inputs such as feeds that led to insufficient capital of the operators, especially in Samar. The region is getting its supply of feeds either from Mindanao or Luzon, making transport cost a big add-on to the prices. Moreover, lower production could be a result of high mortality rate and ongoing rehabilitation of fish ponds damaged by Yolanda. The bulk of *bangus* production came from Samar and Leyte where nine mariculture parks are located.

#### Seaweeds

Harvest of seaweeds shrunk by 16.95 percent from 2012 to 2015. In 2015, the region was the ninth biggest producer of seaweeds in the country with an output

of 18,513.49 MT. However, it consistently failed to attain its target due to low production, lack of established marketing mechanism and support facilities, among others. The year 2014 saw the largest production decline due to Yolanda.

In 2015, a reversal was noted as seaweed harvest posted a minimal increase of 3.28 percent due to the government's distribution of seaweed propagules and farm implements, and establishment of seaweed nurseries.

Leyte was the biggest contributor of seaweeds in the region, with Samar coming in second. Other provinces showed an irregular pattern in production volume due to seasonality in the areas' productive capacity.

### Mussels

The region's mussel production was reduced by 3.12 percent from 3,712.37 MT in 2010 to 4,367.44 in 2015. Factors like the incidence of *red tide* in some areas in the region affected the harvest of mussels. Notably, there was an increase in value and volume in 2012 due to the increase in area harvested, particularly in Samar, as the presence of buyers and increasing demand from Mindanao encouraged farmers to produce more.

## Relevance to Inclusive Growth

The laggard output growth of the A&F sector and weak enabling environment result from and redound to a number of

socioeconomic issues, the solution of which would firm up the foundation for inclusive growth. This is affirmed by a study on income inequality decomposition in Eastern Visayas, which suggests that increasing agricultural incomes will tend to reduce total income inequality.<sup>2</sup>

Rural poverty besets the region. As of 2012, almost half (49.2%) of the farmers' population were earning below the poverty threshold. On the other hand, while the proportion of poor fisherfolks declined from 2009 to 2012, the region still has one of the highest poverty incidences among this group in the country at 46.4 percent, second only to Caraga Region.

The A&F sector's relevance is further underscored in its labor force absorption. The sector employed around 44.4 percent of the region's work force or close to 800,000 persons. Despite the sector's decelerating value-added output, annual employment levels increased at an average of 2.84 percent for the period 2010 to 2013. The A&F sector remains to be male-dominated, albeit the proportion of female agricultural workers to total female employment gradually increased from 2011 to 2013. Labor productivity was lowest in the A&F sector at an average of PHP40,670 per worker from 2011 to 2013, which was only a little more than one-tenth of the labor productivity in the Industry sector. For the same period, productivity per worker declined at an average of negative 6.43 percent.

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<sup>2</sup> Serino, Moises Neil V. "Decomposition Analysis of Income Inequality in Eastern Visayas, Philippines." *DLSU Business and Economics Review* 24.1 (2014), pp 126-139



## Summary of Challenges and Opportunities

### 1. Low productivity and production volume

The region is confronted with low productivity of inputs as manifested by decelerating yield of crops that even fall below the national average as well as per capita output growth that pale in comparison to the non-agricultural sectors'. Aggregate production has also been on a downtrend, especially in the post-Yolanda period which, if unabated, could further undermine the region's position as one of the biggest producers of industrial crops such as abaca and coconut. The broader challenge on low productivity (i.e. land) can be trimmed down to a number of inhibiting factors such as low adoption of technology; weak extension services; lack of capital and low availment of credit support; land insecurity; poor agricultural practices; lack/inadequate machinery/facilities, to include irrigation services; underutilization of productive areas and non-utilization of idle lands; costly and inadequate production inputs such as feeds; and incidence of pests and diseases; among others.

The rich natural resource base of the region (e.g. potential irrigation sources), once fully developed, will underpin and sustain its productive capacity, alongside initiatives meant to enhance land and marine productivity. The post-Yolanda landscape provides an opportunity to scale up the productive capacity of the region. Ongoing rehabilitation and recovery activities in the A&F sector aim to revitalize agricultural production and productivity. The current

administration's emphasis on rural development, especially on poor provinces, will also help boost farm productivity. Moreover, public-private sector partnerships in the implementation of big-ticket projects will also boost production levels in the region.

### 2. Weak agro-industrial development

A number of challenges gave rise to weak agro-industry linkages, which include limited product diversification; poor agribusiness competencies among farmers and fisherfolks; poor economic infrastructure; inadequate post-harvest facilities; and low buying price.

Scaling up production levels and increasing value-addition of products throughout the production chain require strong market linkages to sustain supply on the back of a high, revealed or potential consumer demand. The emphasis on the promotion, establishment and/or strengthening of economic zones at the domestic level will strengthen linkages to the A&F sector as the primary source of raw inputs. Regional integration (e.g. ASEAN Economic Community) at the international scale will also foster competition, and thus, offer an opportunity to widen market access and increase the quality of products. There is also opportunity seen in exploring and penetrating domestic markets, especially in areas outside the region where sufficiency levels in certain agricultural commodities remain low, which the



region can potentially fill in. Anticipated development in infrastructure and facilities, brought about by the development of entry and exit points of trade (e.g. seaports), will also be critical in facilitating efficient commodity flow and distribution channels.

### 3. High exposure and vulnerability to natural hazards and climate change

The geographic location of the region makes it highly vulnerable to natural threats and risks that include typhoons, drought, among others. High production losses resulted from these, which was best exemplified after Yolanda. Climate change, which could be manifested by high temperature levels, could disrupt food chains. For instance, rising water temperature could reduce the number of fish stocks. In synch with the reinforcement of the A&F sector's resiliency by mainstreaming adaptive mechanisms, socioeconomic adaptation of farming and fishing families and communities to climate change risks should likewise be strengthened. The latter calls for an expanded access to insurance support, the availment of which remains low due to stringent requirements.

Adopting and mainstreaming DRR/CCA strategies in agricultural development planning proves crucial, especially in the aftermath of Yolanda. The policy environment towards this end is supported by the Climate Change Act of 2009, among others, and initiatives such as the Adaptation and Mitigation Initiative in Agriculture (AMIA) Project of the Department of Agriculture (DA).

### 4. Weak institutions

Key to a strong production base is the support element that emanates from strong institutional capacities and harmonized policy environment. However, the A&F sector is constrained by weak institutions and human resource capabilities due to weak extension services, weak organizations among producers (e.g. farmers and fishers), and inadequate support to A&F sector in some local government units (LGUs). The latter is closely linked to the devolution of agricultural extension functions to LGUs, which was hampered with budget and manpower constraints and low absorptive capacity for project implementation.

Another manifestation of poor convergence is the weak environment that concerns enforcement and regulation on issues pertaining to illegal fishing, land conversion, smuggling of matured coconuts, cutting of coconut trees, among others.

### 5. Degradation of natural resources

High and efficient production should be pursued through a healthy and ecologically balanced approach. However, cases of deforestation due to increased encroachment in the upland ecosystems, as well as overfishing, illegal fishing/poaching in marine waters, among other practices, put pressure on the productive capacity of the A&F sector. This could harm the sustainability of agricultural production in the long run. Due to the nature of these unsustainable practices that are mostly human-induced, a strong

regulatory intervention is deemed necessary.

The landscape approach to development planning will provide an opportunity to catalyse holistic interventions that consider the role of watersheds, upland ecosystems, coastal waters, among others (*see Chapter 3*). This will help strengthen commodity development within ecological limits.

## Strategic Framework

The region is likely in the early stage in agricultural development. Thus, there could be a broader space for higher productivity, provided that strategic initiatives and right policies are pursued. Towards this end, forward linkages of the A&F sector to the secondary and tertiary sectors must be strengthened. The region will continue to enhance its agribusiness potential while putting in place an enabling environment for resource mobilization. This would require a gamut of support that could range from institutional mechanisms to technological advancement – some of the facilitating factors that optimize productivity levels. However, for economic gains to be realized and equitably allocated within the sector, there is a need to strengthen the adaptive capacity of the A&F systems to risks associated with natural hazards and climate change. Other than meeting domestic demand, the region should also take advantage of opportunities and deal with constraints that come with trade liberalization in the light of a strong regional integration and market competition.

Key to the achievement of the overall outcome that is a resilient, high-earning and sustainable A&F sector is the pursuit

## 6. Cross-cutting issues

Some of these cross-cutting issues include ageing farmers, lack of interest in farming among the youth, as manifested alone by low turnout of enrollees for A&F-related degree programs, negative values, and subsistence-oriented production (*see Chapter 19*).

of the major strategy in modernizing the sector, with emphasis on its full integration in the domestic value chain. To this end, the region will pursue product diversification and prioritization on the merit of agri-industrial value. Nonetheless, other commercial crops, while having relatively lower industrial value, will also be prioritized as a means of augmenting farm income and ensuring food security. These should include rootcrops (e.g. sweet potato) and vegetables (e.g. eggplant, ampalaya, squash, string beans, okra).

Commodity development remains the centerpiece in agricultural development planning. However, commodity prioritization that comes with this should be pursued in a way that will not substantially misdirect the focus strictly towards the attainment of a higher production level or self-sufficiency. After all, the expansion of economic opportunities within the A&F sector denotes higher incomes and poverty reduction as the ultimate goals. *The standard commodity approach as practiced in the past was observed to be disconnected with the realities on the ground and disregard the fact that farmers engaged in a multi-commodity activity to minimize risk, which was seen to secure access to food especially in*

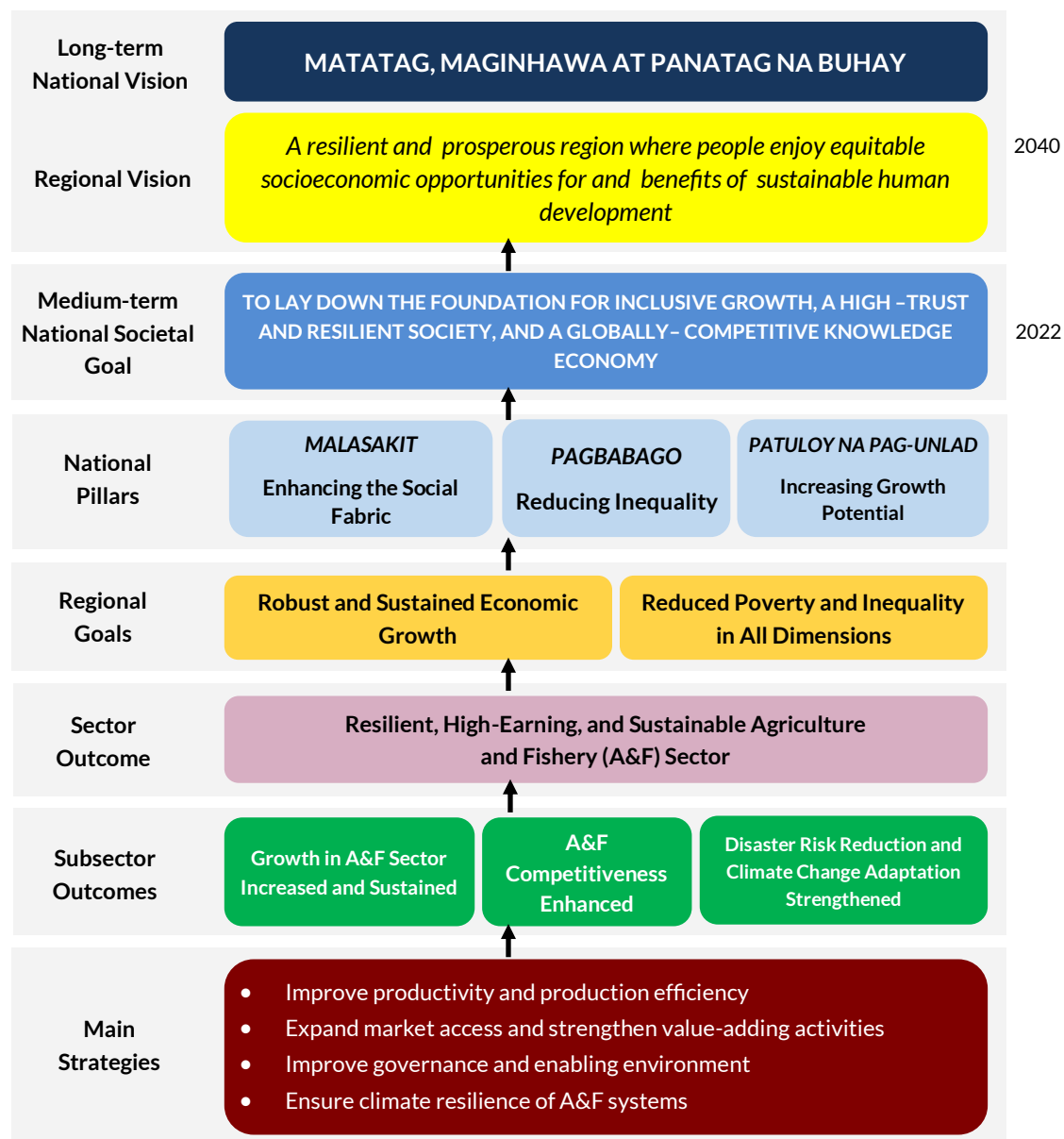
*the event of adverse climate/weather condition.<sup>3</sup>*

Alongside enhancing productivity and volume levels of the region's commodities, an area-based approach to agricultural development planning is also recommended. This will take into account all fundamental elements from institutional partnerships to agribusiness development with a spatial dimension. *Planning by agro-ecological zones (AEZs) for instance, while mandated to be adopted as a strategy through the Agriculture and Fisheries Modernization Act, was not fully realized due in part to fragmented services and authority over political domains.<sup>3</sup>*

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<sup>3</sup> 2012/2013 Philippine Human Development Report

Figure 7.1 Strategic Framework for Agriculture and Fisheries



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 7.2 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

*Table 7.2 Agriculture and Fisheries Targets, Eastern Visayas, 2017-2022*

INDICATOR	BASELINE		ANNUAL PLAN TARGETS							END-OF-PLAN TARGETS	
	YEAR	VALUE	2017	2018	2019	2020	2021	2022			
AHFF GVA growth rate (at constant 2000 prices)	2015	-3.5	2.5-3.4	3.1-3.5	3.6-3.8	3.9-4.0	4.1-4.3	4.4-5.0	4.4-5.0		
Labor productivity (PhP)	2013	37,309	38,330	39,380	40,459	41,567	42,705	43,875	43,875		
Rice self-sufficiency (%)	2015	94	97	99	100	100	100	101	101		
Yield of priority commodities (MT/ha)											
Palay	2015	3.56	3.59	3.63	3.69	3.74	3.8	3.88	3.88		
Coconut (with husks)	2015	3.62	3.8	3.92	4.03	4.15	4.28	4.4	4.40		
Abaca	2015	0.42	0.53	0.55	0.58	0.61	0.64	0.67	0.67		
Banana Saba	2015	11.25	3.85	3.98	4.01	4.13	4.2	4.5	4.5		
Banana Lakatan	2015	9.15	9.48	9.68	9.89	10.1	10.33	10.58	10.58		
Sugarcane	2015	24.05	46	49	51	53	55	58	58		
Corn	2015	1.48	1.61	1.69	1.78	1.87	1.97	2.08	2.08		
Cassava	2015	5.33	5.66	5.85	6.04	6.24	6.46	6.68	6.68		
Pineapple	2015	12.08	12.86	13.22	13.61	14.06	14.56	15.15	15.15		
Jackfruit	2015	-	3.71	3.75	3.81	3.87	3.95	4.03	4.03		
Pili Nut	2015	7.45	7.69	7.85	8.02	8.21	8.42	8.66	8.66		
Industrial Crops											
Cacao	2015	0.30	0.57	0.78	0.84	0.89	0.95	1.00	1.00		
Coffee (Robusta)	2015	0.35	0.46	0.53	0.63	0.74	0.91	1.12	1.12		

Table 7.2 Agriculture and Fisheries Targets, Eastern Visayas, 2017-2022 (cont.)

INDICATOR		BASELINE		ANNUAL PLAN TARGETS							END-OF-PLAN TARGETS	
		YEAR	VALUE	2017	2018	2019	2020	2021	2022			
Volume of priority commodities (MT)												
Palay	2015	955,709	984,201	1,013,292	1,041,511	1,054,894	1,075,136	1,098,535	1,098,535			
Coconut (with husks)	2015	1,165,867	1,283,551	1,315,640	1,348,531	1,382,244	1,416,800	1,452,221	1,452,221			
Abaca	2015	12,753	23,339	24,505	25,731	27,017	28,368	29,786	29,786			
Banana Saba	2015	153,545	169,939	179,398	189,905	201,419	213,859	227,981	227,981			
Banana Lakatan	2015	12,592	13,933	14,709	15,570	16,514	17,534	18,692	18,692			
Sugarcane	2015	179,363	188,331	197,747	207,635	218,016	228,917	240,363	240,363			
Corn	2015	91,145	100,182	106,023	112,373	119,434	127,404	136,128	136,128			
Cassava	2015	84,215	92,950	97,950	103,250	109,250	115,900	123,100	123,100			
Livestock and Poultry												
Hog	2015	76,502	96,821	110,376	126,932	147,241	172,272	203,281	203,281			
Carabao	2015	11,180	12,384	13,127	13,980	14,958	16,080	17,367	17,367			
Cattle	2015	2,252	2,441	2,550	2,672	2,805	2,952	3,115	3,115			
Goat	2015	780	948	1,052	1,173	1,314	1,478	1,671	1,671			
Chicken	2015	28,347	35,876	40,899	47,033	54,559	63,834	75,324	75,324			
Fishery												
Bangus	2015	5756	6,600	7,128	7,698	8,314	8,979	9,698	9,697			
Seaweeds												
Leyte	2015	18,085	21,095	22,782	24,605	26,573	28,699	30,995	30,995			
Northern Samar	2015	355	414	447	483	522	563	608	608			
Mussels												
Samar	2015	4,367	5,094	5,501	5,942	6,417	6,931	7,485	7,485			
Net profit cost ratio for palay	2015	0.66	0.69	0.71	0.74	0.77	0.81	0.84	0.84			
Net profit cost ratio for coconut	2015	1.45	1.52	1.60	1.77	1.94	2.10	2.26	2.26			
Disaster and/or climate change-related losses reduced (in nominal Php)	2013	18.44 billion	decreasing									

Note: - no data

## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals and thrusts.

### 1. Improve productivity and production efficiency

Productivity-enhancing measures should be undertaken to address the low productivity of agricultural production in the region. Increases in yield though should be accompanied with improved efficiency, i.e. reduced costs per output produced. On this premise, sub-strategies are identified as follows:

#### a. Increase and rationalize investments in irrigation development

Water is a major determinant of productivity. Thus, irrigation development should be intensified through increased investments in irrigation systems and facilities. This is especially crucial in the remaining potential irrigable areas to be developed, the biggest proportion of which are in Samar Island. In fact, rainfed palay still comprises the bulk of palay production in Samar Island provinces. Aside from pouring in more budgetary allocation to irrigate farmlands in Samar Island, the remaining unirrigated areas in Leyte (being the largest palay producer in the region) should be also given priority. Large-scale irrigation projects pending completion should be prioritized (i.e. Help for Catubig Agricultural Advancement Project or HCAAP). An integrated infrastructure master plan to guide the development of water resources will also help in optimizing

the delivery of water services to farm lands. Moreover, operational efficiencies need to be improved as well through accurate collection, preservation, and proper maintenance of hydrological and meteorological stations and database. There is also a need to conserve catchment areas and river systems (*see Chapter 14*).

#### b. Increase adoption and sustainable application of modern farming and fishing technology

There shall be technical support, advocacy, and capability building on the adoption and utilization of appropriate, modern, and better technology, such as water harvesting technology, soil conservation technology, and post-harvest technology, among others. As technology adoption is also hindered by a number of factors (e.g. financial capacity), a holistic approach should be implemented towards this end (e.g. increase access to financing).

#### c. Promote farm mechanization

Farm mechanization at the national level remains low, which may also hold true in the region. To improve efficiencies in production, there is a need to sustain provision of farm machinery, as well as fishing gears and equipment. The development of fishing vessels with canning and



refrigeration facilities would also help optimize fishery catch.

Full implementation of the Agricultural and Fisheries Mechanization Law, which provides for the framework of a national agri-fishery mechanization encompassing research and development, local manufacturing and assembly of machinery and other equipment, adoption of appropriate machinery, among others, is seen as an opportunity.

#### **d. Increase availability and adoption of quality production inputs**

There should be sustained provision of quality planting materials, seeds, and other inputs to ensure high yield of production. For instance, crops with tolerance to drought, flood, pests, among others, should be produced and widely adopted in the region.

Facilities supportive of ensuring adequate supply of quality inputs (i.e. tissue culture laboratories for abaca, nurseries, and other propagation facilities) need to be established, with adequate funding support for sustainability. Maintenance and/or management of these could be done through community-based participation approaches.

#### **e. Boost investments in research and development (R&D)**

R&D activities need to be continued and intensified in the region, which should be a shared undertaking among R&D consortia. There should also be proactive approach to commercialize

outputs of R&D (e.g. technology), especially those related to A&F. Higher education institutions (HEIs), especially the agricultural universities and colleges, need to intensify R&D activities and actively promote the application of the same. Government agencies could partner with these HEIs, and adopt the R&D results for commercialization and adoption as technology in their programs and projects (*see Chapter 15*).

#### **f. Strengthen fishery resource management**

There is a need to restore and sustainably manage coastal resources and critical marine habitat through an integrated ecosystem management (IEM) approach (*see Chapter 3*). Efforts geared to increase fish biomass by revitalizing management of marine protected areas (MPAs) shall be pursued. Municipal fishery ordinances should be harmonized as well. Institutional support to fishery resource management on shared territory across municipalities and regions should be strengthened. For instance, the region should actively engage in the management of the Danajon Bank (the only double barrier reef in the country within the territorial limits of Central and Eastern Visayas), through representation in the Danajon Bank Management Council. The Danajon Bank, after all, is a rich source of marine resources, such as seaweeds.

Fishery resource revitalization initiatives should also be implemented. Species such as the blue swimming crab in Samar, which was reportedly declining significantly in the past 10 years, require utmost attention to conserve and recover its production

level. This would require multi-sectoral collaboration and the corresponding funding support to finance projects towards this end.

The promotion of sustainable aquaculture projects need to be pursued. This could be an alternative to capture fishing, where high demand for fish may result in declining fish stocks. After all, aquaculture is operated in a manageable and controlled environment. Support to the establishment of community-based hatcheries need to be promoted.

Fishery resource management through science-based approach, e.g. research of sexual maturity of marine species, should be undertaken as well.

#### ***g. Ensure mechanisms for easier access to finance***

Wider access to formal financing shall be promoted. This calls for initiatives to relax requirements on credit access, provide soft loans, as well as intensify information dissemination of formal financing institutions in order to educate small farmers and fisher folks on how to access funds and on other financial matters.

To guide financing priorities, the concerned government agencies should monitor the rate of formal financing being accessed in or catered to certain areas or provinces in the region. This is necessary in ascertaining the appropriate and strategic interventions in areas where access to formal credit remains low.

#### ***h. Promote diversified and integrated farming systems***

To augment farm incomes and ensure

food security, crop diversification shall be pursued, especially in complementing perennial crops with cash crops (i.e. coconut-based farming system) or an integration of various commodities (i.e. integrated fish farming). Planting of the region's identified priority crops shall be enjoined. Other mechanisms such as agro-forestry production, especially in upland areas, shall be promoted as well. Community-based management approaches shall be promoted again along this area. A model farming community anchored on diversified and integrated production could also be pursued in the region.

#### ***i. Adopt cultural management practices***

Another productivity-enhancing measure is through the adoption of cultural management practices in planting, pest control and management, fertilization, and the like, which may vary per commodity. This would involve intensive conduct of advocacy activities to increase adoption of the said practices, to be integrated in the delivery of extension services. Constraints encountered in sustaining the adoption of these practices (e.g. weak financial capacity, lack of technical know-how) need to be addressed as well.

## **2. Expand market linkages and strengthen value-adding activities**

As the region embarks on rural industrialization as one of the broad macroeconomic strategies, the industry clustering sub-strategy through a value chain approach will be adopted (*see Chapters 5 and 8*). The value chain

perspective aims to identify opportunities and constraints for value creation from production to consumption stages. Along this premise, there is a need to scale up the productivity and competitiveness of the priority products of the region. These products, majority of which are agricultural commodities, were identified on the merit of high industrial value, market demand, and suitability (see Chapter 8). This is an area where the A&F sector plays a significant role as the primary source of raw inputs, and thus, provides an opportunity to interlink with a stable market. Sub-strategies are identified as follows:

#### **a. Promote market-driven agricultural production that fosters industry linkages**

On top of commodities that are essential in ensuring food security, such as staple crops (e.g. palay and corn) and vegetables, commodity development will also center on the following:

- *High value commercial crops:* coconut, abaca, banana, jackfruit, pili nut, sugarcane, pineapple, cacao, coffee, ginger, rootcrops, among others
- *Aquaculture products:* bangus, mussels, seaweeds, and crabs, among others
- *Livestock and poultry products*

The livestock and poultry subsector in particular merits a closer attention as aggregate production remains low, especially in the Samar Island provinces. To maximize gains in the value chain, value-adding activities such as dairy production should be promoted. As demand for inputs (i.e.

feeds) increases alongside expansion of livestock and aquaculture industries, corn and cassava production is expected to increase. Along this area, project proposals on the viability of feed mill establishment should be prepared. The possibility of such endeavor being implemented as an inter-LGU collaborative project should be explored. The collaboration is envisioned in a way that will determine the specific roles of the participating LGUs in terms of institutional arrangements and stages in the value chain. For instance, in an inter-provincial LGU collaboration for said project, which province will serve as the proponent and which will serve as implementing partners? Who will provide corn and cassava and other raw materials as inputs to the feed mill? The establishment of a feed mill in the region is considered to be critical in increasing livestock and poultry production. It will also encourage production of raw materials (e.g. cassava and corn) because of assured buyers. This would be an opportunity for additional income for farmers, thus, help in poverty reduction and subsequently in attaining food security. Current endeavors along this line have been beset by the concern on lack of local supply of feeds, prompting the increase in imports from other regions, which are costly due to added transportation costs.

Towards this end, preparation or updating of commodity roadmaps will be pursued. Existing studies and/or value-chain analyses conducted by concerned agencies, HEIs, and other stakeholders should be collated as inputs in the preparation of the said commodity roadmaps. Another input to the said roadmaps is the adoption of results of the proposed national color-coded agriculture guide (NCCAG) map in the identification

of areas suitable to specific crops. The said map should be cascaded at the local level and be made accessible to farmers through the establishment of information hubs and advocacy of LGUs and other stakeholders within the extension system, among others. Aside from generating specific agribusiness strategies, roadmaps will also significantly provide direction towards full recovery from Yolanda, which has massively affected the A&F sector, particularly the traditional but perennial crops (i.e. coconut) that will take time to regenerate production. The roadmaps should also contain identified areas suitable for the commodities mentioned above. Support to production, market access/facilitation, and infrastructure and logistics shall also be strengthened and adequately provided to sustain commodity development as discussed above.

***b. Adopt the long-term spatial strategy to identify, promote, support, and rationalize the location of investments toward agribusiness development***

Spatial dimension needs to be integrated in strengthening agribusiness potentials in the region. To complement commodity development, there is a need for strong emphasis on geographical clusters or corridors on account of the competitive advantage of the agricultural landscape in the region, as defined by natural resource endowment, market network, and existing or anticipated developments with regard to infrastructure, logistics, and other support facilities, among

other factors. Such geographical corridor or clusters in the region had already been identified as part of the Visayas Spatial Development Framework (VSDF) 2015-2045, a long-term spatial plan, to support and adopt area development to catalyse investments in the A&F sector. The results of the NCCAG map, where location-specific suitable crops are identified, could be also adopted in planning for the cultivation of other crops in the said agribusiness areas.

There are 13 proposed agribusiness development areas throughout the region as part of the regional spatial strategy (*Table 7.3 and Figure 7.2*). Medium-term development of the agribusiness development areas could begin with the preparation of master plans or be reinforced through integration of the said area-based strategy in the updating of another long-term but region-specific Regional Physical Framework Plan (RPFP). The role of the LGUs is also deemed critical. Hence, it is envisaged that the respective Provincial Physical Framework and Development Plans (PPFDPs) of the six provinces of the region will provide the mechanism to reinforce the spatial dimension of agribusiness development. Inter-LGU alliances could be explored, through which LGUs within the same agribusiness areas will share the common goal of developing these areas, such as in the delineating the LGUs' functions from production to consolidation. Partnership with the private sector must be strengthened. Inter-LGU collaboration is necessary in establishing complementarities with the other identified agribusiness areas. For instance, agricultural development in adjacent areas of the North Leyte

Cluster, which hosts the region's capital and is the site of the proposed international seaport, should be pursued. Resource-rich adjacent areas of the proposed sites of agri-processing zones or hubs could also be developed as suppliers of raw materials.

Distribution channels need to be improved by penetrating existing or new markets (both domestic and foreign). The region could tap the markets of Luzon or Visayas, especially in Cebu, whose sufficiency levels in some agricultural products were reported to remain low despite the booming consumer demand brought by the huge presence of industries and services. The region should come up with an integrated information system to provide baseline information of existing markets and trade routes of the region's products, from which other untapped potential markets shall also be explored. A farmer entrepreneurship program may be pushed to tie up with establishments (e.g. food companies) outside the region to facilitate penetration of domestic markets. To facilitate market linkages, these agribusiness areas should also be complemented with the necessary infrastructure and logistics support through inter-modal transport system, transloading stations, processing facilities, fishports, among others (*see subsequent strategy*).

Idle lands encompassed in the agribusiness areas suitable to agricultural development should also be developed. Official figures show that there are around 2,700 hectares of idle lands in the region, representing 0.12 percent of the total land area. These unproductive lands could be developed for feedstuff or forage/pasture development, if found feasible and suitable, in support of the

revival of the livestock industry; upland farming, among others. To this end, there is a need to conduct an inventory of the said idle lands, and determine appropriate policy initiatives (e.g. revisiting fiscal interventions through idle land taxes) to encourage investments in the said idle lands, particularly on agriculture, if applicable.

Promoting commercial farming to maximize returns must be explored, provided that an enabling environment and other mechanisms (e.g. cooperativism) are in place. Existing commercial farms may serve as model farms or nexus of large-scale agricultural production in the agribusiness areas. Marginalized farmers could be clustered into organizations and encourage commercial scale production (*see subsequent strategy*). In relation, land administration policies should also be studied at the national level, especially in exploring the viability of land consolidation in the region.

The development of the fishing subsector should be pursued on account of the irony of a declining fishery production value despite the rich potential of the region in its marine and aquaculture areas. In particular, fish farming is seen as a paradigm shift from capture fishing to meet increasing demand for fish, maximize benefits from resources, and help meet food and nutritional needs, especially in poverty-stricken areas. In addition to agribusiness areas, there are six areas proposed for fishery and aquaculture development as part of the spatial strategy (*Table 7.4 and Figure 7.3*).

**Table 7.3 Proposed Agribusiness Development Areas, Eastern Visayas**

PROVINCE	CLUSTER/CORRIDOR	DESCRIPTION
Leyte	Ormoc City-Merida Corridor	Ormoc City's economic base is a good mix of agriculture, aquaculture, industry, tourism, and commercial services. Sugarcane, rice and pineapple are the bulk produce of its agricultural land. Meanwhile, coconut, rice, root crops (sweet potatoes, cassava, gabi), green onions, and fruits are Merida's agricultural products.
	Albuera-Matalom Corridor	This corridor is ripe for the establishment of an agro-industrial zone, which would house feedmills, agri-processing plants, etc. It has sea connections to Cebu and Bohol via Hilongos and Bato. It also hosts the Visayas' premier agricultural school, the Visayas State University.
	North Leyte Cluster	An agricultural development area, this cluster has potential for further growth because of its proximity to the proposed Babatngon international seaport.  In cognizance of Tacloban City as the regional center, promotion of agricultural development in Tacloban North, such as vegetable production and organic farming, is seen to be feasible, capitalizing on its proximity to a large urban market.
	Leyte Southeast Cluster	Rich with agricultural lands, this area can further progress if an agri-processing zone is established in the municipality of Javier.
Southern Leyte	Southern Leyte Cluster	The province produces coconut as its main commodity. It also produces palay, banana, white corn, root crops, and vegetables. The province was one of the leading abaca producers in the country before its abaca industry was massively affected by the bunchy top disease. Nonetheless, rehabilitation of the abaca farms in the province is being pursued. Because of its RORO ports connectivity to Mindanao, the municipality of Liloan is the ideal place for an agri-processing zone.
Biliran	Biliran Agri-garden and Eco-tourism Cluster	The island is ideal also for agri-processing industries, aside from its eco-tourism potentials. An agri-processing zone in Naval would increase the value of the province's agricultural products.
Samar	Samar North Cluster	This corridor is predominantly an A&F development area. It has strong potential for agro and light industries. Calbayog City, which is a subregional center, connects to Metro Manila, through the Calbayog Airport, and to Cebu via the Calbayog Port. As alternative route to Leyte and Mindanao, opening a sea connection (RORO) between Calbayog and Kawayan, Biliran could be explored.
	Samar Central Cluster	This area can further progress if an agri-processing zone is established in Catbalogan City.
	Samar South Cluster	To support the A&F development area, resource-based industries should be established in strategic areas, preferably near the highway. This cluster, particularly in Basey and Marabut, is also a tourist destination.
Eastern Samar	Eastern Samar North Cluster	This cluster is also identified as an agricultural development area, aside from its potential for adventure tourism.
	Eastern Samar Central Cluster	This cluster is identified as an agricultural development area where a fish port complex (similar to that of General Santos City) is proposed for establishment.
	Eastern Samar South Cluster	This cluster is also identified as an agricultural development area. This province can further progress if an agri-processing zone is established in Guiuan.
Northern Samar	Northern Samar Cluster	Agricultural development of the area has yet to be optimized. An agri-processing zone is projected to rise in Allen due to its connectivity to Luzon.

Source: VSDF 2015-2045



Figure 7.2 Proposed Agribusiness Development Areas, Eastern Visayas



Source: VSDF 2015-2045



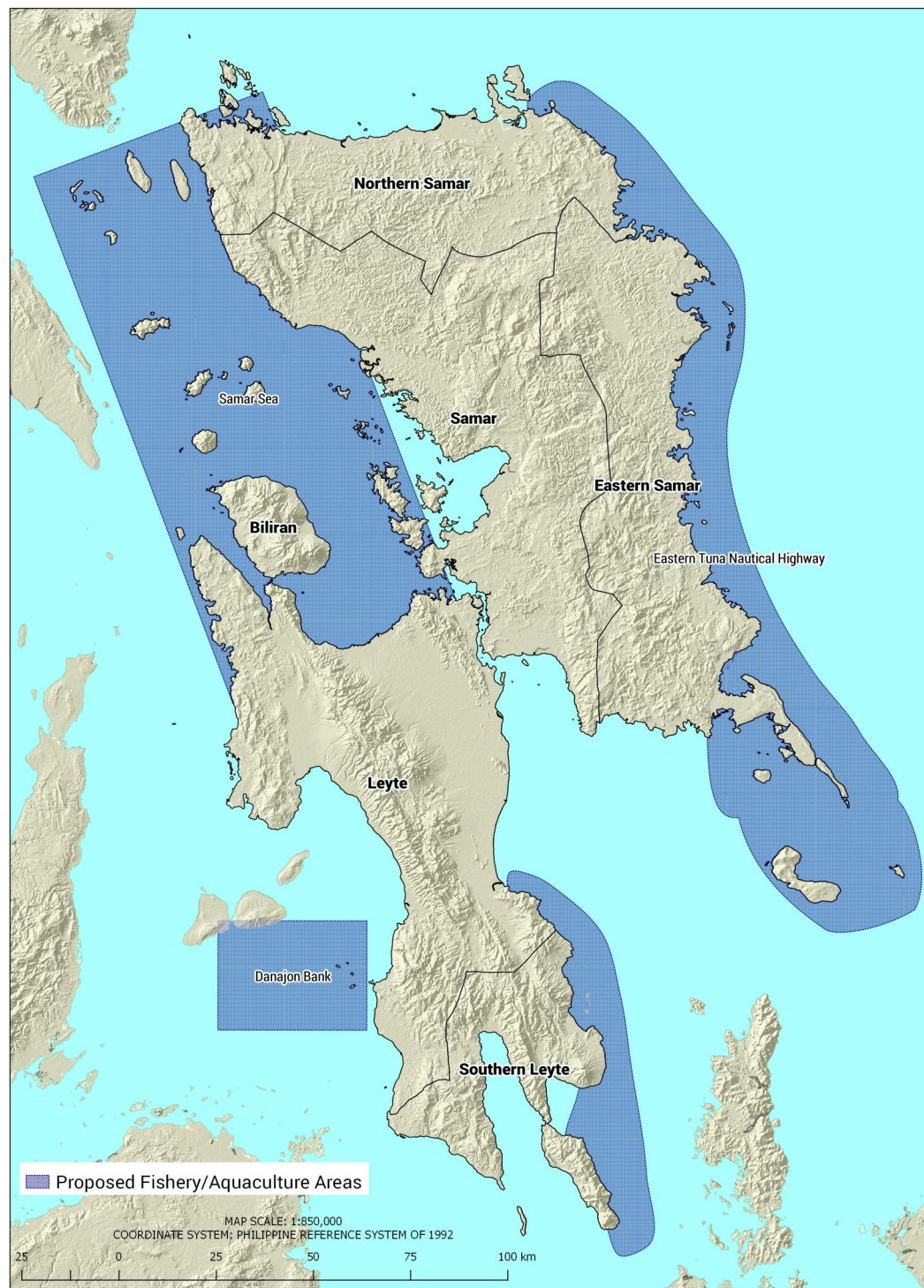
**Table 7.4 Proposed Fishery/Aquaculture Development Areas, Eastern Visayas**

AREA	DESCRIPTION
Eastern Nautical Tuna Highway	From Palapag down to Guiuan in Samar Island and Abuyog to San Ricardo in Leyte and Panaon Islands, this part of Eastern Visayas is dubbed as the region's tuna highway. With rich, but unaccounted aquatic catch, particularly tuna and marlin, this stretch of coastal towns facing the Pacific Oceans could be developed by establishing a fish port complete with processing plants and cold storage facilities. Most of the fish catch of this side of the Philippine Sea lands in General Santos City canneries.
Samar Sea Cluster	This corridor is rich in fishery resources from the Samar Sea. Finfish, seaweeds, and seashells are some of this area's aquatic harvest.
Fisheries, Coastal Resources, and Livelihood (FishCORAL) Project Areas -Leyte Gulf -Maqueda Bay -Matarinao Bay -Silago-Cabalian Bay	Partly-funded by the United Nations International Fund for Agricultural Development (IFAD), this project of the BFAR would be implemented in the four gulf/bays of the region with the overall goal to reduce poverty in poor coastal communities, ensure food security, and increase household incomes. <sup>3</sup> The increase in and sustainable supply of fishery production in the project areas will also augur well for strong forward linkages to the industry sector (e.g. micro-enterprises for seaweed culture and fish processing).
Mariculture Parks/Zones (MP/Z) -Tacloban MP/Z -Ormoc MP/Z -Merida MP/Z -Leyte MP/Z -Carigara MP/Z -Babatngon MP/Z -Basey MP/Z -Sta. Rita MP/Z -Calbayog MP/Z -San Jose MP/Z -Laoang MP/Z -Quinapondan MP/Z	Envisioned as sea-based industrial parks/zones, the MP/Zs are designed not only for fish production but also for processing. Ancillary services and facilities such as cold storage and hauling devices are included.  Eastern Visayas have 15 MP/Zs. Most of these have finfish cage locators and seaweed growers. The bulk of the region's bangus harvest comes from Basey, Tacloban, Sta. Rita, and Babatngon MPs while a huge portion of the grouper yield comes from Quinapondan MP. Currently, the region's MP/Zs are on the production stage, where-in processing plants are not yet established. Further development is needed to bolster the region's aqua production.
Proposed Catbalogan Aquamarine Park	The City Government of Catbalogan is proposing to establish a similar MP.
Danajon Bank	Danajon Bank is the only double barrier reef in the Philippines and one of the six double barrier reef in the world. It is encompassed by the provinces of Bohol and Cebu in Central Visayas, and Leyte and Southern Leyte in Eastern Visayas. Teeming with rich marine biodiversity, Danajon Bank is also a major source of livelihood and food, with most of the region's seaweed produce harvested in the area.

Source: VSDF 2015-2045

<sup>3</sup> [https:// www.ruralpovertyportal.org](https://www.ruralpovertyportal.org)

**Figure 7.3 Proposed Fishery/Aquaculture Development Areas, Eastern Visayas**



Source: VSDF 2015-2045

### **c. Intensify infrastructure support**

There is a need to increase investments in rural infrastructure, particularly in remote areas (i.e. interior municipalities) and where poverty incidence is pervasive. Physical connectivity needs to be enhanced by establishing farm-to-market roads, bridges, food terminals, among others, which should be strictly within standards and adhering to disaster-resilient designs. Infrastructure and logistics support (e.g. RoRo) should complement the needs of the productive areas. More than physical infrastructure, ICT-based trading technologies should be developed and adopted to link producers and buyers/consumers. A comprehensive market information system is proposed to improve efficiencies in market matching by providing timely information on supply and market demand. This could be adopted in food terminals, being the hub for products, by which market linkages will be strengthened.

### **d. Organize and strengthen clusters of small and marginal producers**

In view of limited resources such as land, the clustering strategy among producers, especially the marginal farmers/fisher folks, shall be promoted to take advantage of economies of scale, and collectively link with new market opportunities. Along this premise, contract farming, block farming (i.e. sugar block farming), establishment of cooperatives, and other mechanisms that aim to strengthen organizations of growers shall be promoted. Existing

clusters, such as agrarian reform beneficiaries and farmers' organizations, shall also be strengthened to be active players in the production chain. This is especially in light of the policy of many programs to channel assistance through organized groups rather than individual farmers.

There is a growing need to improve the entrepreneurial capacities of farmers and fisher folks for them to have better position in marketing their produce and subsequently earn higher returns. Therefore, capacity building on agribusiness competencies should be provided, with emphasis on organizational management, among others.

This sub-strategy should be adopted as a critical part of the development of the proposed agribusiness and fishery/aquaculture development areas presented above.

### **e. Provide and upgrade post-harvest and storage facilities**

To scale up value-adding activities and reduce post-harvest losses, provision of post-harvest and processing facilities (e.g. cold storage) is a must. This could anchor on a much broader strategy of MSME development through which product development support and facilities, as well as capacity building, are provided (*see Chapter 8*). To ensure sustainability in the usage and management of equipment, arrangement on joint or shared use and maintenance of facilities among producers' organizations or among municipalities should be undertaken.

#### **f. Intensify the conduct of market facilitation activities**

One way of expanding access to economic opportunities is by strengthening collaboration among actors of the value chain. Thus, the conduct of investment fora, trade fairs/exhibitions, and stakeholders' consultation, and other related activities, should be sustained in an intensified manner. More innovative strategies in the conduct of such activities should be employed like utilization of ICT (e.g. social media) in product marketing (*see Chapter 8*).

#### **g. Adopt Good Agricultural Practices (GAP)**

Regional integration will pave the way for increased market competition. Hence, adoption of GAP (i.e. practices that result in the production of safe and quality food and non-food agricultural products) should be institutionalized. On the industry side, the adoption of good manufacturing practice (GMP), which concerns product packaging and quality control, should also be adopted. Certification on GAP and GMP will put the producers in a better and competitive position. Previous efforts on this should be scaled up in terms of coverage in light of the region's thrust to expand and diversify the manufacturing subsector, under which MSMEs engaged in production of various commodities are expected to proliferate. Both existing and future MSMEs should be assured of government assistance in terms of product development and packaging (*See Chapter 8*).

### **3. Improve governance and enabling environment**

Providing the backdrop for agricultural development are strong and convergent institutions, which shall be critical in the harmonized implementation of programs, and in the enforcement of laws and policies pertinent to A&F. Sub-strategies towards this end are identified as follows:

#### **a. Integrate service delivery through synergistic partnership and enhanced extension system**

There is a need to institutionalize mechanisms to get the appropriate technical service providers, including the NGAs, NGOs, civil society organizations (CSOs), academe, and other stakeholders involved in a synergistic manner. For instance, institutional convergence should be strengthened, especially among agencies with interdependent functions across the value chain (e.g. DA for production, DTI for trade and marketing, DOST for technology and innovation). Also, institutional support to the agricultural clustering strategy should be fostered. Private-public sector partnership as exemplified in the formation of agri-industry councils, among other areas of coordination, should be strengthened. A clear-cut mechanism should be drawn up in the value chain analysis and in the commodity roadmaps that will be prepared later to flesh in details of commodity development for the region's identified priority crops/commodities.



The extension system should be strengthened particularly at the LGU level. There is a need to develop a pool of skilled extension workers (i.e. agriculturists, para-veterinary workers) and continuously provide capacity building and trainings. Moreover, it is envisaged that each municipality has an adequate number of agricultural extension workers in proportion to the number of farmers and fisher folks. This is especially critical in support of the realization of the proposed agribusiness and fishery development areas, where extension services are much needed. The end goal should be a wider clientele reached and served effectively. Aside from human resource development, the extension system should also be modernized through integration of ICT in the delivery of services.

The country's blueprint towards an improved extension system in the next medium-term is set in the National Extension Agenda and Programs (NEAP) and the Philippine Agriculture and Fisheries Extension Strategic Plan. Full implementation of its regional counterpart should be pursued.

### ***b. Strengthen enforcement of regulatory laws and policies***

Laws and regulations meant to stop illegal activities (e.g. smuggling of agricultural products, unregulated cutting of coconut trees) and prevent the entry of diseased planting materials, among others, should be enforced. As this requires concerted efforts among law enforcement agencies, an interagency and systemic coordination from quarantine to

monitoring must be institutionalized.

### ***c. Adopt a science-based approach in planning and target setting***

For an effective planning on agricultural development, it is necessary to adopt scientific tools such as Vulnerability and Suitability Assessment (VSA), Rapid Market Analysis (RMA), Value Chain Analysis (VCA) and Applied Geo-tagging Technology (AGT).

## **4. Ensure climate resilience of A&F systems**

To reduce production losses in the A&F sector due to climate change and natural hazards, there is a need to strengthen adaptive capacity of agricultural production systems through the following sub-strategies:

### ***a. Promote sustainable agriculture***

To preserve ecological integrity while increasing agricultural productivity, there is a need to ensure sustainable agricultural practices and management of land and marine resources. This calls for strict enforcement of regulatory policies in the context of agricultural land and fishery resource management such as the enforcement of the Philippine Fisheries Code of 1998.

Adoption of environment-friendly practices such as organic farming, which is still low in the region, is also enjoined, in view of RA 10068 or the Organic Agriculture Act of 2010.

Since it concerns the cultivation and management of resources (e.g. land),

the A&F sector plays a critical role in the realization of a green economy, or one that favors sustainable development without degrading the environment. Towards this end, green jobs, defined as employment that helps preserve or restore the quality of the environment (e.g. employment in the organic farming industry) should be promoted. RA 10771 or the Philippine Green Jobs Act of 2016 provides for the legal basis of this endeavor, thus, needs to be fully implemented.

#### **b. Promote climate-resilient mechanisms throughout the production chain**

Climate and disaster risk-resilient mechanisms should be promoted through the application of sustainable and appropriate technology; development and introduction of climate-resilient and sustainable A&F-based enterprise and infrastructure projects; strengthening research and development, especially in enhancing crop varieties tolerant to temperature increase, drought, pests, and others; and strengthening communication mechanisms among the A&F actors/stakeholders, e.g. advocacy of DRR/CCA practices, among others.

Recently, the AMIA project was launched as a mainstreaming program that aims to address the effects of climate change in the A&F sector. The AMIA framework should be adopted in the detailed strategic planning for the A&F sector.

#### **c. Widen risk insurance coverage among farmers and fisherfolks**

Insurance coverage is an important

mechanism needed to reinforce socioeconomic resiliency (*see Chapter 12*). As such, there is a need to widen advocacy on risk insurance and streamline documentary requirements in the avilment of the same in the A&F sector. Penetration rate (the percentage of farmers and fisherfolks and/or areas covered with insurance) needs to improve, especially in relation to the priority crops of the region. Weather index-based insurance should also be promoted to ensure efficient payment of insurance claims by monitoring external factors as triggers (e.g. rainfall) in a specific geographic area.

### **5. Cross-cutting strategies**

#### **a. Intensify provision and marketing of scholarships for A&F degree programs**

Although scholarships for A&F degrees were not absent in the past, there has been an observed low avilment rate, which may be attributed to low preference for A&F courses among the student population. Thus, it is necessary that the provision of such scholarships be backed up by a strong marketing strategy to entice enrolment in agri-related courses, especially owing to the fact that the region hosts the Visayas State University, which is the center of excellence in agriculture. This sub-strategy will significantly address the ageing farmers phenomenon.

#### **b. Integrate values formation in agricultural extension services**

Anecdotal evidence claims that values and culture play significant role in

shaping the mindset among farmers and fisher folks, which subsequently dictates their receptiveness of modern agricultural practices, and the

sustainability of farm/fishery production (see Chapter 19). Hence, extension services should also integrate values formation through lectures, IEC materials, and

## Major Programs, Projects and Activities (PPAs)

The following are the priority programs, projects and activities to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

1. Poverty alleviation projects (e.g. Special Area for Agriculture Development)
2. Integrated Farming System
3. Farmers' Field School (FFS) and School on the Air and Technology Demonstration Projects
4. Infrastructure development (e.g. irrigation facilities, rainwater catchment system, FMRs), especially in areas where they are needed but absent
5. Production support (e.g. distribution of seedlings and planting materials, fertilization and replanting, production facilities such as nurseries)
6. Crop disease/Pest management and surveillance (early warning system)
7. Provision of credit support, soft loans and risk insurance (with less stringent requirements)
8. Buffer stocking of seeds and planting materials
9. Provision of pre- and post-harvest machinery, equipment and facilities
10. Establishment and capacity building of Local Farmers Technicians and Farm Service Providers (farm labor)
11. Provision and installation of small-scale irrigation facilities
12. Genetic improvement (multiplier farm, male breeder loan program, artificial insemination)
13. Animal health program
14. Livestock enterprise development program
15. Accreditation of livestock and poultry breeder farms
16. Artificial insemination services for carabao and cattle
17. Animal disease diagnostic laboratory
18. Establishment of feed mills (as a joint project of several entities)
19. Development of multi-species hatcheries
20. Fishery production and rehabilitation programs
21. Coastal resource management (CRM) program
22. Training of the agrifishery extension workers and policy makers on enforcement of fishery laws and CRM, livelihood, resilience, among others
23. Mangrove reforestation program
24. Zonification of mariculture zones and parks
25. Establishment of depuration facilities
26. Establishment of fish landing centers
27. Conduct of business planning and market linkage support
28. Cooperative development program
29. Marketing assistance development program



30. Establishment of ice plant and cold storage facilities for agri and aquaculture products
31. Development of large and ruminant industries (e.g. milk processing center, accredited slaughterhouse, carabao dairying)
32. Promotion of coconut-based industries (charcoal production and cottage industry) and establishment of coconut processing plant
33. Conduct of Package of Technology (POT) training for farmer recipients
34. Provision of production, post-harvest and processing facilities, and processing equipment
35. Training of local farmer technologists/ extension service providers, village-based and artificial insemination technicians
36. Distribution of IEC materials
37. Training for Barangay Animal Health Workers
38. Recognition/giving of incentives to outstanding farmers
39. Scholarship programs for agriculture students (i.e. scholarships through Agriculture Competitiveness Enhancement Fund )
40. Establishment of localized climate information and advisory center/agro meteorological weather stations

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

1. Passage of RDC resolutions that support the following:
  - a. Full implementation of the Agriculture and Fisheries Modernization Act (AFMA), including the updating of SAFDZs
  - b. Passage of the National Land Use Act
  - c. Strengthening of the Philippine Agricultural Insurance, especially in expanding coverage of other crops, increasing capital stock, developing index-based insurance, among other developments
  - d. Formulation of guidelines for the utilization of the Coco Levy Fund
  - e. Review of the devolution of agricultural extension function to LGUs under the Local Government Code
  - f. Creation of the Department of Fisheries and Aquatic Resources (DoFAR)
  - g. Support the waiving of irrigation service fees for small farmers
2. Strict enforcement of laws to ensure available supply of coconut as raw material for the coconut industry, viz:
  - a. RA 10593 or the Coconut Preservation Act of 1995, especially provisions that prohibit the cutting of coconut trees except in some cases
  - b. Laws against smuggling of matured coconuts (e.g. EO 1016, PD 930)
3. Full enforcement of the Sugar Industry Development Act (SIDA)
4. Strict observance of close and open season and unification of municipal fisheries ordinances (especially in support of bay wide fishery management) under RA 10654 or the Philippine Fisheries Code of 1998 through a Memorandum Circular issued by BFAR or DILG, among other policy interventions
5. Institutionalization of coastal zoning for commercial/municipal fishing

08

Expanding Economic  
Opportunities in  
Industry



# Expanding Economic Opportunities in Industry

Industrialization is key to sustaining robust economic growth. Thus, the Industry sector, which makes possible the creation of value-added products, needs to be developed. While it shared the biggest contribution to the regional economy, and is seen to continue to be a growth driver, it exhibited an erratic growth trend in the previous years. Thus, the growth of the sector needs to be sustained and be made more inclusive, that is, by forging stronger linkages to the primary and resource-based sectors (i.e. A&F), and by adopting industry clustering to promote commodity development, broaden access to markets, and improve production efficiencies. As the ASEAN integration comes to full swing, improving the sector's productivity and competitiveness becomes more crucial.

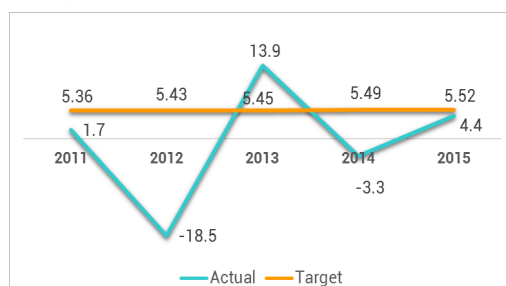
While labor productivity in the Industry sector is the highest compared to the other economic sectors, total employment, in contrast, is relatively the lowest (see Chapter 5). As such, the dispersion and diversification of industries is also envisaged to increase employment, especially one that promotes the labor force participation of the marginalized sector, including women, in light processing activities and other enterprises.

## Assessment

### Growth Trend

The growth performance of the Industry sector was below the Plan target in the last five years except in 2013 (Figure 8.1). The Gross Value Added (GVA) of the Industry sector was seen to be heavily dependent on the performance of the Manufacturing subsector (where half of the industrial output was produced), especially on the predominantly heavy industry hub in the Leyte Industrial Development Estate (LIDE).<sup>1</sup>

**Figure 8.1 Industry GVA Growth Rates, Actual vs Target, Eastern Visayas 2011-2015, at constant 2000 prices**



**Source: PSA VIII, EV RDIP 2011-2016 and Updated RDP 2014-2016**

<sup>1</sup> The LIDE is the only Philippine Economic Zone Authority (PEZA)-registered manufacturing economic zone in the region. Located in Isabel, Leyte, it hosts the Philippine Associated Smelting and Refining Corporation (PASAR) and the Philippine Phosphate Fertilizer Corporation (PHILPHOS). PASAR is the only copper smelting plant in the country and produces electrolytic copper cathodes, while the PHILPHOS produces phosphatic fertilizer.

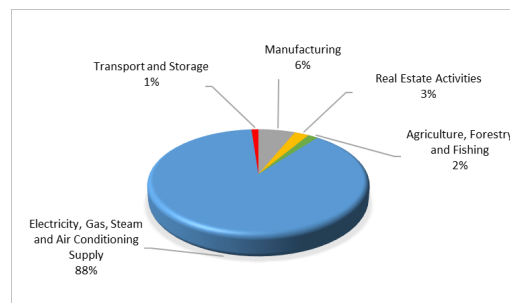
Such correlation was observed in 2012, when the tremendous decline in the production of basic metals (caused by the temporary production stoppage in PASAR resulting from an industrial fire) pulled down the growth of the Industry sector to negative 18.5 percent, a sharp reversal from the 1.7 percent growth in 2011. In 2014, value-added growth plunged to negative 3.3 percent due to the production decline at the LIDE due to the damage brought about by Yolanda in 2013. Consequently, Eastern Visayas was the only region in the country that displayed contraction in its industrial value by about seven percent from 2011 to 2015.

## Investments

Approved foreign investments in the country from 2014 to 2015 largely accumulated in Region IV-A (CALABARZON), National Capital Region (NCR), and Central Luzon. For the same period, Eastern Visayas shared only a meager 0.2 percent to the total approved investments of the country.<sup>2</sup>

Investments in the region, measured by the total amount of projects registered in the Board of Investments, reached PhP13.03 billion from 2012 to 2016. The aggregated investment approvals over the period were generated from 16 projects in the agriculture, forestry, and fishing (AFF) sector, and in the utilities, manufacturing, real estate, and logistics subsectors. More than 88 percent of the said investments were intended to finance projects in electricity, gas, steam and air conditioning supply subsector, which indicates the potential of the region as a source of renewable energy (*Figure 8.2*). The biggest amount of investments came in 2015 with

**Figure 8.2 Foreign Investments by Industry, Eastern Visayas, 2012-2016 (in %)**



Source: BOI Cebu

the approval of three energy-related projects.

The Manufacturing subsector received the second highest amount of investments for the five-year period at 6.2 percent to the total. The value of investments doubled to PhP554.7 million in 2016 from PhP202.2 million in 2012. On the other hand, real estate activities posted an investment share of 2.5 percent to the total.

Projects related to AFF and transportation and storage received a relatively lower investment worth PhP221.5 million and PhP152.7 million or a share of 1.7 percent and 1.2 percent to the total, respectively.

## Manufacturing and Export Performance

Due to the erratic growth and contractions in the manufacturing GVA, its share to the GRDP has been declining. As of 2015, manufacturing GVA represented around 17 percent of the regional economy, down from 27 percent in 2011.

As mentioned at the outset, the bulk of the manufacturing output in the region comes from PASAR and PHILPHOS. These

<sup>2</sup> PSA, 2015. *The Foreign Investments in the Philippines*

two large companies also dominate in export earnings, which contributed 83 percent of the region's total exports from 2011 to 2015. Copper cathodes contributed around 74 percent or roughly USD3 billion compared to only 6.2 percent from mineral/chemical fertilizers. China, Korea, Thailand and Malaysia were the leading importers of the region's produce.

Exports from the LIDE declined from 2011 to 2015. In 2015, the value of cathode exports was 74 percent lower than in 2011. The economic slowdown in China, which started in 2014, brought down demand for the region's products. The region's imports, mostly comprised of raw materials for the production of copper cathodes, were sourced out from China, Australia, and Indonesia.

Similarly, exports of mineral fertilizers went down by 14 percent in 2015 from its value in 2011 due to the stoppage of operation of PHILPHOS after having been heavily affected by Yolanda.

In agribusiness, major exports of the region included coconut and abaca. The region used to have eight coconut oil mills with an estimated rated capacity of 451,200 metric tons per year. Three oil mills remain non-operational after having been badly hit by Yolanda. In addition, the region had eight operational decorticating plants with a rated capacity of 100,000 husks per day. Some decorticating facilities in the region have either stopped or have been operating intermittently because of defective decorticating equipment, lack of access to three-phase electrical power, among other factors.

The export of copra by-products in the region, particularly refined, bleached, and deodorized (RBD) oil, managed to increase to USD9.7 million in 2015 despite

Yolanda's damage to 33 million coconut trees. On the other hand, the export of virgin coconut oil (VCO), amounting to USD8.2 million, was lower than its production value in the previous year. Japan was the major importer of the region's coconut products in 2014, accounting for 24.7 percent.

Vino de Coco, a producer of coconut wine from coconut sap, had a maximum capacity of 1,875 cases of coconut wine per month but production had been limited to only 400-500 cases of 750 ml bottles due to limited supply of inputs in the aftermath of Yolanda.

Coco geonets made from coconut coir showed an increasing demand due to its use in slope protection and erosion control. No data, however, is available on the production of geonets in the region for the past years.

The region also has two abaca processing plants in Leyte. Exports of abaca pulp recorded a decline in 2015 from the previous year. Amounting to \$14.8 million, it decreased by 33 percent year-on-year. In proportion to the country's export earnings from abaca pulp amounting to \$79.4 million, the region's contribution was high at 18.6 percent. Top export destinations include United States of America, United Kingdom and China.

Other agri-based products in the region include banana chips, dried jackfruit, dairy milk, coco-based products, such as coconut flour, coconut chips and copra cake and meal, among others.

## Construction

The Construction subsector, which produced around one-fifth of the region's industrial output, grew unsteadily from



2011 to 2015. From a contraction of 17 percent in 2011, the subsector rebounded in 2012 with a 29 percent growth. The robust performance was largely due to the 16 percent increase in the value of new private constructions amounting to PhP3.9 billion, and the implementation of government infrastructure projects. For the said period, the region had the second highest growth in the Construction subsector nationwide.

Due to the stricter rules imposed on real estate lending and the tightening of mass housing incentives by the Board of Investments (BOI), growth in 2013 decelerated to 9.2 percent. In 2014, the Construction subsector tripled its growth from that of 2013, bouncing back to 27.4 percent as a result of the massive Yolanda reconstruction efforts. In 2015, however, construction activities slowed down.

## Mining and Quarrying

Mining and quarrying contributed an average of 0.44 percent and 0.18 percent to the region's industry GVA and GRDP, respectively. Value-added share to the national economy was also low at less than 0.50 percent. Nonetheless, the region is endowed with mineral resources, such as nickel, bauxite, copper, gold, manganese, magnetite sand, iron, cobalt, chromite, limestone, and sand and gravel. About three percent of the region's total land area is covered by approved mining rights, less than 0.50 percent of which are occupied with operating mines, or equivalent to 9,945.28 hectares.

The volume and value of mineral production has been declining over the five-year period. Production value of magnetite concentrate suffered a 97 percent decline from a hefty growth in 2011. Chromite production showed a

steady growth from 2011 to 2014 but slowed down in 2015.

Mineral production was generally affected by the issuance of Executive Order No. 79, which resulted in the suspension of some mining companies. The moratorium on the issuance of Ore Transport Permit (OTP) and Mineral Ore Export Permit (MOEP) likewise pulled down magnetite production.

In the case of non-metallic production, sand and gravel extraction escalated in 2014 because of massive physical reconstruction after Yolanda. On the other hand, production of hydrated lime substantially declined by 78 percent, a reversal from its high growth in 2013.

Excise tax raked in PhP33.2 million over the period 2011 to 2015 while PhP77.01 million was collected from mining fees and charges. Out of the total fees and charges, almost half came from occupation fees and around 40 percent from extraction fees.

The rational management of the region's mineral resources and hazard assessment and mapping were undertaken based on current mining laws and the need for safe and resilient communities. The Mining subsector has always been perceived to bring adverse effects to the environment. Thus, the government strictly monitored mining activities to ensure their conformity to environmental laws. Monitoring activities on the environmental work programs of mining companies as well as the safety, health, environment and social programs were conducted for the past three years. Contracts/permits were also monitored relative to compliance with the approved work program of the mining companies and sand and gravel permittees.

In 2013, a total of 40 contracts/permits were monitored. These included 19 Mineral

Production Sharing Agreement (MPSA), six Exploration Permits (EPs), and 15 Industrial Sand and Gravel Permits (ISAGPs). Environmental monitoring activities were conducted quarterly, such as on the mining forest of mining companies in support of the National Greening Program. In 2014, a total of 40 permits/contracts were also monitored, which included 18 MPSAs, five EPs, and 17 ISAGPs. On the other hand, 23 mining-related complaints/conflicts were investigated.

## Business Establishments

The number of establishments in the region grew by 50 percent from 2011 to 2014. The region recorded a total of 27,597 establishments in 2014, representing a 0.5 percent increase year-on-year. Ninety-nine percent of these were micro, small and medium enterprises (MSMEs) while only 0.1 percent were large enterprises. Majority (51%) of the MSMEs were in the wholesale and retail trade, and repair of motor vehicles and motorcycle industries, followed far behind by manufacturing (14.2%).

Almost half or 47 percent of the total MSMEs in the country were concentrated in the NCR, CALABARZON and Central Luzon. Only three percent were located in Eastern Visayas, with half of the region's MSMEs in the province of Leyte.

The MSMEs generated more jobs compared to large enterprises in the region. In 2014, MSMEs generated a total of 115,211 jobs, higher than the 12,329 jobs generated by large enterprises. This denotes that MSMEs contributed almost 90 percent of the total jobs generated by all types of business establishments that year. However, this was 12.29 percent lower than the 2012 figure of 131,359 jobs. The

year 2013 has been a difficult one due to the onslaught of Yolanda. A total of 13,312 MSMEs have been affected by the typhoon, majority of which were micro, with eight percent small and medium enterprises. Despite this, the MSMEs managed to go back to business as manifested by the triple-digit growth in the number of MSMEs developed and assisted by the government in 2014. Along with other development donors, the Small Business Corporation, the partner lending arm of the Department of Trade and Industry (DTI), granted small enterprise development financing to the MSMEs in Yolanda-affected areas.

In 2015, there was a total of 18 Go Negosyo Centers established in all provinces of the region, mostly in Leyte to facilitate MSMEs' access to services such as business advisory, business information and advocacy, and business registration assistance.

Domestic sales from MSMEs increased to PhP350.7 million in 2015 from PhP293.2 million in 2011. Such growth was attributed to the continued assistance of the DTI VIII in product development, branding, and market promotion. The Department of Science and Technology (DOST) VIII also helped the MSMEs through the Small and Medium Enterprise Technology Upgrading Program (SETUP), Innovation System Support, Manufacturing Productivity Extension (MPEx), Comprehensive Agricultural Productivity Enhancement (CAPE), Cleaner Production Technology (CPT), Energy Audit (EA), and Food Safety (FS).

## Ease of Doing Business

The government, in its effort to simplify processes and make the environment business-friendly, introduced reforms at

the LGU level. The process requires adopting a unified form, reducing the number of signatories, limiting the number of steps in securing permits and licenses, reducing processing time, thereby expediting issuance of permits and licenses.

The ease of doing business in the region has improved on account of streamlined business permits and licensing systems (BPLS). From a record of only 77 LGUs that streamlined their BPLS in 2012, all 143 LGUs, as of 2015, were already able to streamline the said system. Such streamlining led to improved efficiency in registering businesses, hence, Business Name Registration reached 11,230 in 2015 – 20 percent higher than 2011 and 15 percent over the Plan target. This may also have been due to renewed commitment among entrepreneurs to restore operations after Yolanda, as well as opening of new establishments.

The region's economic infrastructure, however, must be improved to support BPLS streamlining. The lack of or slow internet connectivity is still a setback in the next phase of the project, which is automation. In reducing the processing time, the computer-based BPLS must be fully integrated. To name a few, only the cities of Tacloban, Ormoc and Baybay have computer-based BPLS. The computer-based BPLS will provide faster and systematic process for registering and renewing the business permits and licenses, and fast and efficient information on billing and processing of payment and taxes and fees.

The Philippine Business Registry (PBR) is another government-initiated project that needs upgrading through infrastructure. It is a web-based system that serves as a one-stop-shop for entrepreneurs who need to transact with several agencies before

starting a business. Each agency's computerized registration system is linked to the PBR, thus, the applicant need not physically go to several agencies for registration, such as DTI, Bureau of Internal Revenue, Securities and Exchange Commission, Cooperative Development Authority, Social Security System, Pag-IBIG, PhilHealth, LGUs and other permit/license-issuing agencies. In terms of physical infrastructure, some government agencies have also set up satellite offices to cater to the needs of the business sector.

Clear policies on areas of investments, as well as corresponding incentive mechanism, are needed. Except for some cities, majority of the LGUs in the region have not formulated and/or adopted their Local Investment Incentives Code (LIIC), an important indication of their readiness to attract would-be investors. Also, almost all LGUs do not have ready industry data needed as inputs for industry development planning and other purposes. On top of the lacking LIICs, most LGUs also do not have updated Comprehensive Land Use Plan (CLUP), another important reference document that defines areas for business establishment, among others.

In general, doing business in Eastern Visayas is not yet competitive enough vis-à-vis other established investment destinations, such as Davao and CALABARZON. For instance, despite the presence of a major source of abundant electricity, recent data showed that the region has the second most expensive average power rate in the country at PhP6.31/kWh, next to Western Visayas. In fact, Visayas has the highest cost of electricity among the three island groups in the country (*see Chapter 14*). On top of this, there are still some areas with unreliable power supply (power outages). Although

large industries located in special economic zones are given preferential rates since they are directly connected to the Energy Development Corporation (EDC), the

high cost of petroleum product is said to affect logistics of these industries. Physical connectivity is another concern since other infrastructure facilities, such as road

## Summary of Challenges and Opportunities

### 1. Lack of investments

Investments coming into the region has been limited. The lack of necessary infrastructure, high cost of support utilities, inadequate skilled human resource base, and weak business environment are some factors that hinder investment.

Efforts in providing a business-friendly climate should be scaled up. There is still weak adoption of government-initiated procedures and processes by the LGUs. The infrastructure support in establishing said systems and procedures (i.e. BPLS, PBR, etc.) must be given priority. Many LGUs have yet to establish mechanisms needed to attract investments, such as the LIIC and the CLUP and the accompanying zoning ordinance.

Improvement of the business climate and expected increased investments on public and private construction will help sustain the growth of the Industry sector. The proposed lifting of limitations on foreign equity participation in certain economic activities, a move supportive of economic liberalization, is seen to increase investments. Maintaining good trade relations and developing trade with other countries will likely result in positive growth of the sector. The Manufacturing Resurgence Program of the government is also expected to drive industry growth. The strict implementation of the

Philippine Mining Act of 1995 or EO 79 will also draw in more revenues on top of the sustainable management of the environment.

### 2. Inadequate and poor infrastructure support and costly service facilities

Many infrastructure facilities in the region are not yet fully developed, hence must be upgraded. These include roads, ports and airports. The high cost of power supply and the lack of a reliable internet connectivity also impede the productivity of the existing industries. Improving this would encourage more economic activities in the region.

There is opportunity seen in the move to harmonize infrastructure development, in terms of physical connectivity, with industrial development. The DTI and the Department of Public Works and Highways (DPWH) recently signed a Memorandum of Agreement (MOA) to create and implement a Convergence Program to be called Roads Leveraging Linkages for Industry and Trade (ROLL IT) Program. Through the program, road networks leading to manufacturing areas or clusters shall be developed.

### 3. Limited competitive agri-based products

The changing market demand necessitates competitive and globally-accepted products. Despite the presence of champions in agribusiness, majority of the processors in the region are faced with unstable supply of raw materials due to a number of factors such as high vulnerability of the A&F sector to climate change and disasters, incidence of diseases (e.g. bunchy top virus affecting abaca industry), and other factors that hamper agricultural productivity (*see Chapter 7*). In particular to the coconut industry, there were also reports on the smuggling of matured coconuts and rampant cutting of coconut trees which could further reduce the supply of coconuts to agro-industries in the region. Other challenges confronting agribusiness players in the region include low quality products, limited knowledge on product development and diversification, low availment of credit due to stringent documentary requirements, limited coordination among producers, and weak market access. Making the industries globally competitive is a major challenge that will require strong support from the both government and private stakeholders.

### 4. High dependence on the heavy industry hub

Industrial growth, as well as external trade, is dependent on the performance of heavy industries located at the LIDE. This is expected as LIDE's production is concentrated on copper cathodes and chemical and mineral fertilizers, the value-added of which are assumed to be relatively

higher than those from small enterprises, services, and agri-based industries. However, the production was limited on these, such that no new products were produced in large scale from the said economic zone since its establishment in 1979.

Diversification of industries is seen to lessen vulnerability to external shocks, such as natural hazards (e.g. typhoons) and economic risks (e.g. sluggish international demand). Development of existing economic zones, especially those that strengthen value-adding activities by linking with resource-based sectors (i.e. A&F) and attract more investments, will also spread out industries and foster efficient domestic supply chain in the region.

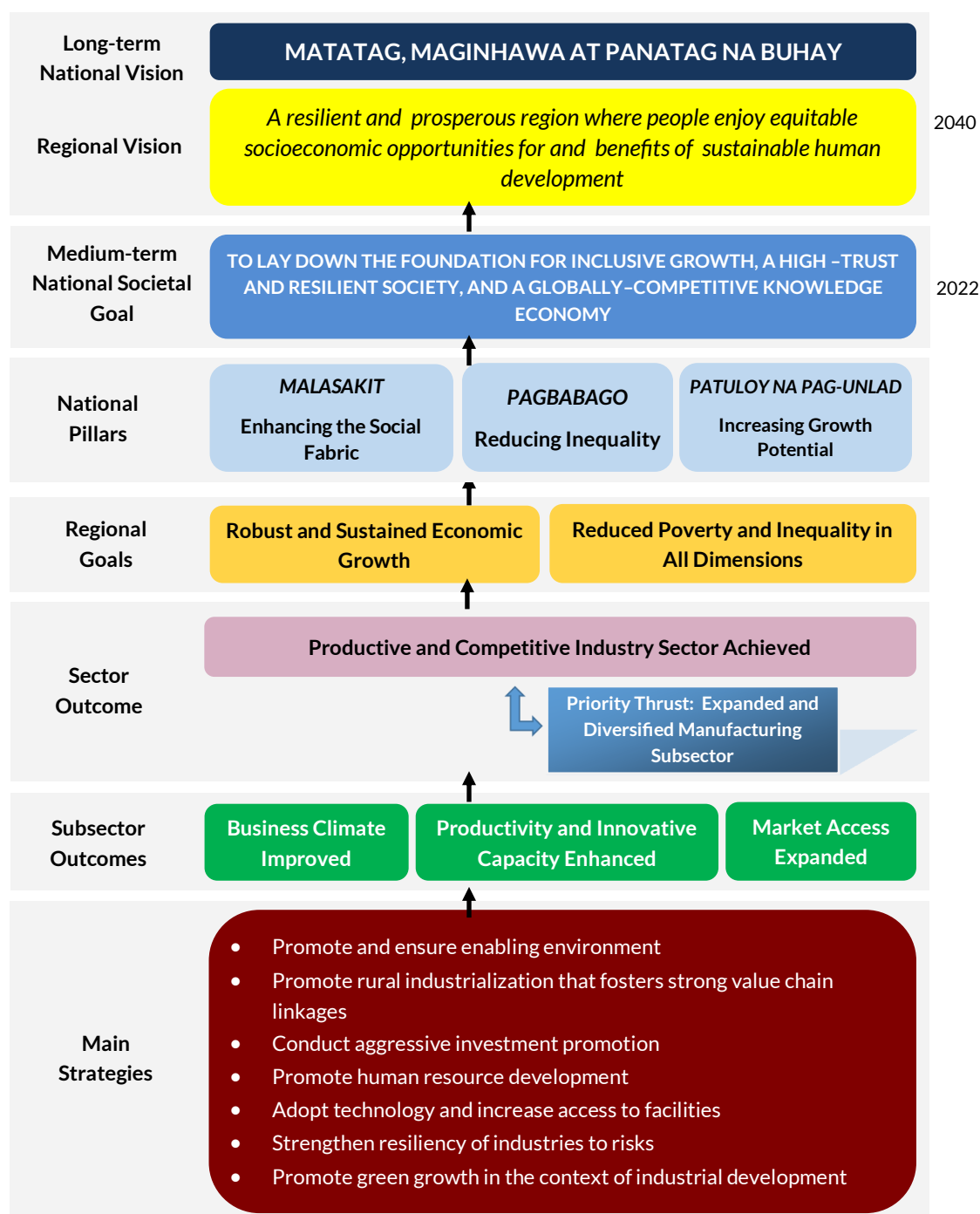
## Strategic Framework

With the overall goal to diversify industries and produce high-value added products out of raw inputs, the region shall endeavor to enhance the competitiveness and productivity of the Industry sector. It is primarily through job creation (*Trabaho*) and enterprise development (*Negosyo*) that the number of and access to economic opportunities in the Industry sector will expand.

Towards this end, the attainment of the sector outcome shall anchor on the development of the Manufacturing subsector as one of the region's key priority thrusts. Manufacturing is critical in strengthening backward and forward linkages needed to catalyse rural development.

Investments are a requisite to improve the Manufacturing subsector. Thus, the region shall ensure better governance and policy environment to improve investment climate; scale up productive capacity to meet growing demand across sectors; promote innovation to improve production efficiencies and maximize potential for growth; and continuously widen access to markets where the region has the best advantage to compete with to make sure that all producers, primarily in the resource-based and manufacturing industries, are integrated in the supply chain. This will bode well for the attainment of the regional goal on poverty reduction and inequality-reducing growth as labor productivity and incomes increase.

Figure 8.3 Strategic Framework for Industry





## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 8.1 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

*Table 8.1 Industry Targets, Eastern Visayas, 2017-2022*

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGETS
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Industry GVA growth rate (at constant 2000	2015	4.4	5.0-5.5	5.6-5.7	5.8-5.9	6.1-6.3	6.4-6.5	6.6-6.7	6.6-6.7
Industry output (in billion PhP)									
Low	2015	63.05	66.2	69.91	73.96	78.48	83.5	89.01	89.01
High	2015	63.05	66.52	70.31	74.46	79.15	84.29	89.94	89.94
Manufacturing industry output (in billion PhP)	2015	26.4	43	60.4	78.9	98.5	119.4	141.7	141.7
Labor productivity in the industry (in PhP per worker)	2015	516,836	517,877	521,317	525,780	532,290	539,894	548,635	548,635
Employment generated in the industry sector (in number)	2015	122,331	128,448	134,870	141,613	148,694	156,129	163,935	163,935
MSMEs jobs created annually (in number)	2015	10,929	12,022	13,224	14,546	16,001	17,601	19,361	19,361
Total approved investments (in million PhP)	2016	807	969	1,163	1,395	1,674	2,009	2,411	2,411
Merchandise exports (in million USD)	2015	313	529	688	894	1,162	1,511	1,964	1,964
Business name registration (in number)	2015	11,230	13,476	16,171	19,405	23,287	27,944	33,533	33,533
Domestic sales of MSMEs (in million PhP)	2015	351	386	424	467	560	672	807	807

*Note: - no data*

**Table 8.1 Industry Targets, Eastern Visayas, 2017-2022 (cont)**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS							END-OF-PLAN TARGETS
	YEAR	VALUE	2017	2018	2019	2020	2021	2022		
Locators in the existing economic zones (in number)										
Manufacturing Economic Zone	2016	3	3	5	5	7	7	9	9	
Agro-Industrial Zone	2016	2	2	4	4	6	6	8	8	
New economic zones developed (in number)										
Manufacturing Economic Zone	2016		-	-	-	-	-	1	1	
Agro-Industrial Zone	2016		-	1	-	1	-	-	2	

*Note: - no data*

## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals and thrusts.

### 1. Promote and ensure enabling environment for doing business

#### a. Improve governance and optimize the benefits of existing policies

Simplifying business procedures to reduce the cost of doing business will continue to be pursued, especially in the identified growth centers of the region (*see Chapter 3*). All LGUs will be enjoined to adopt computer-based BPLS for faster processing of business permits and licenses. Setting-up Go Negosyo Centers in all provinces, cities and municipalities with the assistance of the Micro, Small and Medium Enterprise Development (MSMED) Council will be aggressively done.

An incentive mechanism will be promoted to attract would-be investors and expand the development of the existing economic zones. The LGUs shall be enjoined to formulate their respective LIICs as an instrument to attract investments. Incentives are particularly important in a region where its high vulnerability to disasters remains a concern, which could potentially discourage investments. The government could consider the vulnerability of potential investment locations as a factor in coming up with a comprehensive incentive package.

Initiatives to review reforms and

related laws for a more business-responsive environment, both at the national and local levels, shall be pushed. For instance, policies meant to encourage healthy market competition, which shall be contained in the National Competition Policy framework, will also pave the way to encourage competitiveness of products and services (*see Chapter 6*). Similarly, there is also a need to cascade the initiatives of national projects at the regional level. For instance, localizing the outputs of the Project Repeal, a project of the National Competitiveness Council seeking to eliminate laws that result in regulatory burden and high cost of doing business, will bode well in improving the policy environment in the region (*see Chapter 6*).

The formulation and updating of CLUPs should be fast-tracked to rationalize land use (e.g. location of industries) at the LGU level. Equally important is the adoption and enforcement of a zoning ordinance.

The LGUs should also maximize the benefits of existing laws and regulations. For example, under Energy Regulation No. 1-94 of RA 9136, otherwise known as the Electric Power Industry Reform Act or EPIRA, energy generating facilities should provide funds to the host communities. This is equal to one centavo per kilowatt hour of the total energy sales, where 50 percent goes to electrification fund, 25 percent for development and livelihood funds, and the remaining 25 percent for

reforestation, watershed management, health and/or environment enhancement. The region, especially the province of Leyte being the host to a geothermal power plant, could benefit from this. As such, there is a need to propose programs and projects in line with the utilization of the said funds. For development and livelihood funds, priority shall be on programs and projects supportive of the key priority thrusts of the region, which, for the Industry sector, is the manufacturing subsector.

#### **b. Provide adequate and quality infrastructure and logistics support**

Equally important for the development of the Industry sector is the presence of quality and adequate infrastructure and logistics facilities (*see Chapter 14*). Investments in infrastructure development and the provision of adequate utilities (power and water supply, internet connectivity) will facilitate efficient and effective supply chain management from the procurement of inputs to the export of outputs. These are also necessary for an efficient flow of commodities and supplies to facilitate rural industrialization. There is also a need to put in place a resilient and state-of-the-art regional airport and improve other airports in the region, as well as develop a modern transshipment hub (e.g. Babatngon Port).

The government must ensure alignment of infrastructure with the needs of the local industries. Infrastructure projects

in the identified priority economic and manufacturing zones shall be implemented.

## **2. Promote rural industrialization that fosters strong value chain linkages**

### **a. Adopt and intensify industry clustering**

In order for economic growth to be inclusive, industries will be encouraged to expand and locate in areas conducive for economic activities based on development prospects, as well as the presence of support elements that include abundant supply of inputs, available manpower, accessible infrastructure and logistics. A locational perspective in investment promotion shall be pursued by anchoring on the long-term spatial strategy to support the development of the identified agribusiness and fishery development areas proposed in the VSDF or other potential areas feasible for industrial development (e.g. areas closer to growth centers) that may be identified within the medium term. Industry clustering as the overall strategy will be adopted to step up commodity development, facilitate linkage between agriculture and industry, maximize economies of scale, and increase value-added products.

Existing economic zones must be developed by increasing the number of locators to diversify into other manufacturing activities (*Figure 8.4*).<sup>3</sup> Similarly, there is also a need for expansion by identifying other zones

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<sup>3</sup> Given that ICT is one of the components under the Services sector, discussion on the promotion of the ICT parks in the region is elaborated in Chapter 9

for development to increase investments, as well as studying the feasibility of establishing other industries (e.g. steel, jewelry) that could tap and optimize available resources. The region has four proposed economic zones that were already approved by the PEZA Board but lack Presidential Proclamation. These include the Kananga Special Economic Zone, PSPI Agro Industrial Economic Zone, SM Tacloban IT Center, and the Maasin Information Technology Center.

The DTI-BOI Manufacturing Resurgence Program aimed at reviving and strengthening the manufacturing subsector will be pursued. The region is uniquely identified as the champion for the country's copper industry roadmap, which is part of the national government's move to localize industry roadmaps. The realization of this will be led by PASAR as the key player in the copper industry landscape. The country envisions a fully integrated copper industry from mining to manufacturing by 2030. Supportive of this vision is the development of a copper industry value chain, with the establishment of downstream copper industries (e.g. copper wires) in the region.

As such, the Leyte Ecological Industrial Zone (LEIZ), as a green domestic manufacturing zone, shall be pursued as a crucial component in the full integration of the copper industry. The establishment of the LEIZ is also seen to reduce power and logistics costs. On top of the accommodation of copper downstream industry at the LIDE or in Western Leyte, components of the LEIZ will also include development of a medium manufacturing zone in Isabel and Merida, Leyte, and revival of the previously identified economic zone in Northern Leyte – the Eastern Visayas

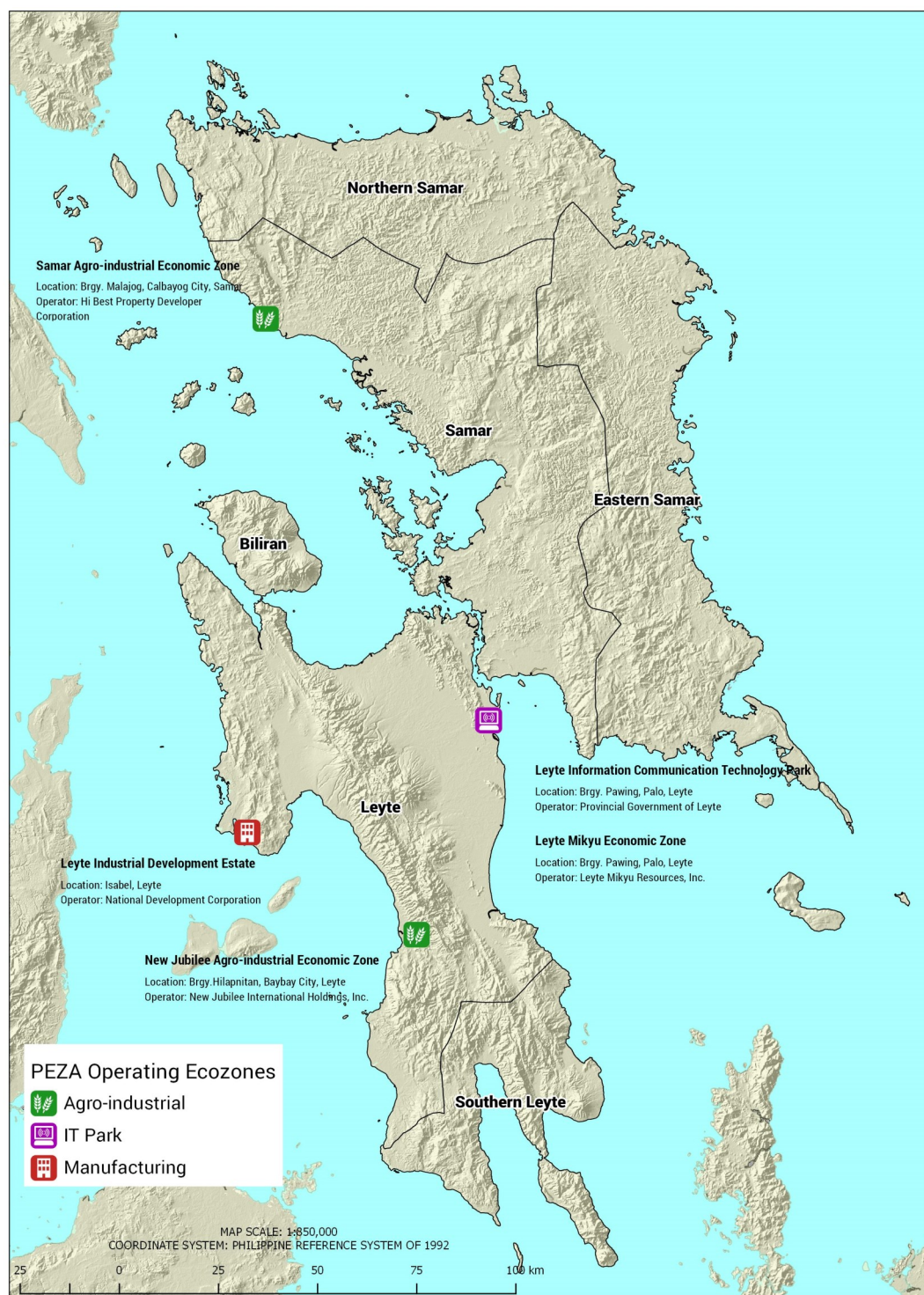
Regional Growth Center (EVRGC) in Tacloban City – to host light manufacturing activities, with Palompon and Ormoc providing residential and commercial needs. In particular, the revival of the EVRGC, or a proposal for a similar center in Tacloban City, is desired due to proximity to a booming urban area, especially in light of the Tacloban North Permanent Resettlement Sites (supported by the Tacloban North Economic Framework), and in anticipation of logistics network development. Multi-institutional support to this endeavour shall be provided to ensure that needed infrastructure, logistics and personnel are made available.

There is also a need to push for the redevelopment of the Amihan Woodlands Township, which also remains non-operational. After all, the Amihan Township was declared as a Special Economic Zone through Presidential Proclamation No. 247 signed by then President Joseph Ejercito Estrada. The said economic zone is situated in the third district of Leyte where rural poverty is still present and could serve as the nexus of countryside development in the area.

There will also be continued preparation of agribusiness and manufacturing development roadmaps to identify sector-specific or industry-focused strategies to enhance the competitiveness of industries in the region. The PDP 2017-2022 provided a list of priority or potential sectors per region based on the national industry roadmap localization of the DTI-BOI. For Eastern Visayas, these include, other than copper, processed meat, processed marine, processed fruits, natural health products, and agribusiness. In particular to agri-



Figure 8.4 Operating PEZA Economic Zones, Eastern Visayas



based products, some of these include coco coir, coffee, cacao, banana, abaca, pili nuts, ginger, pineapple, jackfruit, bangus, mussel, seaweeds, and crabs. Industry development councils will also be strengthened for greater collaboration among the various stakeholders, which is seen to provide institutional support to commodity development and engender wider access to markets.

It is envisaged that the specific agribusiness and manufacturing roadmaps contain the desired market prospects of the region's key products as identified in the localized industry cluster. An example of the possible market where the region can penetrate is the Visayas, especially in Cebu, whose agriculture sufficiency levels remain low amid high consumer demand due to the large presence of business establishments. The region should also come up with a system detailing the baseline information of the existing markets of its products as an input later in identifying other domestic or foreign markets where demand is high. This, however, requires the corresponding infrastructure and logistics support and investments to lower transportation costs, which is a potential bottleneck in trading activities.

#### **b. Promote MSME development**

While the region is aiming at attracting large investments, it shall also push for the development of MSMEs. It is through MSMEs that entrepreneurship is fostered, monopsony is minimized, and small producers are empowered. MSMEs and big companies could also forge partnerships to strengthen supply chain. However, barriers like

low access to finance, technology and skills, and information gaps and difficulties in product quality and marketing must be addressed for MSMEs to substantially generate increased employment and higher incomes.

There shall be sustained support to MSMEs in various forms. Technical assistance that will be given may vary depending on the needs of MSMEs. Start-up enterprises could avail of trainings on business registration procedures, managerial skills, customer relations management, costing and pricing and market information. Existing MSMEs could choose from a more advanced trainings such as Good Manufacturing Practice (GMP), Total Quality Management, basics on exporting, trade fairs participation, among others.

Support to product development through enhanced packaging and labeling will result in better marketing of the priority products in the region, especially in the face of tight competition as markets are becoming highly integrated both at the domestic and international levels. Equally important is the updating of product quality to international standards through ISO accreditation.

To strengthen access to finance, the MSMEs will be provided with reasonable and affordable cost of obtaining loans through a simplified and streamlined procedure. The provision of Shared Service Facility (SSF), and the implementation of SET-UP, among other related projects, will be continued in the region to improve the productivity of MSMEs. The establishment of more Go Negosyo



Centers is also envisaged to efficiently cater to the needs of the MSMEs in the region.

The region could also explore the practicability of the proposed initiative at the national level to establish feasible domestic zones for MSMEs in accordance to law to integrate them with existing economic zone activities.

### c. *Promote and strengthen clusters of producers*

Strong value chain linkages require sustainable supply of inputs. Hence, there is a need to strengthen existing organizations of producers (e.g. agrarian reform beneficiary organizations) and cluster the fragmented ones through the promotion of cooperative development, block farming (i.e. sugarcane farms), among others (*see Chapter 7*). This is especially crucial to scale up production volume of priority commodities in the region, and further sustain the industry clustering strategy mentioned above. The region may push for a farmer entrepreneurship program, where farmer organizations are integrated in the supply chain and could partner with large enterprises (e.g. food corporations). It could learn from the success stories of organized clusters in Mindanao and Luzon, which put them in a better position to penetrate new and big markets and meet increasing consumer demand.

### 3. *Conduct aggressive investment promotion*

Conducting trade promotion activities with local and international business groups will be continued to enhance trade and investments. Investment

fora, trade expo, trade fairs and product development and branding will be conducted aggressively. Quad media (including social media) will be used and more IEC materials for specialized markets will be produced and distributed to widen information reach.

The preparation of investment briefs in any potential productive sector or for the proposed investment areas in the VSDF is also seen to facilitate the flow of investments, especially for the latter to build foundation in the medium-term as a springboard towards long-term development. Moreover, with the adequate economic infrastructure in place, the use of ICT-based technology such as a market information system will widen and increase access to production networks, to be adopted in the identified physical hubs for trade such as food terminals (*see Chapter 7*).

Investment promotion could be made specific. For instance, while priority shall be on the promotion of the region's identified key products to be pursued through industry clustering, the region could also promote other potential investments in sectors where they are highly needed in the region. This could be in relation to the socioeconomic problems in the region, the solution of which requires innovative approach in prioritizing and promoting investments. For instance, in the area of solid waste management, there is the prevailing challenge on the high cost of initial investments for the establishment of materials recovery facilities (MRFs) and sanitary landfills (SLFs), which are financially burdensome for LGUs to invest alone. One of the identified solutions is to innovate by means of partnership with

the private sector, where the latter provides for the basic services and can therefore profit from the same, while the government provides the enabling environment through incentives (*see Chapter 18*). This is an area where investment promotion is necessary, in order to inform the potential partners (e.g. recycling factories outside the region) of the possible investments in the region. Along this context, the region could also promote potential investments in the area of DRR/CCAM, especially in ensuring disaster-resilient infrastructure and facilities. After all, demand for this kind of services, where the private sector can fill in, is presumed to be present in a region highly vulnerable to disasters.

#### 4. Promote industry-responsive human resource development

The Higher Education Institutions (HEIs) and Technical Vocational Institutions (TVIs) should be more responsive to the skills needs of the industries in the region. This should be based on present and future demand. Strong coordination between the industry players and the education providers shall be institutionalized to ensure alignment of educational outcomes to job requirements. Expanding access to trainings and other means to improve competencies of labor such as through the Technical Vocational Education and Training (TVET) shall be pursued (*see Chapter 10*).

The HEIs' extension function could be maximized in providing skills development support. The HEIs should target small entrepreneurs in capacitating them with the needed skills, not just in the application and

sustainability of technologies, but as well as in the area of management and finance. This is especially crucial in successfully clustering producers through cooperatives, among other mechanisms, where entrepreneurial capacities are highly needed. Time and again, small or marginal farmers and fisherfolks, and other producers for that matter, are reportedly lacking with the essential agribusiness competencies.

There should also be programs that will enable women in the labor force to participate and contribute more to this skills build-up. Considering that women comprise a sizeable portion of the labor force, their potentials as contributors to business and economic growth should be fully honed and tapped.

#### 5. Increase access to and adoption of technology and facilities

To ensure innovative and competitive products, more intensive efforts will be exerted in the availment and adoption of new technologies offered by various government agencies in the local industries. Provision of processing and cold storage facilities, as well as innovation through ICT, among others, should be actively promoted. Setting up innovation hubs (e.g. food innovation hubs), technology business incubators (TBIs), shared facilities, among others, should be pursued in strategic areas, say in growth centers encompassed in the agribusiness and fishery development areas, or in the marginalized and poor communities with big potential for supplying raw materials, or in areas closer to possible markets outside the region (e.g.

western part of the region which is closer to Central Visayas).

The academe, especially the research universities in the region, can help in the development and promotion of technologies that are responsive to present and future industry needs, particularly along manufacturing. They could collaborate with industries in seeking the priority areas that will form part of the region's research and development (R&D) agenda. Similarly, results and outputs of the HEIs' R&D activities should also be disseminated or translated into viable and ready-to-use technology and facilities. Financing R&D may also be a shared venture between the academe and private industries (*see Chapter 15*).

## 6. Strengthen resiliency of industries to risks

It is appropriate that safety nets and risk protection be put in place to mitigate the adverse impact of unforeseen events, such as natural disasters, to the industries and MSMEs. The industries will be encouraged to comply with standards in their operations and ensure that they engage themselves with appropriate risk insurance that will aid them to hasten recovery.

## 7. Promote green growth in the context of industrial development

There is a need to continuously ensure ecological integrity as the region aims to increase and diversify its industries. The MSMEs, for instance, will be encouraged to promote the efficient use of utilities (i.e. power, water), adopt environment-friendly production processes, among others,

which would subsequently lessen the impact of their operations to the environment. Industrial operations, especially in heavy industries, should be always undertaken within approved standards vis-à-vis effects on air and water quality, among other considerations.

In particular to the mining industry, there is a need to protect the environment by stopping illegal mining activities and small-scale mining, and advocating for responsible mining, especially at the local level. Strict enforcement of the laws, coupled with strong support of the mining communities, will not only promote environmental sustainability but also ensure proper collection of fees, charges, and taxes from mining. Lobbying for the immediate passage of the Implementing Rules and Regulations of Executive Order (EO) No. 79 or the Philippine Mining Act of 1995 is needed to regulate mining activities and maximize the benefits gained by the LGUs. Moreover, in support of responsible mining, there is a need to strengthen monitoring of mining companies in the implementation of their mine rehabilitation plans (*see Chapter 18*).

In support of the realization of a green economy, which favors low carbon emission and efficient use of resources, green jobs across economic sectors shall be promoted. This is mandated by Republic Act No. 10771, otherwise known as the Philippine Green Jobs Act of 2016. Full implementation of the law should be undertaken (*see Chapter 18*).

## Major Programs, Projects and Activities (PPAs)

The following are the priority PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

1. Manufacturing Resurgence Program
2. Formulation of industry/commodity roadmaps
3. Roads Leveraging Linkages for Industry and Trade (ROLL IT) Program
4. Leyte Ecological Industrial Zone (LEIZ) Project
5. Project KAPATID
6. MSMED Program
7. Shared Service Facilities (SSF) Project
8. SME Roving Academy (SMERA) Program
9. DOST-Academe Technology-based Enterprise Development (DATBED) Program
10. Comprehensive Agricultural Productivity Enhancement (CAPE) Program
11. Manufacturing Productivity Extension (MPEX) Program
12. Small Enterprise Technology Upgrading (SETUP) Program-Innovation System Support
13. DA Agribusiness and Marketing Assistance
14. Mining Industry Development Program
15. Mineral Investment Promotion Program
16. Investment promotion activities, including marketing of existing economic zones
17. Revival of the EVRGC or preparation of a proposal for a similar PEZA-registered regional growth center
18. Development of the Amihan Woodlands Township
19. Development of other proposed economic zones
20. Information dissemination on available training programs directed to potential women trainees
21. Monitoring of inter-regional domestic trade of matured coconuts by the RDC VIII technical working group as a mechanism to track smuggling
22. Rehabilitation/improvement/construction of roads, airports and seaports that will support industrial development (e.g. Tacloban Airport, Babatngon Port, etc.)

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

1. Passage of RDC resolutions that support the following:
  - a. Passage of the National Land Use Act
  - b. Formulation and implementation of a National Competition Policy
  - c. Passage of an Ease of Doing Business Act
2. Support to liberalize the incentive regime by removing nationality and export-biases
3. Issuance of the Implementing Rules and Regulations of Executive Order No. 79 or the Philippine Mining Act of 1995
4. Formulation of the LIIC in all LGUs
5. Formulation and/or updating of Comprehensive Land Use Plans
6. Enforcement of the Magna Carta of Women, especially provisions that recognize women's rights, increase participation of women in economic activities, and empower the marginalized sector in particular
7. Strict enforcement of laws to ensure available supply of coconut as raw material for the coconut industry, viz:
  - a. RA 10593 or the Coconut Preservation Act of 1995, especially provisions that prohibit the cutting of coconut trees except in some cases
  - b. Laws against smuggling of matured coconuts (e.g. EO 1016, PD 930)
8. Enforcement of the revised Cabotage Law

09

Expanding Economic  
Opportunities in  
Services





# Expanding Economic Opportunities in Services

The Service sector provides a range of intangible goods that include transport, health, education, retail, tourism, and information and communications technology (ICT), among others. Hence, it plays a crucial role in enhancing economic growth and in generating employment in the region. The role of the region in the services landscape of the country is underscored in so many facets, primarily in its geographical advantage as a transshipment hub of goods between Luzon and Mindanao, thus, facilitates inter-regional trade and commodity flow.

Among the different service components mentioned above, Eastern Visayas puts premium on tourism. On account of the region's unique and diverse tourist attractions, tourism is identified as one of its development thrusts along with A&F and manufacturing in this medium-term. On top of the hefty revenues tourism has generated, it also promotes sustainability of and optimization of natural resources, especially in the rural areas, and in the process, brings about inclusive employment. Tourism also supports MSME development since the increase in tourist arrivals result in higher demand for products and services (e.g. food, logistics), which are primarily offered by MSMEs. Aside from tourism, ICT is also given importance because it is essential in enhancing efficiencies across productive sectors and in modernizing the economy. Thus, this chapter will focus on the role of tourism and ICT rather than the other service components.

## Assessment

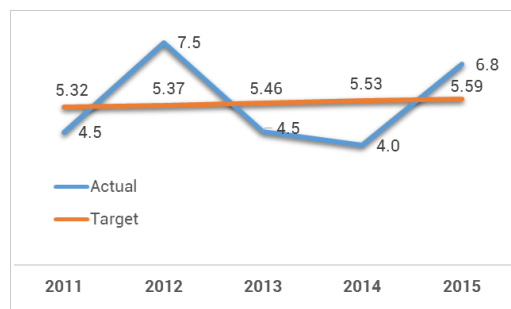
### Growth Trend

The Service sector leads in terms of percentage contribution to economic growth since it is the only sector that registered positive annual growth rates from 2011 to 2015 at an average of 5.4 percent. However, it only accounts for the second biggest share of the domestic output as measured by the GRDP, which is equivalent to about 40 percent.

The sector exhibited remarkable

performance in 2012 when it grew by 7.5 percent, exceeding the 5.4 percent target (*Figure 9.1*). This is attributed to the accelerated growths in the majority of its components. The Financial Intermediation sub-sector grew the highest due to increased number of banking and insurance branches and transactions. Value-added services from trading activities expanded by 10.2 percent as a result of the opening of major car dealers in the regional center, Tacloban City. The tourism and ICT industries also contributed to the

**Figure 9.1 Services GVA Growth Rates, Actual vs Target, Eastern Visayas, 2011-2015, at constant 2000 prices**



**Source:** PSA VIII, EV RDP 2011-2016 and Updated RDP 2014-2016

bullish performance of the sector for the year.

The Service sector also showed the same trend of surpassing the growth target in 2015 when GVA increased by 6.68 percent, making it the major economic growth driver in the year. Subsequently, it contributed the second largest share next to the Industry sector. A vibrant service-oriented economy was seen in the post-Yolanda period, primarily due to the multiplier effects of public and private spending for rehabilitation. Also contributing to the growth was the resumption of businesses, as well as opening of new establishments, most of which provided accommodation services and engaged in wholesale and retail trade; high domestic demand for construction materials; increased tourist receipts; among other factors. The transportation and logistics subsector had the highest growth driven by the increased cargo movement in both aviation and shipping industries.

Output per capita worker increased from 2010 to 2012, and subsequently declined in 2013 in the aftermath of Yolanda. Labor productivity in the Service sector on the average represented around 18 percent of that in the Industry sector. Women

comprise about two-thirds of the sector's workers.

## Tourism

The region has strength and potentials in tourism. Seven tourism development areas (TDAs) were promoted in the previous medium-term period - the highest in the Visayas cluster. These TDAs were identified on the basis of attractions, facilities, services, and accessibility. The TDAs facilitate the promotion of tourist destinations and the subsequent creation of tour packages (*see Table 9.1, and Figure 3.9 on Chapter 3*).

Tourism products offered in the region include nature tourism; history, heritage, religious and cultural tourism; sun and beach tourism; meetings, incentives, conferences, and events (MICE) tourism; diving and marine sports tourism; educational tourism; and cruise tourism.

Adventure tourism was promoted in 2013 with the opening of the Agas-Agas zipline in Sogod, Southern Leyte, albeit this was not sustained because of inadequate power supply, and inaccessibility of roads, which are often affected by landslides. Also part of adventure tourism was the launching of the Torpedo Boat Extreme Ride, a tour along the Marabut Rock Formation, and a visit to the Mangrove Safari of Pinabacdao, Samar as part of the Spark Samar campaign in 2015. Cruise tourism is the newest tourism package being developed in the region. It started with the cruise ship visits of Zergham expedition in Capul and Limasawa Islands and MS Europa 2 in Kalanggaman Island in 2012.

**Table 9.1 Tourism Development Areas (TDAs), Eastern Visayas**

TDA	DESCRIPTION
<b>1. Northeastern Leyte-Basey and Marabut Area</b>	This TDA offers a wide range of hotels and food centers, where accommodation establishments have amenities, attractions, activities, and souvenirs in place. This TDA includes the regional capital, Tacloban City, Palo and Tanauan. Famous historical sites are Sto. Nino Shrine and Heritage Museum and McArthur Landing Memorial Shrine in Palo, Leyte.
<b>2. Northwest Leyte Area</b>	This area offers best quality resorts, hotels, and food centers. Attractions in this TDA include nature activities like rafting, island hopping, ecological tripping, swimming, and snorkelling.
<b>3. Biliran Area</b>	Once merged with the Northwest Leyte Area TDA, the province of Biliran was declared as a separate and additional TDA in 2013 through Republic Act No. 10409 (An Act Declaring the Province of Biliran as a Tourism Development Area). The province prides itself with natural attractions that include white sand beaches, water springs, and waterfalls, among others.
<b>4. Southern Leyte Area</b>	Covering 12 municipalities and the city of Maasin in Southern Leyte, this TDA has lots of deep-seated coral reefs, thus, activities here include scuba diving and snorkelling. Whale shark watching is another attraction. This TDA is also a site for adventure tourism like bungee jumping and zip line.
<b>5. West Samar Area</b>	Attractions include Calbiga and Tinagoan caves. Calbayog City, included in this TDA, is dubbed as the City of Waterfalls. Found in this area are Lulugayan Falls, Pinipisakan Falls, Darosdos Falls, Pan-as Falls, and Ton-ok Falls.
<b>6. Eastern Samar Area</b>	This TDA offers swimming and snorkelling in its marine-bound and island destinations, and trekking in its forest-bound and waterfall spots. This TDA is inclusive of the Guiuan Group of Islands, declared as small island tourism zone, as well as Southeastern Samar covering all other municipalities of Eastern Samar.
<b>7. Northern Samar Area</b>	This TDA includes the Balicuatro Group of Islands and Pacific Towns. Activities under this TDA include scuba diving, snorkelling, and shark viewing. A primary attractive spot is Biri-LaRosa, which is a protected landscape and seascape. Biri showcases marvelous rock formations brought about by the waves of Sam Bernardino Strait. This TDA also offers best quality resorts, hotels, and food centers. Ideal nature activities are rafting, island hopping, ecological tripping, swimming and snorkelling.

Source: VSDF 2015-2045

Owing to its rich natural resources, the region therefore has potentials for ecotourism. In fact, it has 16 existing and potential ecotourism sites identified in 2012. If fully developed and promoted these will encourage inclusive and green

development in the countryside (*Table 9.2*). Previous efforts to promote the said sites, such as exhibits, were conducted in order to raise awareness on the ecotourism destinations in the region.

**Table 9.2. Existing and Potential Ecotourism Sites, Eastern Visayas, 2012**

ECOTOURISM SITE	PROVINCE/CITY
<b>Cuatro Islas Protected Landscape and Seascape (PLS)</b>	Leyte
<b>Guiuan Marine PLS</b>	Eastern Samar
<b>Biri-Larosa PLS</b>	Northern Samar
<b>Ulot River</b>	Samar
<b>Sogod Bay Dive Sites</b>	Southern Leyte
<b>Pan-as Hayiban PLS</b>	Calbayog City
<b>Mahagnao Volcano Natural Park</b>	Burauen, Leyte
<b>Amandaraga Falls</b>	Lawaan, Eastern Samar
<b>Calbiga Cave</b>	Calbiga, Samar
<b>Samar Island Natural Park (SINP)</b>	Samar, Eastern Samar, and Northern Samar
<b>Borongan-Llorente Closed Canopy Forest</b>	Borongan-Llorente, Eastern Samar
<b>Silago Closed Canopy</b>	Silago, Southern Leyte
<b>Mangrove Areas along Dupon Bay</b>	Isabel and Merida, Leyte
<b>Marabut Seascape/Marine Park</b>	Marabut, Samar
<b>Lake Danao Natural Park</b>	Ormoc City
<b>Sohoton Caves and Natural Bridge</b>	Samar

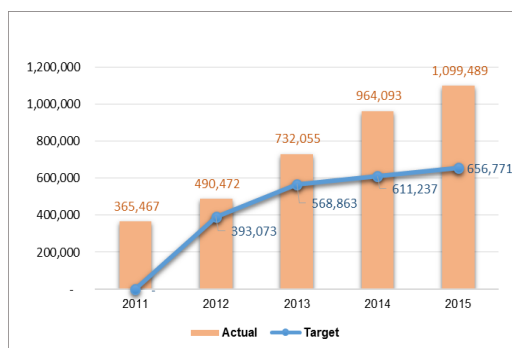
Source: Updated EV RDP 2014-2016

Previous assessment showed that the region's tourist destination areas are not fully developed and ready to serve demands of both domestic and foreign tourists since facilities and amenities have yet to be upgraded or established. In line with strengthening the competitiveness of the tourism subsector, particularly in ensuring standards in terms of amenities, facilities, and other services, the accreditation of tourism establishments is deemed necessary. However, as of 2015, only around two percent of the region's

tourism establishments were accredited with the Department of Tourism (DOT). Moreover, the number of accredited tourist transport remains low. In the same year, the development of road network to tourist destinations was also hampered by the slow or non-compliance to the Bottom-up Budgeting (BuB) requirements. It was reported that nearly 40 percent of the tourism-related infrastructure projects in 2014 have been completed while only 47 percent of the identified projects in 2015 are being implemented.

On the basis of tourist count, visitor arrivals reached 1,099,489 in 2015, three times higher than the tourist arrivals in 2011, and the only time the region reached the one million mark (*Figure 9.2*). Majority of the total arrivals were domestic while only four percent were foreign tourists. The significant increase in tourist arrivals could be attributed to the continuing tourism product enhancement and development, which paved the way for the opening of new tourism sites and establishments, and strengthening of the existing ones; promotions of tourism products and activities to include travel fairs; the international attention and visits of dignitaries, particularly after Yolanda; and the image rebuilding/back to business advocacy and attitude of the entrepreneurs in the region.

**Figure 9.2 Tourist Arrivals, Actual vs Target, Eastern Visayas, 2011-2015**



Source: DOT VIII

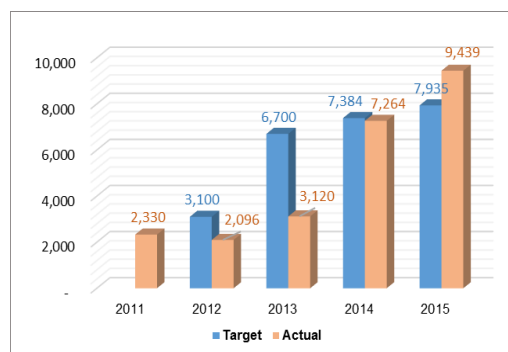
The region's main tourist foreign markets include the United States of America (USA), Japan, Taiwan, and China. By regional grouping, most of the foreign tourists from 2014 to 2015 came from North America.

Correlating the increase in tourist arrivals was the increase in total earnings gained from tourism activities in the same year, which amounted to PhP9.44 billion, thrice higher from the tourist receipts generated in 2011. The increase was due to the

growth in per capita spending for tourism services, which could be explained by the increase in the length of stay of tourists. As such, the Average Daily Expenditure (ADE) of international visitors for the year 2015 was recorded at PhP4,292, higher from the ADE of PhP3,984.52 in 2011. The Average Length of Stay (ALoS), on the other hand, registered at 1.98/2 nights, longer than the 2012 ALoS of 1.09/1 night. There was also improvement seen in the region's occupancy rate on the average, which increased from 37.3 percent in 2011 to 51.9 percent in 2015.

As the influx of tourists increased, most significantly after Yolanda, accommodation establishments in the region grew by 14 percent from 2012 from 2015.

**Figure 9.3 Tourist Receipts, Actual vs Target, Eastern Visayas, 2011-2015 (in million PhP)**



Source: DOT VIII

## Information and Communications Technology and Business Process Management (ICT- BPM)

At present, the region's ICT-BPM industry is still in the developing stage. In 2010, the region was able to attract start-up companies to operate in the PEZA-registered Leyte Information Communication Technology Park (LICTP)

in Palo, Leyte. These companies, assisted by the Provincial Government of Leyte and the Department of Science and Technology (DOST) through the Technology Business Incubator (TBI) Program for ICT, continued their operations until 2013 when Yolanda significantly damaged their infrastructure and facilities. Consequently, more than 5,000 workers working in the ICT industry lost their jobs.

The ICT industry in the region is slowly gaining progress in 2015 from its major setback brought about by the supertyphoon. In 2015, the LICTP resumed its operation with two locators involved in recruitment and deployment of land-based workers for overseas employment and web development and academic accounts.

Another newly operating PEZA-registered ICT Park in the region, the Leyte Mikyu Economic Zone in Palo, Leyte with an approved area of 22.26 hectares, hosts one locator — the Freight Process Outsourcing Solutions, Inc. (FPOSI), a non-voice BPO firm. The firm employs around 1,000 workers.

Initiatives towards ICT development in the region, such as the conduct of trainings and seminars, were jointly implemented by the different actors in the ICT subsector, which include DOST VIII, the Eastern Visayas Federation for Information and Technology (EVFIT), Leyte Tourism Investment Promotion Center, some national government agencies, state universities and colleges (SUCs), and the private sector.

## Summary of Challenges and Opportunities

### Tourism

#### 1. *Underdeveloped tourism destinations and products*

Although tourist arrivals and receipts have been picking up, a lot has to be done to make the tourist products and destinations in the region competitive and at par with the leading tourist destinations in the country. The identified seven TDAs are not yet fully developed. They still lack proper facilities and amenities while tourism promotion (e.g. infomercials) remains inadequate, which could be partly blamed to insufficient tourism investments.

There is also the challenge on weak connectivity to tourism areas and inadequate support facilities, resulting from a host of factors defined in terms

of physical infrastructure or otherwise. Many of the local roads in the region need improvement or rehabilitation. For instance, the need for access roads to tourist destinations was not fully addressed by the Tourism Road Infrastructure Prioritization Projects (TRIPP) implemented by the DOT, DPWH and LGUs. Some TDAs that need infra support have to pass first the qualification criteria to be able to avail of the projects. However, for those which were qualified, issues like slow downloading and lack of funds affected the project implementation.

Reliability and affordability of utilities that include water and electricity is another area that the region needs to improve on (*see Chapter 14*). There still remains inadequate communication/network facilities in key tourism sites,

which hamper tourism services.

Lack of local tour operators and accredited tourist transport operators also needs to be addressed. Only the cities of Ormoc and Tacloban have active operators and most of them do outbound ticketing rather than ground handling. For the transport sector, there is a big vacuum to be filled since there is a reported overpricing of active operators on their clients and the weak linkage between tour operators and transport operators.

Weak tourism promotion and advertisement manifested by the absence of a website, brochures and other promotional collaterals and materials also impede the competitiveness of the tourism subsector in the region.

The regional integration seen in the AEC will enhance competition across countries, thus, offers vast opportunities for the tourism subsector to improve. This could drive the need to explore and diversify tourism products and/or packages. The region could take advantage of the gains reaped in the tourism subsector, most especially after Yolanda, during which the influx of humanitarian assistance corresponded with an increase in tourist arrivals. There is opportunity seen in the region being the show window for post-disaster rehabilitation, which may continue to draw attention of visitors. National initiatives, which aim to sustain the momentum of tourism marketing (e.g. promotion of Visit the Philippines Year in 2015), will also augur well for the image building campaign at the regional level.

As the country enters into what is called the *Golden Age of Infrastructure* under the current administration, there is an opportunity for infrastructure development in the region, especially in the implementation of projects that enhance inter-island connectivity, and improve access to remote areas where tourism potentials abound.

The integration of ICT through various channels of media as part of promotional initiatives, as well as through other tourism services, will also boost the competitiveness of the tourism subsector, which is crucial in this age of globalization.

## 2. Weak tourism governance and human resource capabilities

Although some LGUs have shown considerable support to further develop the tourism subsector, the challenge remains in strengthening partnership across sectors. After all, definite support, especially within the tourism community, is essential in developing the tourism potentials of the region.

Reports suggest that tourism potentials have not been fully honed at the local level. This could be due to lack of funds or inadequate support to address human resource needs. In most instances, there is still the absence of a permanent tourism officer and in the deployment of tourist police, medical personnel, etc. in the tourism sites. Also, timely and proper recording of data on tourist arrivals at the LGU level is not institutionalized. Such data would have been an important input in development planning.



The enabling environment of the LGUs must be improved, particularly in legislating tourist-friendly ordinances such as regulating transport fares and requiring the resort and hotel operators as well as restaurant owners to comply with tourism standards set by the DOT and other concerned agencies.

Lack of skilled tour guides and frontliners again limits the development of the industry. Although capability-building trainings have been conducted by the DOT, many of the trainees move on to more lucrative jobs for financial reasons. In certain cases, some proprietors of tourist establishments also tend to disregard and sacrifice standards by getting service providers who are ill-trained because they cannot afford the services of trained personnel.

## ICT-BPM

### 3. *Underdeveloped talent pool for ICT-BPM companies*

The region is beset with issues on labor and industry mismatch in particular to ICT. It is either the available manpower do not have the right skills or qualifications for the job, or they do not possess the needed skills at all.

Previous assessment showed that the weakness of the graduates in corporate English is another issue that confronts the ICT-BPM industry, particularly in the voice-BPO industry.<sup>2</sup> This has become apparent in the region's low

hiring rate of call center companies during a series of job fairs. The tendency of brain drain is also present, especially with the migration of skilled labor force to areas where the ICT industry is established (e.g. Cebu City).

The region could maximize its potentials and strengths in human resources. As of 2015, graduates of IT-related discipline alone comprised around 10 percent of the total number of graduates in the region. The academic community could also be tapped as a strong partner in enhancing skills and competencies, especially in response to industry needs. This is in view of the 92 higher education institutions (HEIs) in the region, which include 10 SUCs - the third highest in the country.

### 4. *Limited scale of the ICT subsector*

Despite the incentives provided by the two existing ICT Parks in the region, limited ICT-BPO companies locate in the said zones. Reasons limiting the industries could be the high cost of connectivity for investors in BPO and the limited capable human resource.

Another issue confronting the industry is the lack of private investments in the build-up and expansion of the ICT infrastructure networks to offer better and innovative services to the public. Providing an adequate infrastructure is a challenge due to the increasing demand for high speed and high capacity voice, video, and data services and applications.

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<sup>2</sup> *Eastern Visayas ICT Roadmap 2012-2016*

The enabling environment also needs to improve because coordination between and among the various components within the ICT ecosystem, such as small, home-based workers offering outsourcing services, remains loose.

The creation of the Department of Information and Communications Technology (DICT), mandated by RA 10844, offers an opportunity in ensuring

convergent initiatives and closer attention to address the challenges in the ICT landscape of the country. With this, resources needed to meet the ICT needs will be adequately provided (e.g. reliable and cost-efficient ICT infrastructure), especially that the DICT is mandated to develop and promote a National ICT Development Agenda.

## Strategic Framework

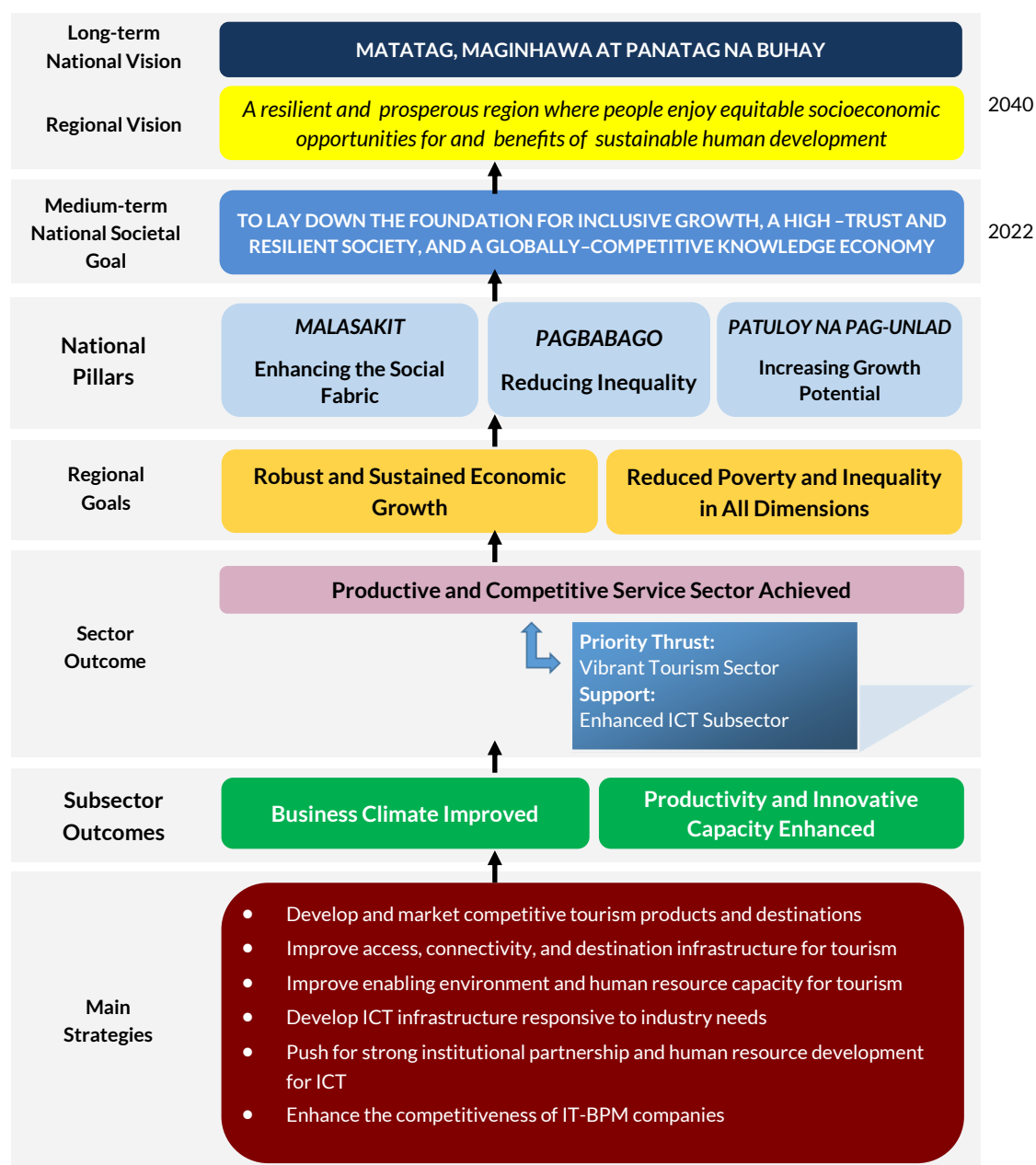
In order to sustain and accelerate economic growth, the region endeavors to scale up the productivity and improve the competitiveness of the Service sector. It is primarily through job creation (*Trabaho*) and enterprise development (*Negosyo*) that the number of and access to economic opportunities in the Services sector will expand.

While the sector itself is diversified, the region's priority thrust shall center on the tourism subsector, in view of its potentials as well as the role it plays in inducing an inclusive development, particularly in the countryside. The region, after all, has many tourism products to offer. Nonetheless, in support of the national societal goal in particular to build the foundation for a

competitive knowledge economy, it is also vital to improve the ICT subsector. ICT services will enhance the productivity of the Service sector itself and all the other productive sectors.

It is envisaged that a conducive business climate and enhanced productivity and innovative capacity will form part of the foundation towards the attainment of a productive and competitive Service sector. Towards this end, there is a need to develop tourism products and destinations; improve connectivity facilities and infrastructure, as well as develop ICT infrastructure; and ensure an enabling environment through strong institutional coordination and enhanced human resource capabilities.

Figure 9.4 Strategic Framework for Services



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 9.3 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

**Table 9.3 Service Sector Targets, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS							END-OF-PLAN	
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	TARGET		
Services GVA growth rate (at constant 2000 prices)	2015	6.8	6.5-6.9	7.0-7.1	7.2-7.3	7.4-7.5	7.6-7.7	7.8-8.0	6.5-8.0		
Service sector output (in billion PhP)	2015	63.77									
Low			67.92	72.67	77.90	83.67	90.02	97.05	97.02		
High			68.17	73.01	78.34	84.22	90.70	97.96	97.96		
Employment generated from the Service sector (in number)	2015	446,862	469,205	492,665	517,299	543,164	570,322	598,838	598,838		
Labor productivity in the Service sector, (in PhP per worker)	2015	142,987	145,289	148,194	151,440	155,046	159,033	163,577	163,577		
Total tourist receipts (in billion PhP)	2015										
Foreign tourists	2015	0.38	0.53399	0.665	0.84	1.15	1.55	2.06	2.06		
Local tourists	2015	9.06	13.29	18.08	24.89	37.04	54.79	79.3	79.3		
Visitors/tourists arrivals (in number)											
Foreign tourists	2015	44,336	48,770	53,647	59,011	67,273	74,000	132,387	132,387		
Local tourists	2015	1,055,149	1,160,664	1,276,730	1,404,403	1,544,844	1,699,328	3,150,658	3,150,658		
Primary tourism establishments (in number)											
Accommodation	2015	498	548	602	663	730	802	882	882		
Tourist transport	2016	32	34	35	37	39	41	43	43		
Travel and tours	2016	13	14	16	17	19	21	21	21		
Tour guides	2016	18	19	19	19	19	20	20	20		
Trainers	2015	1	1	1	1	1	1	1	1		
Agri-tourism	2016	1	1	2	2	2	2	3	3		

Table 9.3 Service Sector Targets, Eastern Visayas, 2017-2022 (cont.)

INDICATOR	BASELINE		ANNUAL PLAN TARGETS							END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022		
Accredited primary tourism establishments (in number)										
> Accomodation	2016	12	52	55	58	61	64	67	67	
> Tourist transport	2016	4	17	18	19	20	20	21	21	
> Travel and tours	2016	7	9	9	10	10	11	11	11	
> Tour guides	2016	18	19	19	19	19	20	20	20	
> Trainers	2015	1	1	1	1	1	1	1	1	
> Agri-tourism	2016	1	1	2	2	2	2	3	3	
Secondary tourism establishments (in number)										
> Specialty shops	2015	3	3	3	3	4	4	4	4	
> Restaurants	2016	1	1	2	2	2	3	3	3	
Accredited secondary tourism establishments (in number)										
> Specialty shops	2015	3	3	3	3	4	4	4	4	
> Restaurants	2016	-	1	2	2	2	3	3	3	
ICT-BPM jobs (in number)	2015	2,000	2,500	3,000	3,500	4,000	4,500	5,000	22,500	
> Voice										
> Non-Voice										
ICT-BPM Parks (in number)	2015	2	2	2	3	3	3	4	4	
Locators in ICT-BPM Parks (in number)	2015	3	5	7	9	11	13	16	16	
Locators outside ICT-BPM Parks (in number)	2015	13	16	19	22	25	28	32	32	
Hiring percentage of applicants in ICT-BPM industry(%)	2015	5	10	10	10	15	15	15	15	

## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals and thrusts.

### Tourism

#### 1. *Develop and market competitive tourism products and destinations*

The region's tourism development shall anchor on the implementation of the successor Eastern Visayas Regional Tourism Roadmap 2017-2022, the regional counterpart of the medium-term National Tourism Development Plan. The region shall pursue the development of its attractions (e.g. TDAs), including the provision of quality and adequate facilities and services. It will also strive to follow the internationally accepted standards as bases for its development. The standards should take into account cleanliness and waste management system, promotion of cultural values, and good customer relations.

The conceptualization and development of tourism products (e.g. range of tourism services) need to intensify in order to boost the competitiveness of the region's tourism subsector, thus, provide economic opportunities to more people. Competitive tour packages and products should also promote seamless travel and quality visitor experiences. The eco-cultural-historical-culinary products in all identified tourism circuits of the region shall be promoted as *special interest* and themes. Cultural mapping in cities/towns with strong cultural/heritage traditions will

be done. In line with strengthening inter-sector linkages, farm tourism shall be promoted, especially in municipalities or cities with the presence of and potential for agricultural development. For instance, agri-tourism can be explored and pursued in the proposed agribusiness and fishery development areas to increase value-adding activities (*see Chapter 7*). This comes promising in light of the enactment of RA 10816 or the Farm Tourism Development Act of 2016. Agri-tourism is also consistent with the promotion of green growth in the context of tourism development, which encourages reduction of environmental impact and preservation natural resources, as well as promotion of green jobs (*see Chapter 18*). Development of ecotourism sites, especially those already identified, and the subsequent packaging and promotion of the same, should also be adopted. The region should also promote *remembrance tourism*, showcasing the post-Yolanda memorials and landscape, including the rehabilitation and reconstruction efforts as seen in disaster-resilient infrastructure and facilities, and other success stories from Yolanda-affected communities that were able to rebuild and recover.

Aggressive tourism promotion shall be pursued. The development of IEC materials like brochures, flyers, electronic advertising panels in key locations (i.e. Tacloban DZR airport, other airports, ports) will be prioritized

to provide information on what the region can offer. Promotional materials that will be developed should be geared towards a specific market. A regional tourism website will be developed to promote various tourist destination and services. Audio-video presentations and short films will be produced for the respective TDAs. Bloggers/trendsetters will be invited to the region to enable the region's tourist destinations to be visible online. Support from the academe is also needed in line with tourism promotion. Alongside integrating tourism appreciation and awareness in school curriculum, schools, especially HEIs offering tourism courses, will also be tapped for tourism-promotional activities.

The region will expand market linkages by participating in international and national travel fairs, conventions, exhibitions, meetings and festivals so as to penetrate new markets.

## 2. *Improve access, connectivity, and destination infrastructure for tourism*

The region will pursue the continuous development of its infrastructure system to promote the tourism subsector. Providing a transport link (land, sea, air) for ease of movement of both people and goods would sustain tourism growth and stimulate the development of more businesses in the region (*see Chapter 14*). It will continue to upgrade the existing secondary airport and push for the operationalization of other airports in the region. It will also improve the frequency, quality, and safety of all transport services. Construction and upgrading of roads leading to tourism

areas will be implemented through the Tourism Road Infrastructure Prioritization Projects (TRIPP).

There is a need to strengthen partnership with transport service providers so as to provide competitive rates of transport services. Coordination with the LTFRB, LTO and LGUs will be done to regulate rates and promote safety of the commuters.

With power being one of the essential utilities needed to sustain the growth of the tourism subsector, the high rates of electricity prevailing in the region could deter the sustainability of tourism services. Thus, there is a need to explore the feasibility of developing other sources of energy, preferably renewable energy, such as hydro, solar, wind, which could be a win-win solution since these have lower impact to the environment. Policy interventions in lowering power costs, to be achieved through institutional coordination, shall also be supported and pursued. Reliable and faster communication and internet connectivity will be promoted through dialogues with telecommunications companies (TelCos) and other telecommunications developers and also by exploring funding support from international community (*see Chapter 14*).

## 3. *Improve enabling environment and human resource capacity for tourism*

Governance, through strong institutional collaboration, is necessary to provide an enabling environment for the tourism subsector. Towards this end, there is a need to harmonize



the roles and responsibilities of the DOT and the LGUs in tourism planning, development, marketing and regulation by improving institutional mechanisms at the regional and local levels. The LGUs will be encouraged to establish their Local Economic Investment Promotion Office (LEIPO) and tourism offices. The Local Investment and Incentives Code (LIIC) as a means of investment promotion, and a databank of tourism attractions, destinations, products and services for tourism development, shall be pursued. A baseline of existing tourism areas and services is necessary to be able to identify the problems in terms of infrastructure and facilities, market promotion, among others, in specific tourism areas, which will subsequently dictate the appropriate interventions needed. To rationalize area-based tourism development, including investments, promotion of TDAs or individual tourism sites shall find its way into the PDPEP at the provincial level and the CLUPs at the city or municipal level. Thus, updating these plans, especially the latter, is necessary (*see Chapter 17*).

Strong partnerships with the business groups must be realized so as to achieve the collective goal of tourism development as a catalyst of economic growth and poverty reduction, especially in the countryside. Formulation of policies in relation to tourism, as well as planning mechanisms, have to be enhanced through coordination with the government, private sector, and academic institutions. The government must provide the mechanism through which issues involving the private sector (e.g. regulating transport fares, compliance to accreditation standards) will be closely studied and discussed.

Skills development shall be pursued to enhance the productivity of workers in the tourism subsector. Continued skills training will be conducted by the DOT to develop a competent, well-motivated and highly-productive tourism workforce. In support of the marketing strategy previously mentioned, skills trainings (hard and soft skills) will be regularly conducted to develop and upgrade the tourism service providers on the appropriate skills expected of them. These include trainings on festival development and management, customer care and skills development, financial management and business opportunity (for people's organization-managed destinations), community organizing, guideship, entrepreneurship and livelihood-related trainings, and the like. This will help ensure better customer satisfaction that would generate positive word-of-mouth, repeat visits of tourists, and attract more visitors. Tie-up with TESDA in the establishment of TESDA skills assessment centers and a skills recognition system will also be pursued.

Human resource development that recognizes women's rights, and further encourages labor force participation of the marginalized sector, should be always observed..

## ICT-BPM

### 4. Develop ICT infrastructure responsive to industry needs

A disaster-resilient and reliable infrastructure, especially communication and internet connectivity, will be given priority (*see Chapter 14*). Regular dialogues with

TelCos and other infrastructure developers will be done. The government, in strong partnership with the private sector, could explore funding support of the international community to revive the TBI, provide better infrastructure, and address the manpower development needs.

Provision of ICT-based/related services should be especially intensified in areas where these are inadequate or absent.

#### **5. *Push for strong institutional partnership and human resource development for ICT***

Strengthening institutional coordination (e.g. national government, LGUs, and the private sector) is necessary to improve ICT services in the region, especially in harmonizing efforts and other interventions pertinent to ICT. As a catalyst of initiatives for the development of the ICT subsector, the existing industry councils such as the Regional ICT Council, EVFIT, Northern Samar ICT Council, among others, will be strengthened. EVFIT will serve as the one-stop shop for IT-BPM industry in the region. The region will also forge strong and productive partnerships with the successful industry councils of other regions in order to adopt best practices and measures that foster ICT competitiveness replicable in the region.

Human resource capacity in ICT shall be honed, especially for the potential labor entrants. The benefits of an industry-academe partnership shall be maximized. At the level of the academe, there is a need to ensure a

highly competent teaching force. Skills will be upgraded together with the updating of the school curriculum. Participation in trainings, workshops and dialogues offered by the industries and academe will be promoted. It will be a venue to determine areas that have learning and development opportunities and acquire new and innovative ways of teaching.

The region will also strive to have ICT/IT-BPM industry standard certifications among graduates as a way to check the quality of instruction of academic institutions. It will be promoted to raise the quality of the incoming workforce to the industry. To increase the absorption of graduates by the BPO industry, ICT curriculum should match the skills and other areas required by industries. Competency of graduates could be addressed by TESDA-registered institutions offering Finishing Courses on Call Center services. The academe will be encouraged to establish more speech laboratories, immersion of trainers with industries and initial modification of some curricula.

High-growth subsectors of the ICT-BPM industry, such as in non-voice BPOs, could be enhanced. Along this area, in partnership with the government and the academe, it is necessary to conduct advocacy for and trainings in computer programming, creative animation and game development, among others, especially at the LGU level. These ICT courses may require corresponding scholarships to attract more enrollees.

## 6. Enhance the competitiveness of ICT-BPM companies

The region will support the existing IT-BPM companies, including the online freelancers by broadening talent pool, ensuring better business environment, and promoting investment incentives. A TBI for IT-BPM companies with a pool of mentors will be established. Other subject-matter experts and high performing individuals on this field will be tapped. Regular IT Expos with national exposure and technology boot camps will likewise be conducted to

develop technopreneurs and pool of investors.

The multi-sectoral collaboration, as a strategy mentioned previously, is needed to collectively develop and launch campaign initiatives to increase local investments in ICT (e.g. advocacy of incentive mechanisms). Coordination with LGUs is needed as an active partner in the vision of developing the local IT-BPM industry and spreading its economic potentials and benefits to the countryside.

## Major Programs, Projects and Activities (PPAs)

The following are the priority PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

- |   |   |
|---|---|
| 1. Tourism planning services program                              | 10. e-Civil Servants  |
| 2. Tourism regulation services program                            | 11. Next Wave Cities  |
| 3. Tourism manpower services program                              | 12. ICT Enabled Startup   |
| 4. Tourism Road Infrastructure Priority Projects (TRIPP)          | 13. Technology for Education, Employment, Entrepreneurs, and Economic Development (Tech4ED) |
| 5. Rehabilitation and improvement of roads, airports and seaports | 14. Rural Impact Sourcing   |
| 6. National connectivity  | 15. Juan, Konek: Free Wi-fi Internet Access in Public Places Project                        |
| 7. ICT Ecosystem Development                                      | 16. Stepping-up the Value Chain Program   |
| 8. e-Filipino (e.g. community e-centers)                          |   |
| 9. e-Government Harmonization                                     |   |

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

1. Passage of RDC resolutions that support the:
  - a. Passage of the National Land Use Act
  - b. Passage of an Ease of Doing Business Act
  - c. Passage of the Samar Island Natural Park (SINP) Act
2. Adoption and implementation of the successor National Tourism Development Plan at the regional level
3. Adoption and implementation of a localized National ICT Development Agenda
4. Passage of ordinances regulating transport fares and enjoining the compliance of tourism establishment owners and/or operators to the accreditation requirements of the DOT
5. Formulation and adoption of LIICs
6. Enforcement of the Magna Carta of Women, especially provisions that recognize women's rights, increase participation of women in economic activities, and empower the marginalized sector in particular

# 10

## Reducing Inequality in Opportunities for Human Development



# Reducing Inequality in Opportunities for Human Development

This chapter will focus on human resource, both as means and end to development. It provides the framework on how Eastern Visayas will be able to reduce inequalities in human development outcomes and improve its human capabilities through improved health and nutrition and expanded lifelong learning opportunities for all. This is an utmost concern in light of the region's current socioeconomic situation, wherein so much improvement has to be done. Human capital build-up is highly critical in the productive sectors of the region, considering that people are the greatest resource. This is precisely the reason why reducing inequality in opportunities for human development has been identified as one of the main strategies in this RDP.

## Assessment

Continuous reforms in health and education have so far not succeeded in adequately addressing the persistent problem of human inequalities in Eastern Visayas. Some major indicators in the RDP 2011-2016 generally improved but missed the set targets. Progress has been slow.

### Human Development Index (HDI)<sup>1</sup>

Based on the latest (2012) Human Development Report, the HDI score of the provinces in Eastern Visayas was slightly lower than the national HDI of 0.644. Among the three key dimensions of

human development, the region was, on the average, almost at par with the national education index though lagged behind in terms of life expectancy and income (*Figure 10.1*). This means that the people of Eastern Visayas have lower income and shorter life expectancy.

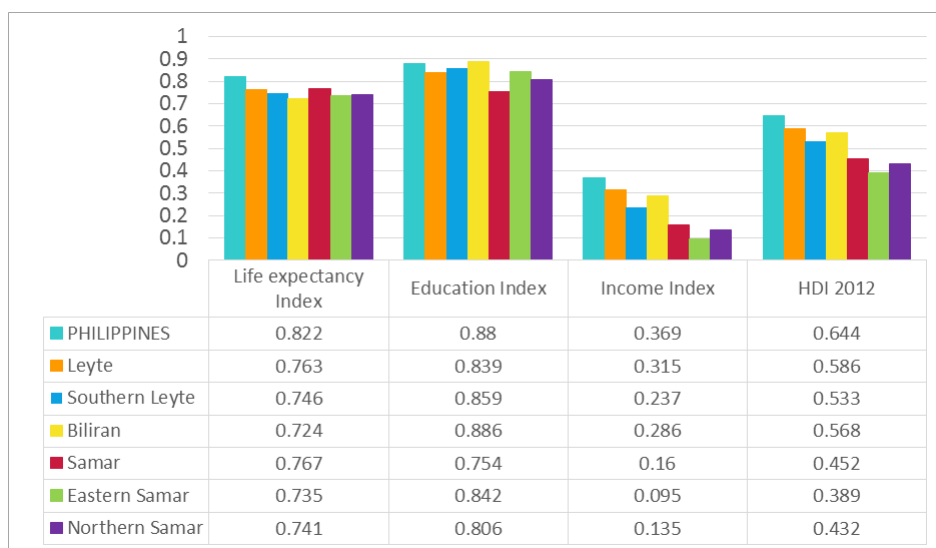
Among the provinces, Leyte scored the highest HDI in the region at 0.586 and Eastern Samar the lowest at only 0.389. Pulling Eastern Samar down was its very low income index score of only 0.095 (PhP25,660 per capita income), a far-cry from Leyte's 0.315 (PhP45,083 per capita income), and the national income index of 0.369 (PhP49,903.00 per capita income).

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<sup>1</sup> The ideal HDI score is one. According to the United Nations Development Program (UNDP), the Human Development Index (HDI) is a summary measure of average achievement in key dimensions of human development: a long and healthy life, being knowledgeable and have a decent standard of living. The HDI is the geometric mean of normalized indices for each of the three dimensions. (<http://hdr.undp.org/en/content/human-development-index-hdi>) Accessed on 31 January 2017.



**Figure 10.1 Human Development Index, Philippines, Eastern Visayas, 2012**



Source: PSA

As of 2012, life expectancy at birth in general in the provinces of Eastern Visayas was significantly lower than the national average of 73.4 years. Among the provinces, Samar posted the highest life expectancy at 69.8 years, though 3.6 years lower than the national average. Biliran had the lowest at 67.1 years.

Eastern Visayas consistently achieved its Plan target to keep infant and under-five mortality rates below 17 and 25.5 per 1,000 livebirths, respectively. In 2015, infant and under-five mortality rates were notably low at only 6.85 and 9.53 per 1,000 live births, respectively.

On the other hand, maternal mortality rate remained consistently high between 2011 and 2015, although a better trend was noted between 2013 and 2015. From 128.84 per 100,000 live births in 2013, it went down to 98.87 in 2015. Though decreasing, this is still far from the RDP 2015 target of 52 and the MDG target of 56.5. This could be attributed to: 1) low percentage of births attended by skilled health personnel at only 89.88 percent in

2015, short of the MDG target of 100 percent; 2) low percentage of facility-based normal deliveries at only 88.49 percent in 2015, also behind the MDG target of 100 percent; 3) poor health-seeking behavior of pregnant women as only 59.21 percent of pregnant women submitted to four pre-natal check-ups, way below the RDP target of 85 percent; 4) very low contraceptive prevalence rate (all methods) in Eastern Visayas at only 43.57 percent; and 5) use of modern methods placed at only 37 percent, despite 2015 survey results showing that the most preferred contraceptive are pills and injectables, and 24.8 percent still use traditional methods. The low contraceptive use may be attributed to the weak family planning service delivery network and restricted access and choice of those living in Geographically Isolated and Disadvantaged Areas (GIDAs).

Universal health care is also sub-optimal with the coverage of the National Health Insurance Program (NHIP) at only 93 percent in 2015, seven percent lower than the RDP target of 100 percent. This is despite the issuance of Philhealth Circular

No. 34, s. 2013 mandating payment for the hospitalization of all Yolanda survivors, members and non-members alike, who need medical or hospital care (*see Chapter 12*).

Despite the passage of Responsible Parenthood and Reproductive Health (RPRH) Act of 2012 (RA 10354), young adolescent girls who become teenage mothers were getting younger. This is aside from the fact that the percentage of young mothers was up by 8.6 percent, from 8,425 in 2011 to 9,155 in 2014. The 2013 Young Adult Fertility and Sexuality Study (YAFSS4) revealed that in Eastern Visayas, 9.7 percent of females aged 15-19 were already mothers, 2.1 percent of females aged 15-19 were pregnant with their first child at the time of the survey, and 11.8 percent of females aged 15-19 have begun childbearing.

Gaps in reproductive health outcomes may be attributed to the temporary restraining order (TRO) issued by the Supreme Court (SC) that restricts the Food and Drug Administration (FDA) from granting recertification of reproductive products and supplies and procuring, selling, distributing, dispensing or administering, advertising or promoting, Implanon and Implanon NXT. The TRO threatens the intention of the family planning program to address the unmet need for modern contraceptives, thus, may constrain the reduction of maternal deaths.

Moreover, it took some time before the region's typhoon-damaged 51 government hospitals, 56 rural health units (RHUs) and 152 barangay health stations (BHSs) were reconstructed and became functional again through the Health Facilities Enhancement Program (HFEP). Currently, there are 51 government-owned and 32 privately owned hospitals in Eastern Visayas, with an

average bed-to-population ratio of one bed per 1,532 population, still below the standard ratio of 1:1000.

As of 2015, there were 831 BHSs and 168 RHUs in the region, which altogether cover only 23 percent of the barangays in the region. This means that one RHU caters to an average population of 26,000, while one BHS caters to an average population of 5,265. Another RHU can be added in more populated municipalities and two or three BHSs per municipality. Although the number of RHUs and BHSs seem low, other areas without RHU and BHS have hospitals, specialized care clinics, and health stations/units making health accessible and available in most barangays regionwide. Low-cost and high quality drugs are made available by 88 *Botika ng Barangay* spread across the region.

An attempt to resolve the shortage in health personnel was made by the government through the DOH Nurse Deployment and *Doctor to the Barrio* programs or the *Leaders for Health* initiative. The region has exceeded the standard manpower to population ratio for nurses and midwives but not for physicians, dentists, nutritionists, and barangay health workers (*Table 10.1*).

**Table 10.1 Ratio of Health Personnel to Population, Eastern Visayas, 2015**

HEALTH PERSONNEL	NUMBER	PERSONNEL TO POPULATION RATIO	STANDARD
Physicians	167	1:26,200	1: 20,000
Dentists	83	1:52,717	1: 50,000
Nurses	555	1:7,884	1: 20,000
Midwives	986	1:4,433	1: 5,000
Nutritionists	4	1:1,093,869	1: 20,000
Barangay Health Workers	17,502	1: 250	1:20

Source of basic data: DOH VIII

## Nutrition

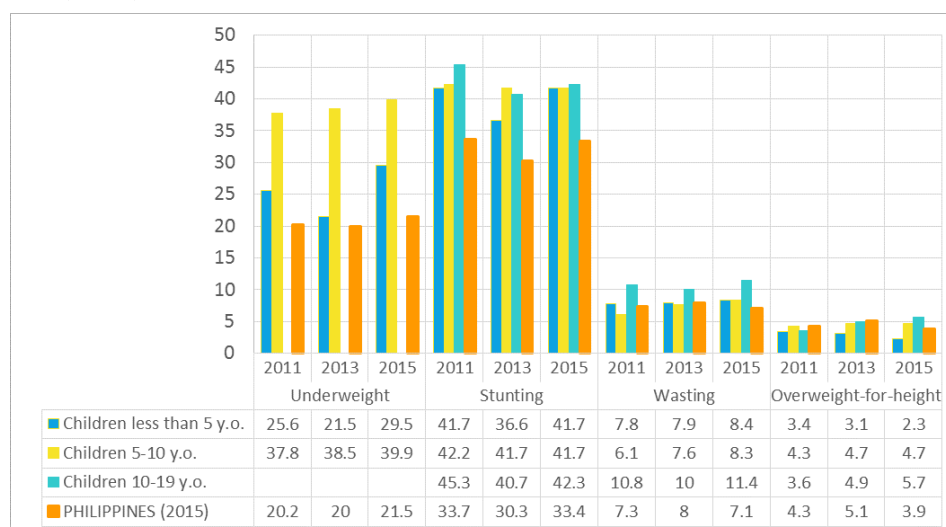
Eastern Visayas is plagued by the double burden of malnutrition, that is, undernutrition and overweight/obesity. As with the rest of the country, the region failed to reach the MDG goal of halving the prevalence of child malnutrition. The proportion of undernourished children aged zero to 19 years has been consistently high from 2011 to 2015, significantly higher than the national prevalence rate for underweight, stunting and wasting (*Figure 10.2*).

Based on the magnitude and severity cut-off points established by the World Health

Organization (WHO), the 2015 prevalence of underweight children in the region was high (20-29%), and stunting very high (>40%). Prevalence of wasting among children less than 10 years old was placed at a low percent (5-9%). Among those aged 10-19 years, however, wasting was serious (10-14%).

In 2015, three out of 10 under-five children were underweight, four out of 10 were stunted, and eight out of 100 were wasted. Among children aged five to 10 years, four out of 10 were underweight, four out of 10 were stunted, and eight out of 100 were wasted. Whereas, among pre-adolescent and older children, four out of

**Figure 10.2 Prevalence of Malnutrition among Children, Eastern Visayas, 2011, 2013, 2015**



Source: DOST-Food and Nutrition Research Institute

10 were underweight and one out of 10 was wasted.

Seven of the 10 nutritionally depressed municipalities (NDMs) in the region are in the province of Samar, namely: 1) Matuguinao, 2) Gandara, 3) Pagsanghan, 4) Sta Margarita, 5) San Jose de Buan, 6) Almagro, and 7) Sto. Niño. The three others are scattered in other provinces. These are: 1) San Roque, Northern Samar; 2) San Miguel, Leyte; and 3) San Policarpo, Eastern Samar. Based on this geographic distribution, it is apparent that of the 10 NDMs, nine are in Samar Island.

The problem of high undernutrition is a result of the interplay of many factors. These include, poor caring capacity of parents/caregivers, food insecurity due to poverty and other factors, presence of infectious diseases, among others. The dismal nutrition outcomes in the region can also be attributed to the sub-optimal breastfeeding practices of lactating mothers in the region. According to the 2014 Nutrition Survey using SMART Methodology, 14 percent of infants 0-23 months were never breastfed and 41 percent of infant less than six months were given infant formula. This is opposed to the prescribed exclusive breastfeeding for the first six months of age. Moreover, coverage of full immunization among children in 2015 was low (73.78%) in 2015. This was 1.21 percentage points lower than in 2011, despite the mandatory infant and children immunization (per RA 10152 of 2011). Low percentage of households with access to sanitary toilet facilities (74.18%) denotes a non-hygienic environment, which facilitates the spread of infectious diseases. In terms of safe water, access by households was high at 90.16 percent, exceeding the MDG target of 88 percent. Yet, diarrhea was listed as the sixth leading cause of mortality among infants, and

ninth leading cause of morbidity in 2015.

The other form of malnutrition in the region is overweight/obesity, coupled with chronic energy deficiency, particularly among adults aged 20 years and up. Though at relatively low levels, overweight/obesity has been steadily increasing over the years, specifically among children five to 10 years old, particularly in the provinces of Leyte, Southern Leyte, and Eastern Samar; and among adolescents or older children aged 10-19 years old in Leyte, Southern Leyte, Eastern Samar, and Northern Samar.

In 2015, 32 percent of the adult population, or one out of three, are overweight/obese. Ironically, eight out of every 100 are deficient in micronutrients, such as vitamin A, iodine, and iron.

The emerging overweight problem in the region is an indication that malnutrition is not affected solely by poverty but also by other factors, such as sedentary lifestyle and poor eating habits (e.g. fastfood mania, low vegetable consumption). It is no wonder why lifestyle-related diseases have become the leading causes of mortality and morbidity in the region. In 2015, hypertensive cardio vascular disease was the number one cause of death and the third cause of morbidity. Meanwhile, endocrine disorders (i.e. diabetes melitus) was the sixth leading cause of mortality. Poor nutritional status is associated with high mortality rate and severe health risks. It can also affect the mental capacity of children, which later may have far-reaching effects on their productivity as adults.

TB is the most common co-infection of HIV. Although the prevalence of TB significantly dropped from 848 per 100,000 population in 2009 to 652 per 100,000 population in 2015, the number is still far

from the plan target of 159 per 100,000 population. This could be the result of higher detection and cure rates. The high prevalence in past years was largely due to relapse cases and emergence of multi-drug resistant TB. The disease was the 10th cause of mortality in the region in 2015. Furthermore, Eastern Visayas failed to achieve the MDG target to halt and reverse the spread of HIV/AIDs by 2015. A drastic increase in the number of HIV cases in the region was noted from only 11 confirmed cases in 2011 to 58 in 2014, and then 89 in 2016. Majority of the cases were acquired through sexual transmission mostly among the men-having-sex-with-men (MSM) population, followed by bisexual contacts, some from heterosexual contact, and injecting drug users. People with HIV/AIDS are getting younger, as young as 15 years old. This is consistent with the 2013 YAFSS4 results citing that two out of every five youth in the region have sexual experience, the mean age at first sex is 18.0 years for males and 17.6 years for females. This puts two in every 100 male youth and nearly three in every 100 female youth to have had sex before age 15, and five male youth and one in four female youth have had sex before age 18.

There were 16,990 drug users who surrendered in Eastern Visayas as of August 2016. The occasional drug users, also tagged as *low risk drug users*, are managed by the RHU/City Health Office (CHO) or by the City/Municipal Social Welfare and Development Office (C/MSWDO). Experimenters, tagged as *moderate risk* and *drug dependents* are subjected to the Outpatient Program and Daytime Program of the Dulag Treatment and Rehabilitation Center (TRC). *Heavy compulsive users with comorbidity* are sent to the Eastern Visayas Regional Medical Center (EVRMC) or the Schistosomiasis

Hospital in Palo, Leyte.

## Basic Education

In the past four years, 90 out of 100 pupils within the school age population were in school. This portion was lower than the end-of-Plan target of 98 out of 100 pupils. In the same period, only about 55 percent of the supposed high school students were in school.

Net enrolment for elementary level rose from SY 2011-2015 but slightly dropped in SY 2015-2016. On the other hand, secondary net enrolment rate had a fluctuating trend from SY 2011-2016 (*Table 10.2*).

In SY 2015-2016, elementary completion rate was at 87.90 percent, exceeding the end-of-plan target of 78.30; elementary cohort survival rate at 90.61, above the target of 81.83; and elementary drop-out rate at 1.16, surpassing the target of 2.04. However, the same is not true for secondary level, with completion rate target missed by 17.84 percentage points, cohort survival rate by two percentage points, and drop-out rate by 1.87 percentage points.

Various laws enacted within the Plan period must have boosted the performance of the basic education subsector. These are the Kindergarten Act of 2012 (RA 10157), Early Years Act of 2013 (RA 10410), Enhanced Basic Education Act of 2013 (RA 10533), and Anti-Bullying Act (RA 10627). In particular to the elementary level, improvement in the indicators can be attributed to the Conditional Cash Transfer (CCT) program, also known as 4Ps, where enrolment in and attendance of children in school are part of the conditions for payout.

Comparison between sexes showed that

boys were twice as unlikely to finish school as girls. Secondary drop-out rate among boys was doubly high than that of girls. This could be a manifestation of the stereotypical roles of males as income earner for the family. In impoverished areas of the region, it is observed that male students are traditionally compelled to stop schooling in order to work and help find income for the family.

Also for SY 2015-2016, enrolment of out-of-school children and youth in the ALS exceeded the RDP target by 29,675,

posting a total enrolment of 61,939. This was a remarkably 208.7 percent accomplishment rate. However, completion rate was regrettably low at only 43.43 percent in elementary and 66.40 percent in secondary. Aside from the usual mortality in exams, the big gap between enrolment and passers is also attributed to many enrollees who opt not to take the exam, with some of them due to financial difficulty. Despite the learner-phased nature of ALS, enrollees still find it difficult to prioritize ALS over work.

**Table 10.2 Basic Education Performance Indicators, Eastern Visayas, SY 2011-2012 to 2012-2016**

INDICATOR/UNIT	BASELINE SY 2011- 2012	ACTUAL				TARGET
		SY 2012- 2013	SY 2013- 2014	SY 2014- 2015	SY 2015- 2016	SY 2016- 2017
Participation Rate or Net Enrolment Rate (%)						
Elementary	89.42	90.44	91.8	92.54	91.61	97.61
Secondary	54.98	48.47	51.3	60.53	58.70	64.52
Completion Rate						
Elementary	71.79	65.68	73.46	80.59	87.90	78.30
Secondary	69.70	65.92	68.61	74.03	69.90	87.74
Cohort Survival Rate						
Elementary	73.61	67.07	74.77	82.06	90.61	81.83
Secondary	73.13	68.84	72.20	77.06	77.01	79.00
Drop-out Rate						
Elementary	0.85	8.13	1.15	.91	1.16	2.04
Secondary	4.34	4.68	4.58	3.38	3.04	1.17
Achievement Rate (NAT MPS) (%)						
Elementary	72.39	76.95	77.71	78.87	78.24	86.76
Secondary	56.45	55.38	55.62	59.58	54.35	73.11
Number of OSYs who took ALS	23,054	33,011	32,698	43,736	61,939	32,264
Number of ALS Passers	27,511	3,791	3,794	4,420	6,855	27,970

Source: DepEd VIII

Eastern Visayas has a total of 4,484 public and private schools, with 92 percent of them public and eight percent private. A total of 3,348 (85%) are offering elementary education while 636 (15%) are offering secondary. Classroom-to-pupil

ratio was placed at 1:35 for kindergarten, 1:45 for primary classes-Grades 1 and 2, 1:50 for primary classes-Grades 3 to 6 and junior high school, and 1:45 for senior high school. There is still a need to build more classrooms to achieve the ideal classroom-



to-pupil ratio of 1:25 for kindergarten, 1:40 for Grades 1 and 2, 1:45 for Grades 3 to 6 and junior high school, and 1:40 for senior high school. As of SY 2015-2016, the region had a reported total classroom need of 2,029 in elementary and 1,246 in secondary (*see Chapter 14*). In elementary alone, Samar Island had a glaring need for more classrooms than the other areas of the region. Total need of the three Samar Island provinces (except cities therein) was placed at 1,050, even higher than the combined total need (805) of the provinces of Leyte, Southern Leyte and Biliran. Though this situation may not seem to affect enrolment much, given that the rate was quite high at 90 plus percent, it is apparent that quality is affected, as shown in a low achievement rate at less than 90 percent. Poor quality is a repercussion of classroom overcrowding and a below-par teacher-pupil ratio, among other factors.

On the other hand, the actual teacher-pupil ratio per class varies from 1:25 to 1:50 depending on the school's grade level enrolment, while actual teacher-student ratio varies from 1:25 to 1:60. More teachers are needed to lower the teacher-pupil ratio to the ideal 1:25-45 for elementary and teacher-student ratio to 1:40-45 for high school. For SY 2015-2016, the region had an estimated additional classroom need of 2,029 for elementary and 1,246 for secondary, thus,

making classroom shortage a pressing issue (*see Chapter 14*).

## Higher and Technical-Vocational (Tech-Voc) Education

Total enrolment in both higher and tech-voc education institutions increased (*Table 10.3*). Both public and private higher education institutions (HEIs) in all disciplines posted an increase of 11.32 percent between AY 2013-2014 and AY 2015-2016, and 9.70 percent from AY 2011-2012 to AY 2015-2016. Number of graduates followed the same trend. These significant increases could be partly attributed to the various scholarship programs offered by the government agencies through the Expanded Students' Grant-in-Aid Program for Poverty Alleviation (E-SGPPA), Student Financial Assistance Program (StuFAP), Private Education Student Financial Assistance (PESFA), and Training for Work Scholarship Program (TWSP).

Eastern Visayas has a total of 10 state universities and colleges (SUCs), the third highest number in the country, spread out in its six provinces. Some of these SUCs even have satellite campuses that are strategically located in localities outside of where the main campuses are located.

**Table 10.3 Enrolment in Higher Education, Eastern Visayas, AY 2011-2012 to 2012-2016**

TYPE OF INSTITUTION	BASELINE AY 2011-2012	ENROLMENT			
		AY 2012-2013	AY 2013-2014	AY 2014-2015	AY 2015-2016
Public					
SUCs	73,044	84,222	93,278	97,431	109,511
LUCs	2,430	2,629	2,648	2,382	3,230
Sub-total for Public	75,474	86,851	95,926	99,813	112,741
Private	26,067	29,358	37,566	33,272	35,869
Grand Total	101,541	116,209	133,492	133,085	148,610

Source: CHED VIII



There also exist *Centers of Excellence (CoEs)* and *Centers of Development (CoDs)*. The region retained two CoEs, two CoDs, and 12 HEIs with accredited programs. The following are the SUCs designated as CoEs and CoDs for various disciplines in the region:

1. Visayas State University (VSU) Main Campus as CoE for Agricultural Engineering and for Agriculture Programs, and CoD for Development Communication;
2. University of Eastern Philippines (UEP) Main Campus as CoE for Literature and CoD for Environmental Science;
3. Southern Leyte State University (SLSU)-Tomas Oppus Campus as CoD for Teacher Education;
4. Leyte Normal University (LNU) as CoD for Teacher Education; and

5. Asian Development Foundation College (ADFC) as CoD for Information Technology

The existence of these educational institutions in the region denotes that quality and affordable education is very much accessible for the region's student population, especially for those who belong to the low-income class.

More were able to avail of the TVET scholarships as evidenced by the upward trend in the number of TVET scholars from 40,093 in 2011 to 52,132 in 2014 (*Table 10.4*). However, it reduced in 2015 due to Yolanda. One major reason is that several technical vocational institutions (TVIs) had to close down registered programs as they could no longer comply with the standards. As a result, the number of TVET graduates assessed and certified also went down in the same year.

**Table 10.4 Performance Indicators in Technical-Vocational Education, Eastern Visayas, 2011-2016**

INDICATOR	BASELINE 2011 (unless otherwise indicated)	ACTUAL				TARGETS
		2012	2013	2014	2015	2016
TVET Enrollees (Number)	40,093	41,524	41,937	52,132	45,553	46,262
TVET Graduates (Number)	35,219	36,714	36,985	43,793	42,652	41,636
TVET Graduates Assessed (Number)	21,950	29,584	32,256	38,829	37,107	32,635
Graduates Certified (Number)	20,374	27,901	29,480	35,560	31,541	28,719
Certification Rate in TVET Graduates (%)	93	94	58	88	96	88
No. of new programs/ qualifications created/ registered relevant to the industry	41 (2012)	40	43	42	44	43
Number of DOST Scholarship Examinees	2,497	2,668	2,517	3,806	5,765	3,206
Number of Qualifiers in DOST Scholarship	55	139	172	224	322	181
Number of municipalities with DOST scholarship applicants	88	88	92	97	102	97

Source: TESDA VIII and DOST VIII

Certification rate was placed at 96 percent from the 93 percent in 2011.

The challenge lies in meeting the demand of the existing and future industries as the region braces for intensified A&F, manufacturing, and tourism as key priority thrusts in the medium-term. This would entail the offering of new courses/programs and qualifications relevant to these industries, if only to ensure that the skills requirements along these areas shall be met. So far, only three new qualifications have been added in the list of 41 qualifications offered in 2011, bringing it to 44 in 2015. The difficulty in establishing new programs can be attributed to: 1) limited capability of TVIs for TVET accreditation, especially on in-demand qualifications, such as Slaughtering

Operation NC II, Machinery Operation NC II, etc.; 2) limited industry experience of existing TVET trainers and assessors; and 3) limited accredited assessment centers in the region.

Number of examinees for the availment of the DOST scholarships for S&T courses significantly rose in 2015 totaling to 5,765. This was way beyond the Plan target of 3,206, representing almost 180 percent accomplishment. The number of municipalities with DOST scholarship applicants increased to 102 in 2015. More importantly, number of qualifiers rose from only 55 in 2011 to 322 in 2015. However, there is a very low proportion of qualifiers vis-à-vis the huge number of examinees. Out of the 5,765 examinees, only 320 passed.

## Summary of Challenges and Opportunities

While there have been major improvements in health and nutrition as well as in education, inequities persist in the region. In order to sustain the gains, the following critical issues and challenges must be addressed:

### Health and Nutrition

#### 1. *High maternal mortality rate (MMR)*

Despite the improving trend in the past three years, MMR has remained consistently high. Provision of Maternal Incentive Care Packages for mothers must be intensified.

#### 2. *Restrictive and impoverishing healthcare costs*

As with the rest of the country, families are pushed to poverty due to high health care expenditures. Health insurance is yet to become a component of the family expenditure.

Relatedly, family members feeling ill forego or delay care due to prohibitive and unpredictable user fees or co-payments scheme.

#### 3. *Full implementation of the RPRH Law*

The TRO issued by the Supreme Court restricting the FDA granting recertification of reproductive products and supplies, and the DOH from procuring, selling, distributing, dispensing or administering, advertising or promoting Implanon and Implanon NXT threatens implementation of the family planning program.

#### 4. *High malnutrition in all age groups*

The increasing prevalence of malnutrition in the region can be combatted through a combination of direct nutrition programs and complementary programs to address the direct and underlying causes of malnutrition. This involves also the strict implementation and investment of LGUs on the First 1000 Days Program and ensuring full immunization coverage.

#### 5. *Burden of disease*

Eastern Visayas is burdened by both communicable and non-communicable diseases. Incidence of lifestyle-related illnesses, such as heart disease and hypertension, along with emerging diseases consequential to the adverse impact of climate change, is on the rise. This exacerbates the other problems on malnutrition and high maternal mortality, resulting in what is called the triple burden of diseases. The Philippine Health Agenda 2016-2022 has guaranteed to keep the well healthy, and the sick return to their full health from pregnancy to old age.

#### 6. *Increasing number of HIV/AIDS cases among the Young Creepy Affected Population (YCAP).*

The increasing number of HIV/AIDS among the YCAP can be attributed to their limited access to HIV screening centers and unavailability of trained peer educators. Government health professionals confided that the number of persons living with HIV/AIDS is suspected to be much higher

as the stigma of shame attached to HIV/AIDS prevents those infected to seek professional medical help. This leaves persons living with HIV/AIDS without proper medical management.

#### 7. *Use of modern and safe methods of contraception*

There is a need to shift to modern and safe methods of contraception to achieve the goal of zero unmet need by 2022. Barriers include lack of accessible services, and shortage of equipment, commodities and personnel; lack of method choices appropriate to the situation of the woman and her family; lack of knowledge about the safety, effectiveness and availability of choices; poor client-provider interaction; lack of community or spousal support; misinformation and rumors; side effects for some, and insufficient follow-up to promote method switching or ensure proper use and dosage; and financial constraints. Family planning use in the region has increased, with pills and injectables as the most preferred contraceptive. However, many areas in the region, particularly the GIDAs, still have restricted access to and choice of modern contraception.

#### 8. *Gaps in nutrition and health*

Additional financial sources are required to provide the sufficient number of Human Resources for Health (HRH) and retain them in service, as well as to adequately respond to community needs, especially those in the GIDAs. The

HFEP and the DOH HRH Augmentation Program were able to provide primary health care to the community. Sustaining the program in order to ensure a healthy population is crucial. Uncompleted projects under the HFEP must be fast-tracked.

### 9. Increasing number of drug user surrenderers

There should be more rehabilitation centers constructed and the few ones already present should be equipped to fully rehabilitate the surrendered drug users. The number is expected to rise due to the intensified drug campaign of the current administration.

### 10. Implementation of K to 12

The full implementation of the K to 12 will see a surge in HEI faculty displacement and a decline in HEI enrolment in the short term. It would also require establishment of additional facilities in terms of classrooms, learning equipment and instructional materials, and the like. This shall entail more investments by the government.

### 11. ASEAN integration

ASEAN integration now puts pressure on SUCs, HEIs and TVET schools to update course programs and synchronize the academic calendar to accommodate the mobility of the faculty and students within the ASEAN region. This will create more joint programs and partnerships with other universities and allow students to get transfer credits from different universities in the ASEAN. The

challenge lies in ensuring that trainings, courses, subjects and skills will fit in the world market.

Along this line, there is also a need for the integration of the *21st Century competencies* in the curriculum. The present curriculum must be upgraded to incorporate competencies on critical thinking, problem solving, creativity, communication and collaboration, and character skills on curiosity, initiative, persistence, adaptability, leadership and social and cultural awareness. Students are now required to be adept at these competencies on top of the usual foundational skills they are currently taught, such as literacy, numeracy, and scientific, ICT, financial and cultural literacy.

### 12. Job-skills mismatch

There is a perceived mismatch between the skills of graduates and job skills needed by the industries. Competencies of the graduates do not fit job descriptions. For the IT sector, students need to acquire in their college years skills on web development and systems development, as well as basic and advanced programming. There is scarce human resource to meet the specific industry needs, particularly in the areas of A&F, manufacturing, and tourism. To address this, empirical data on the skills of graduates needed by the industry/government must be supplied. Tech-Voc institutions must be beefed up in order to meet the demand to open more relevant TVET programs such as Slaughtering Operation NC II, Machinery Operation NC II, Autocad NC II,

Commercial Cooking NC II, and proficiency in foreign languages, among others.

### 13. Decreasing number of DOST Scholarship qualifiers.

The very low percentage of qualifiers versus the number of takers is an

indication that the quality of education acquired by the students require more stringent training on science-related concepts (*see Chapter 15*).

## Strategic Framework

Consistent with the PDP 2017-2022, this RDP chapter aims to reduce inequalities in human development outcomes. In particular, it aims to improve health and nutritional status of the region's population, and ensure lifelong learning opportunities for all.

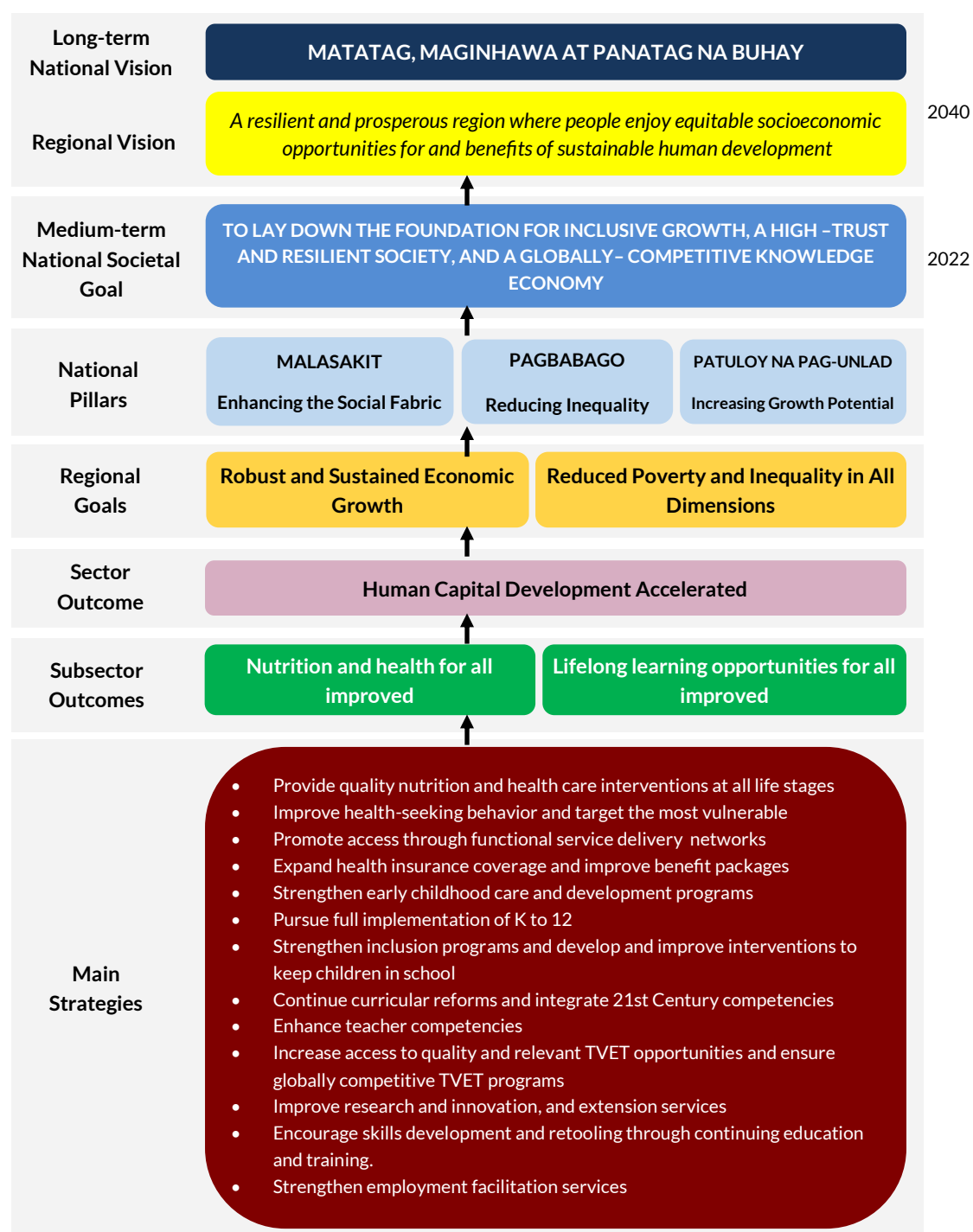
To ensure the best health and nutrition outcomes with no disparity, care for all life stages must be guaranteed, access to functional service and delivery network ensured, and health financing sustained.

Ensuring lifelong learning opportunities, on the other hand, will contribute to the

development and growth of the productive sectors, especially on the region's key priority thrusts on agriculture and fishery, manufacturing and tourism. This shall be anchored upon improvements in accessibility and quality of educational and skills development through basic and higher education, as well as technological and vocational trainings.

More effective strategies that should lead to closing the gaps in both health and nutrition and education subsectors shall be worked on in this medium-term. All of this are expected to yield equity in human development outcomes.

Figure 10.3 Strategic Framework for Human Development



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Tables 10.5-10.6 below. A complete and more detailed presentation of the targets are found in the Results Matrices (RM) 2017-2022, a companion document of this RDP.

**Table 10.5 Plan Targets to Improve Nutrition and Health, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGET						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
<b>Life expectancy at birth</b>									
<b>Male</b>	2010-2015	68.2	68.7	68.9	69.2	69.4	69.7	70.0	70
<b>Female</b>	2010-2015	72.8	73.2	73.4	73.6	73.8	73.9	74.0	74
<b>Total Fertility Rate</b>	2013	3.5	2.9	2.8	2.6	2.5	2.3	2.2	2.2
<b>Maternal mortality rate per 100,000 live births</b>	2015	98.87	93.4	90.7	88.0	85.0	83.0	80.0	80.0
<b>Infant mortality rate per 1,000 live births</b>	2015	6.85	6.6	6.5	6.4	6.2	6.1	6.0	6.0
<b>Under-five mortality rate per 1,000 live births</b>	2015	9.53	9.2	8.9	8.6	8.2	7.8	7.5	7.5
<b>Prevalence of malnutrition among children under 5 (%)</b>									
<b>Underweight</b>	2015	8.76	7.7	7.1	6.6	6.1	5.5	5.0	5.0
<b>Stunting</b>	2015	16.49	14.9	14.1	13.3	12.4	11.6	10.8	10.8
<b>Wasting</b>	2015	5.24	4.7	4.4	4.1	3.8	3.5	3.2	3.2
<b>Overweight/Obese</b>	2015	3.24	2.9	2.8	2.7	2.5	2.4	2.2	2.2
<b>Contraceptive prevalence rate in all methods (%)</b>	2015	43.57	100	100	100	100	100	100	100
<b>HIV prevalence rate among 15-22 years old (%)</b>	2015	89 (cases)	74	59	45	30	15	0	0
<b>TB incidence per 100,000 population</b>	2015	652	543	435	326	217	109	0	0
<b>Prevalence of drug abuse</b>	2016	16,990	14,158	11,327	8,495	5,663	2,832	0	0
<b>Coverage of treatment interventions for substance abuse disorders</b>	-	-	70	75	75	80	80	85	85

Note: - no data



**Table 10.6 Plan Targets to Improve Education and Manpower Development**

INDICATOR	BASELINE		TARGET						END-OF-PLAN TARGET
	School Year	VALUE	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	
<b>Simple Literacy Rate</b>	2010	96.50	100	100	100	100	100	100	100
<b>Net Enrolment Rate</b>									
Kindergarten	2015-2016	78.90	82.85	86.99	89.60	92.28	95.05	97.90	97.90
Elementary	2015-2016	89.57	91.36	93.19	94.12	95.06	96.01	96.97	96.97
Junior High School	2015-2016	65.21	68.47	71.89	75.49	79.26	83.23	87.39	87.39
<b>Completion Rate</b>									
Elementary	2015-2016	87.94	89.70	91.49	93.32	94.26	95.20	96.15	96.15
Junior High School	2015-2016	70.14	72.24	74.41	76.41	76.64	78.18	79.74	81.34
<b>Cohort Survival Rate</b>									
Elementary	2015-2016	90.64	92.45	94.30	95.24	96.20	97.16	98.13	98.13
Junior High School	2015-2016	77.27	79.59	81.98	84.44	86.12	87.85	89.60	89.60
<b>Achievement Rate (NAT MPS) (%)</b>									
Elementary	2014-2015	78.24	79.80	81.40	83.03	84.69	86.38	88.11	88.11
Junior High School	2014-2015	54.35	57.61	61.07	64.73	68.62	72.73	77.10	77.10
Percentage of faculty in higher education with Master's Degree	2015-2016	40	40	45	45	45	50	50	50
Percentage of faculty in higher education with Doctor's Degree	2015-2016	15.0	15.0	18.0	18.0	18.0	18.0	18.0	18.0
Percentage of ALS passers		-	50	50	60	60	70	80	80
Certification rate of TVET graduates	2015-2016	85	85	85	85	85	85	85	85

*Note: - no data*

## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional-vision, goals and thrusts.

### Health and Nutrition

#### 1. Provide quality health and nutrition care at all life stages

Specific attention must be given to the first 1000 days, reproductive and sexual health, maternal, newborn and child health, exclusive breastfeeding, complementary feeding, food and micronutrient supplementation, immunization, adolescent health, health screening, promotion and information. Also included under this strategy is ensuring the upgrading of health facilities, particularly for obstetrics and newborn care through the HFEP, health personnel augmentation, and ensuring the availability of packages of drugs and medicines.

Focus will be on specific communicable diseases such as HIV/AIDs and tuberculosis. Accelerating the full implementation of the RPRH law will be pursued to ensure universal access to quality SRH services. Injuries, substance abuse, mental illness will be addressed through treatment and rehabilitation of drug dependents, and psycho-social interventions.

#### 2. Improve health-seeking behavior and target the most vulnerable

Advocacy campaigns and promotion of all health interventions must be pursued to increase the people's awareness on health entitlements which will result in their participation. Particular focus will be given to the vulnerable populations –

senior citizens, PWDs, women – to ensure equity in access.

#### 3. Promote access through functional service delivery networks

Better health outcomes largely depends on the ability of the population to access the functional service delivery networks. This will allow more of the population, particularly the poor, to reach health facilities and avail of needed services such as nutrition, reproductive health, drug abuse management and rehabilitation, and services related to health emergency response. Priority should be given to needy areas, especially in Samar Island, in terms of resource allocation for the necessary health and nutrition interventions.

#### 4. Expand health insurance coverage and improve benefit packages

The campaign to ensure membership to Philhealth should be intensified. New benefits packages will be developed and existing ones may be expanded to lower the out-of-pocket costs (*see Chapter 12*).

## Lifelong Learning Opportunities

### 1. *Strengthen early childhood care and development programs*

To adequately prepare children for basic education, children must be introduced to early childhood care and development programs with competent workforce with strengthened capacities of service providers. Competence also means having the capability to detect early childhood developmental delays and disability. Equally important is the adoption of more relevant courses and curricula considering the thrusts of the region and global developments.

### 2. *Pursue full implementation of K to 12*

The full implementation of the K to 12 program must involve timely delivery of adequate education inputs, such as infrastructure, quality learning materials, competent teachers, as well as an effective monitoring and evaluation system.

### 3. *Strengthen inclusion programs and develop and improve interventions to keep children in school and ensure quality education*

To reduce inequities among population, every person must be given the opportunity to stay in and finish school. To do this, special attention must be given to out-of-school youth, PWDs, and school children with special needs. Effective inclusive learning interventions for the out-of-school children and youth must be provided. A

stronger partnership/collaboration with LGUs/NGOs and other partner institutions along this line must be forged. Equitable access to physical and ancillary facilities, such as internet-ready computers in all schools, must be provided.

Mechanism for mapping, profiling, and tracking of learners and school-aged children will ensure that learners with special needs, and out-of-school children and youth are provided with appropriate educational interventions. Intensifying and expanding the ALS will enable those not reached by the formal system to complete the basic education and/or acquire lifelong learning. Strategic interventions that will resolve problems in attendance should be introduced. Moreover, school-based interventions such as feeding programs, counseling programs, remedial classes, and conducive learning environments can help keep children in school to complete basic education.

In terms of allocation of resources on education, particularly in the provision of classroom and the corresponding teacher, equipment and materials requirements, priority should be given to needy areas in Samar Island.

### 4. *Continue curricular reforms and integrate 21st Century competencies*

Curricular reforms and the integration of 21st century competencies will enable the region to benefit from the ASEAN integration. Also, making the curriculum more gender-responsive and relevant by contextualizing and localizing lessons can help improve achievement rates. Focus will also be given to culture and arts, values reformation, drug abuse

prevention, reproductive health, gender, environmental awareness, and disaster risk reduction and management and climate-change.

### 5. Enhance teacher competencies

Appropriate trainings for teachers to increase their capabilities along the needed skills and competencies shall be pursued. This is critical since they are the ones honing the young people. Capability building programs should include specialized trainings, mentoring and technical assistance to school heads and teachers, especially in identified areas with low performance.

### 6. Provide access to quality and relevant TVET opportunities and ensure globally competitive TVET programs

Scholarships and linkages with government tech-voc schools and SUCs offering TVET programs will be pursued and strengthened to provide access to a greater number of trainees. This will mean additional accredited assessment centers, accredited qualifications of ACs, accredited assessors, equipment and facilities, particularly in the provinces, to expand opportunities for the population to obtain an NC and improve employment options.

Relevance shall be ensured by identifying and supplying the specific skills requirements of different barangays. It will be area-specific, resource-based, flexible, holistic, and product- and service-oriented. It will use the community-driven approach to training delivery and continuous consultations and collaboration at the grassroots levels with other government

agencies. Particular attention will be given to informal workers, indigenous peoples, farmers, fisherfolks, drug dependents, rebel returnees, women victims of abuse and human trafficking, returning and repatriated overseas Filipinos, and PWDs so they can become active and productive members of the society.

### 7. Improve research and innovation, and extension services

An improved research and innovation and extension services will entail improving the research capabilities of college/university faculty, research staff, and graduate students, and build up capital and institutional infrastructure. This can be done by increasing budget allocation for research and development to upgrade R&D facilities and increase investment for science and technology (*see Chapter 15*).

### 8. Encourage skills development and retooling through continuing education and training

Development of relevant skills needed by the different industries shall be intensively pursued. This is essential in ensuring employability, thus, increasing income-earning ability of the working population.

### 9. Strengthen employment facilitation services

Strengthened employment facilitation services will help address the labor mismatch problem. This shall be done through better coordination between and among employers, academe, and government in terms of public and

private sector labor market information and exchange. These services involve career guidance counseling; establishment of one-stop-shop, where prospective employees can easily access NBI, SSS, and Pag-Ibig services;

TESDA services, which include orientation on TESDA and free skills demonstration (e.g haircut, massage, manicure and pedicure, hair styling) and referral services.

## Major Programs, Projects and Activities (PPAs)

The following are the PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

### Health

1. Health Facilities Enhancement Program (HFEP)
2. Monitoring and provision of Technical Assistance to the Health Facilities for possible upgrading
3. Nurse Deployment Program
4. Doctor to the Barrios Program
5. Establishment of Botika sa Barangays
6. Promotion of Oplan TseKap
7. Population and Development (POPDEV) trainings
8. Responsible Parenthood and Family Planning (RPFP)
9. Adolescent Health and Development (AHD)
10. Micronutrient Supplementation and Food Fortification
11. Nutrition Education
12. Regular Mass Administration of Deworming Drugs
13. Campaign on WASH
14. Advocacy activities on healthy lifestyle
15. Conduct of training-workshops for LGUs on nutrition program management
16. Nutrition surveillance among U5 Children through the conduct of

Operation Timbang Plus and GMT

17. Establishment and maintenance of an improved health and nutrition database
18. Conduct of responsible parenting and FP classes (including teenage mothers as participants)
19. Advocacy on adolescent health development (with focus on addressing teenage pregnancy)
20. Annual health visits to all poor families
21. Establishment of expert organizations for health promotion, surveillance and response
22. Primary care interventions
23. Conduct annual health check-up for special populations (those listed in the NHTS including , PWDs, senior citizens, etc.)
24. Improved PhilHealth programs and services
25. EVRMC Modernization Project
26. EVRMC Villaba Hospital

### Education

1. Every Child A Reader Program (ECARP)
2. Alternative Learning System (ALS)
3. School Health and Nutrition Program

4. Regional Science High School (RSHS)
5. Special Program In the Arts (SPA)
6. Special Program in Sports
7. Special Education Program (SPED)
8. Engineering and Science Education Program (ESEP) High Schools
9. Special Science Elementary Schools (SSES)
10. Redesigned/Strengthened Tech-Voc High School Program
11. Human Resource Training and Development (HRTD)
12. Multi-Grade Program in Philippine Education (MPPE)
13. *Abot Alam* Program
14. Project LEAD (Lead, Empower and Achieve Through Data–Driven Decisions)
15. Amalgamation of SUCs
16. Public Consultations/Hearings on Program Policies and Standards
17. Conduct of coordination activities with professional organizations
18. UniFAST/Student Financial Assistance Programs (Scholarship, Grants-in-Aid, Student Loan)
19. Universal Access to Quality Tertiary Education
20. Institutional Development and Innovation Grant
21. Scholarship for Graduate Studies (SGS)
22. Teach Together website
23. Drug Abuse Resistance Education
24. COD/COE Grants
25. Study on the Employability of TVET Graduates (SETG)
26. Enterprise-based/Apprenticeship programs
27. Community-based programs
28. Strengthening of the following scholarship Programs
  - Training for Work Scholarship Program (TWSP)
  - Special Training for Employment Program (STEP)
  - Private Education Student
  - Merit Scholarship Program

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

### 1. National Mental Health Care Delivery System

Providing the legal framework for care services to those with mental illness, including drug users categorized as heavy compulsive users with comorbidity

### 2. Increasing Taxes on Sugar Sweetened Beverages and Junk Food

Imposing higher taxes on sugar sweetened beverages and junk foods to enforce lowering of unhealthy food intake to decrease incidence of lifestyle-related diseases. The increase in tax collection can be used to fund social development projects.

### 3. Philippine HIV/AIDS Law

Strengthening the current HIV/AIDS law to arrest the increasing incidence. It will restructure the legal framework to harmonize evidence-informed strategies and approaches on the prevention, treatment, care and support for HIV and AIDS patients.

### 4. National School Feeding Program Act

Establishing a nationwide harmonized school feeding program in all public kindergarten and elementary schools to provide free meals to all students in public schools for 120 days every start of the school year.

### 5. Philippine Qualifications Framework Bill

Establishing a quality assured national system for the development, recognition and award of qualifications based on the standards of knowledge, skills and attitude acquired by learners and workers in the country. This aims to institutionalize the Philippine Qualifications Framework (PQF) to encourage lifelong learning of individuals, provide employers specific training standards and qualifications aligned with industry standards, ensure adherence of training and educational institutions to specific standards, and provide a common taxonomy and typology of qualifications as bases for granting approvals to stakeholders.



11

Reaching for the  
Demographic  
Dividend



# Reaching for the Demographic Dividend

A Demographic dividend, otherwise known as the *demographic sweet spot*, is the economic growth potential that can result from shifts in a population's age structure, mainly when the share of the working-age population (15-64 years) is larger than the non-working-age share of the population (14 years and younger, and 65 years and older)<sup>1</sup>. It is the economic opportunity that will arise from a declining fertility and increasing segment of young and consumption-driven working population. This chapter will assess how soon the region will be able to reap it and the preconditions for its realization.

## Assessment

Based on the 2015 Census of Population, Eastern Visayas registered a total population of 4,440,150. The 2015 population was higher by 338,828 compared to the 4,101,322 population in 2010 and by 829,795 to the 3,610,355 population in 2000. From 2010 to 2015, the region's population grew at a faster rate of 1.52 percent annually than the 1.28 percent from 2000 to 2010 and the 1.36 percent from 2000 to 2015.

The region's average annual population growth rate from 2010 to 2015 was lower than the country's average annual population growth rate of 1.72 percent during the same period. The 2015 population of the region accounted for 4.4 percent of the country's total population of 100,981,437. Out of the 18 regions nationwide, the region ranked 11<sup>th</sup> highest in population count.

Among the six provinces in the region,

Leyte (except Tacloban City) had the biggest population with 1.73 million, followed by Samar (780,000), Northern Samar (632,000), Eastern Samar (467,000), and Southern Leyte (422,000). Biliran had the smallest population of 172,000.

The 2015 projected population count indicated that Eastern Visayas has a relatively young population – as shown in its wide population base with a narrow top (*Figure 11.1*). It implies a high age dependency ratio, which means that there are more young non-working dependents than the working population. Thus, it entails higher government spending since the demand for basic social services is high. Increased pressure on government finances could lead to higher borrowing or higher taxes, which may reduce economic growth. High dependency ratio may likewise diminish the productive capacity of the region due to lower workforce in the labor market.

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<sup>1</sup> United Nations Population Fund (UNPF)

**Figure 11.1 Population by Age and Sex Group, Eastern Visayas, 2015\***



Note: \* Based on the 2015 projected population of PSA

Source: PSA

This rapid population growth was mainly a result of high fertility. Eastern Visayas had been consistently one of the regions in the country with high fertility rate (*Table 11.1*). As of 2013, it ranked sixth highest. From a fertility rate of 5.9 in 1998, it slightly went down to 4.6 in 2003. A similar trend was

noted among other regions in the country. Such slow reduction may be attributed to the weak family planning service delivery network, and lack of nationally led advocacy campaign and other concrete population control policies and programs.

**Table 11.1 Total Fertility Rate by Region, Philippines, 1998-2013**

REGION	1998	2003	2013
National Capital Region	2.5	2.8	2.3
Cordillera Administrative Region	4.8	3.8	2.9
1 - Ilocos	3.4	3.8	2.8
2 - Cagayan Valley	3.6	3.4	3.2
3 - Central Luzon	3.5	3.1	2.8
4A - CALABARZON	3.7	3.2	2.7
4B - MIMAROPA	-	5.0	3.7
5 -Bicol	5.5	4.3	4.1
6 - Western Visayas	4.0	4.0	3.8
7 - Central Visayas	3.7	3.6	3.2
<b>8 - Eastern Visayas</b>	<b>5.9</b>	<b>4.6</b>	<b>3.5</b>
9 - Zamboanga Peninsula	3.9	4.2	3.5
10 - Northern Mindanao	4.8	3.8	3.5
11 - Davao	3.7	3.1	2.9
12 - SOCCSKSARGEN	4.2	4.2	3.2
13 - CARAGA	4.6	4.1	3.6
ARMM	4.7	4.2	4.2

Note: - no data

Source: 2013 National Health and Demographic Survey

Over time, total wanted fertility rate of the region has been on a downtrend. It has steadily decelerated from 3.8 in 1998 to 2.9 in 2003, and then to 2.6 in 2013. This means that women of reproductive age aspire for a lower family size, if given a choice. Hence, couples should be provided with expanded access to and use of family planning information and services to meet this need.

Although the region's contraceptive prevalence rate (CPR) has significantly increased from 37.5 percent in 1998 to 61.7 percent in 2013, it is still below the national end-of-plan target of 65 percent and far lower than the 80 percent CPR of other ASEAN countries.

Moreover, the 2013 Young Adult Fertility and Sexuality Study (YAFSS4) revealed that Eastern Visayas was one of the top rankers in teenage pregnancy and premarital sex. Results showed that 9.7 percent of females aged 15-19 are already mothers; 2.1 percent of females aged 15-19 were pregnant with their first child at the time of the survey; and 11.8 percent of females aged 15-19 have begun childbearing (*see Chapter 10*).

The region's median age at first birth for women aged 25-49 years stood at 22.8 years, lower than the country's 23.5. This was just a slight improvement from 22.2 a decade ago, and 21.6 in 1998. Meanwhile, the median age at first marriage for women aged 25-49 years was at 21.6, also lower than the country's 22.3. This implies that women of Region VIII are giving their birth and/or marrying relatively earlier.

The rapid population growth in the region is seen to be one of the major factors behind massive poverty and inequality. The number of children or size of the household significantly impacts on the education and health outcomes of children

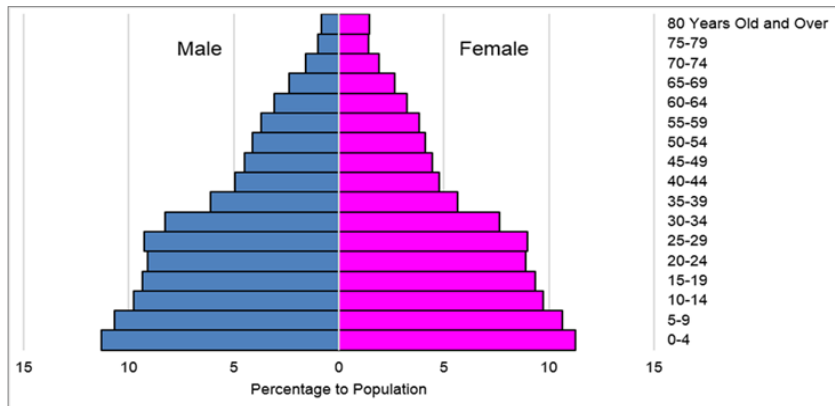
within the household as more children limits the financial capacity of parents to provide adequately for the needs of the family. An additional child, particularly unwanted birth, has multiplicative influence on child rearing and puts more pressure in an already limited resource. This can mean lower educational outcome for children.

If the region fails to provide adequate and necessary family planning information and services, it is likely that the status quo (i.e. high population growth) will remain. The increase in young population will continue, and it is only by 2045 that the region will shift to a new demographic phase (*Figures 11.2 - 11.4*). By then, the proportion of young working population will start to expand. With higher working population and fewer people to support, Eastern Visayas can maximize the opportunity for rapid economic growth. However, this can come sooner if massive efforts to implement responsible parenthood and family planning programs are exerted.

While family planning is necessary to meet conditions for a demographic dividend, the quality of health and education services are just as important in ensuring that the young population of today will become productive labor members in the future.

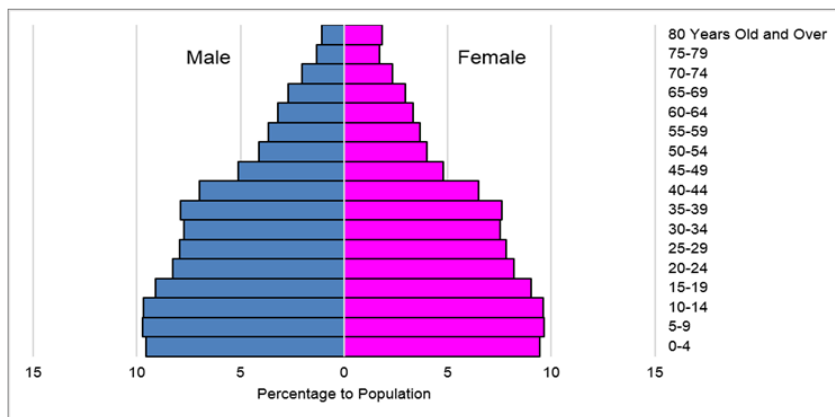
Regrettably, Eastern Visayas has high cases of undernutrition. The region manifested high prevalence of wasting or thinness among children 0-5 years. In 2015, it was at 8.4 percent, which means that eight in every 100 children in the region are underweight-for-height or wasted. During the same period, the region had also high prevalence of stunting among children aged 0-5 years old at 41.7 percent (*see Chapter 10*).

**Figure 11.2 Projected Population by Age and Sex Group, Eastern Visayas, 2025**



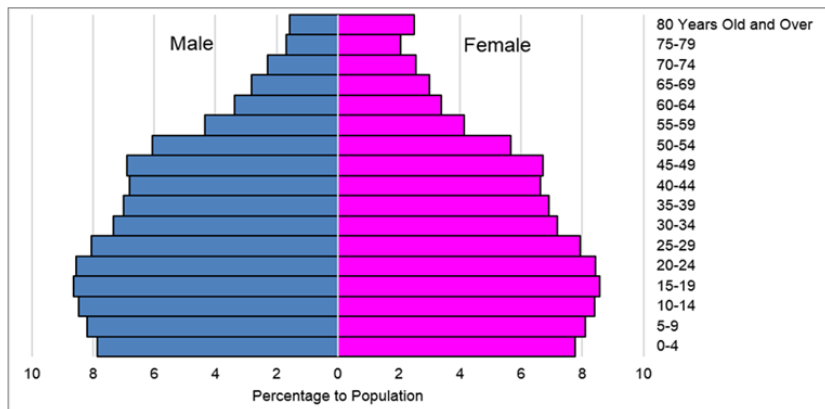
Source of basic data: PSA

**Figure 11.3 Projected Population by Age and Sex Group, Eastern Visayas, 2035**



Source of basic data: PSA

**Figure 11.4 Projected Population by Age and Sex Group, Eastern Visayas, 2045**



Source of basic data: PSA

Based on education indicators, the region had mixed performance along enrolment, participation, completion and cohort survival rates in elementary and secondary levels. The region also lags behind in terms of school facilities, teachers, and other amenities, which gives a picture of a poor state of education in the region (*see Chapter 10*).

Another issue that needs to be addressed, in order to maximize demographic dividend, is high unemployment rate among the youth. In 2014, youth unemployment rate in Eastern Visayas stood at 12.7 percent. This means that out

of the 580,000 youth aged 15-24 years old, 73,660 were unemployed<sup>2</sup>. This has to be significantly reduced because untapped young people bear significant cost as their capacities and potentials are not fully utilized for their own welfare and that of the society.

High unemployment rate among the youth is attributed to the lack of experience and relevant skills, school leavers, the youth's behavior towards job searching and wage, and mismatch between the demand for young workers and the supply of appropriately skilled workers, among others.

## Summary of Challenges and Opportunities

### 1. Rapid population growth

The high fertility rate in Eastern Visayas, as evidenced by the rapid population growth, is one of the potential roadblocks to demographic dividend. High population momentum could delay the economic benefits. However, with the full implementation of the Responsible Parenthood and Reproductive Health Law (RPRH), population growth will likely slow down, and shift in the region's population age structure might come sooner than expected.

### 2. Malnourished and unhealthy children

Poor health and nutritional status among children puts their physical growth and brain development at risk. The effects of malnutrition and

bad health condition are irreversible and might impair the children for life and leave them with lower chances of finishing school and becoming productive adults. The comprehensive health agenda of the current administration will ensure advanced health promotion, primary care and quality, which is seen to address the foregoing challenge (*see Chapter 10*).

### 3. Poorly educated children

While there have been significant improvements in basic education, majority of the performance indicators are still far behind the targets. Contributory factors are lack of competent teachers, below-standard student-teacher ratios, absence or inadequate educational facilities (e.g. electricity and water supply, internet access), the lack of

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<sup>2</sup> 2015 Yearbook of Labor Statistics and excludes the province of Leyte



and poor quality of some classrooms, among others. The various reforms in the education system is seen to enhance the region's performance along this area (*see Chapter 10*).

#### 4. High unemployment among young workers

The high unemployment rate among the youth is a serious obstacle towards maximizing demographic dividend.

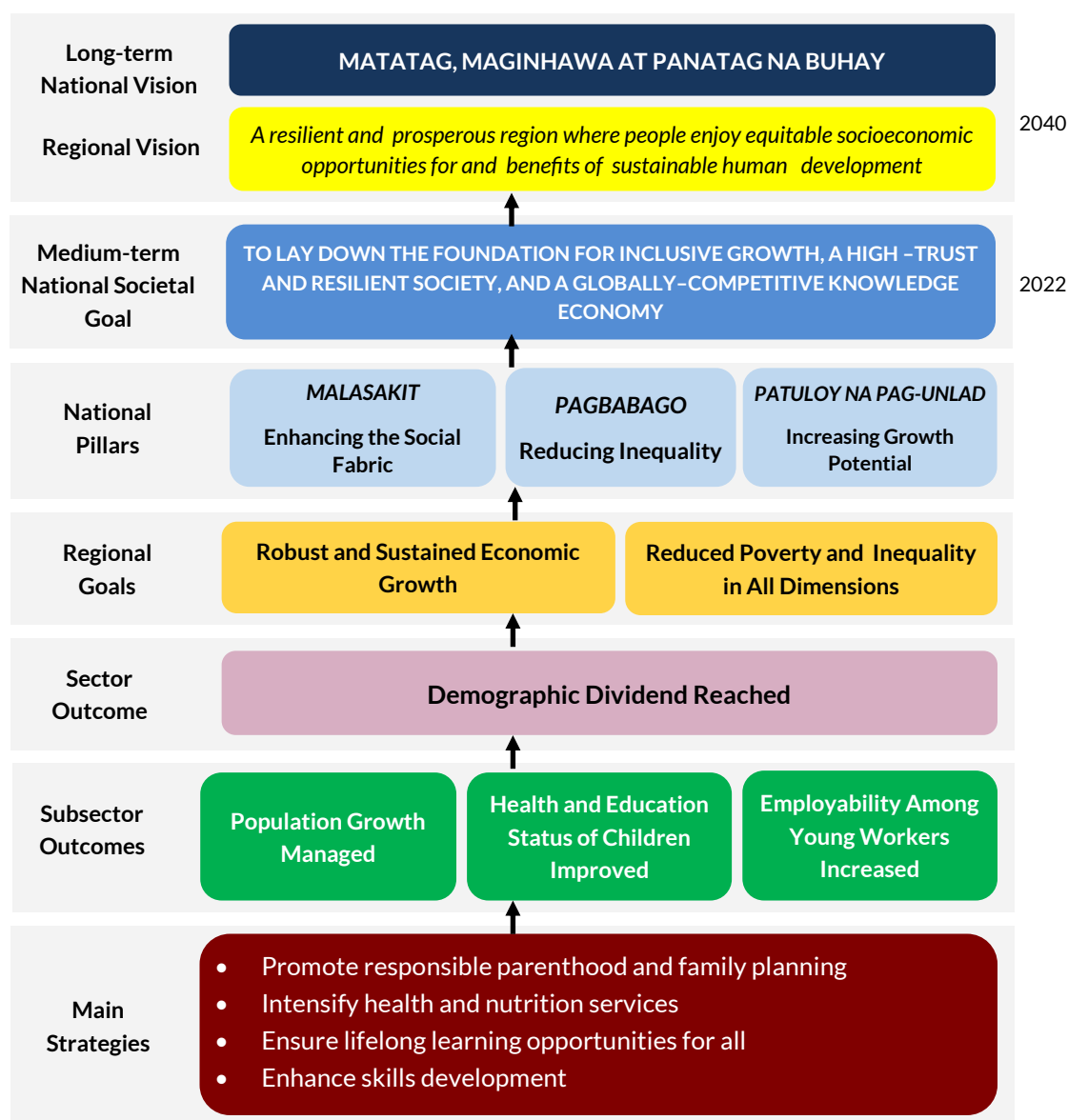
Underutilized young workers bear a lot of socioeconomic implications, which hinder the region from attaining its full economic potential. The increasing number of youth, neither in education nor in employment, calls for immediate interventions. Various employment programs and projects of the public and private sectors are opportunities to improve the labor force situation within this Plan period.

### Strategic Framework

To increase the potential growth arising from the shift in demographic structure, the region is aiming to reach for the demographic dividend primarily by controlling its rapid population growth. This will be done mainly by promoting modern family planning through the full and aggressive implementation of the Responsible Parenthood and Reproductive Health Act (RA 10354).

Parallel to this are raising healthy, well-nourished, and educated children in order to pave the way for future productive and competitive labor force entrants. Towards this end, structural reforms have to be pursued to generate jobs, especially for the youth. Increasing employability through skills development is crucial to support this endeavor.

Figure 11.5 Strategic Framework for Demographic Dividend



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core ones are reflected in Table 11.2 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

**Table 11.2 Demographic Dividend Targets, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGET						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	TARGET
Population growth rate (%)	2015	1.52	1.38	1.31	1.25	1.19	1.14	1.08	1.08
Fertility rate (%)	2013	3.5	2.90	2.75	2.60	2.45	2.30	2.15	2.15
Contraceptive prevalence rate (%)	2015	43.57	100	100	100	100	100	100	100
Proportion of women of reproductive age (15-49 years) with met need for modern family planning methods									
Prevalence of underweight under-five children (5 years)									
Prevalence of wasting among children									
Prevalence of stunting among children									
Net enrolment/Participation rate in kindergarten									
Net enrolment/Participation rate in elementary									
Cohort survival rate in elementary									
Drop-out rate in elementary									
Employment rate among workers aged 15-24	2013	89.10	91.00	91.50	92.00	92.50	93.00	93.50	93.50
Underemployment rate among workers aged 15-24	2013	10.90	8.88	8.43	8.01	7.60	7.23	6.87	6.87

see Chapter 10

## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals and thrusts.

### 1. Promote responsible parenthood and family planning

For demographic transition to occur, reduction in fertility rate is essential. Hence, aggressive promotion of modern family planning methods should be conducted to address unmet demand and unwanted pregnancies. Universal access to Sexual and Reproductive Health (SRH) care services, which includes family planning, information and education and integration of reproductive health into policies and programs of the local government are seen to lower down the growing regional population. In order to realize these, however, ample budgetary support is imperative.

### 2. Scale up nutrition interventions, primary health care, and ensure access to and quality of health services and facilities

Reducing population growth is just one prerequisite towards demographic dividend. Raising healthy and well-nourished children is likewise crucial in attaining this goal. Therefore, promotion of primary and quality health care and ensuring access to quality health services and facilities should be expanded and enhanced (*see Chapter 10*). The implementation of the Philippine Health Agenda, which seeks to create a free, comprehensive and progressive health care founded

on equity, social justice, and people's rights, will surely contribute to a healthy and productive population, especially children. This requires strong commitment on its implementation, particularly from the local government units (LGUs). Hence, support from the LGUs should be generated.

In addition, the *Angat Buhay* program of the current administration, which advocates the delivery of adequate and effective anti-poverty programs to families and communities in partnership with national government agencies, private and non-government organizations is seen to contribute towards this purpose. One of its agenda include the feeding program of day care children.

### 3. Ensure lifelong learning opportunities for all

Securing the future of the next generation through quality knowledge and skills build-up will allow the regional labor force to become more productive and competitive. This will pave the way for better economic opportunities, thereby improved quality of life. Current and future programs geared towards making education accessible and of better quality are opportunities to develop the today's young generation into productive members of society in the future (*see Chapter 10*).

#### 4. Ensure skills development

Ensuring employability of those entering or about to enter the labor market is important to achieve the economic potentials of demographic dividend. Increasing access to jobs, provision of trainings, career advocacy, coaching and counseling, as well as values reorientation should be enhanced to improve the chances for work of

young graduates, workers and professionals. Implementation of active labor market policies and programs that shall enhance employability of vulnerable workers should also be intensified. Ensuring globally competitive technical-vocational education and training (TVET) programs should be pursued to support the needed skills in the labor market.

### Major Programs, Projects and Activities (PPAs)

The following are the PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

- |   |   |
|---|---|
| 1. Population and Development Integration Program       | 11. Multi-Grade Program in Philippine Education (MPPE)  |
| 2. Adolescent Health and Youth Development Program      | 12. Abot Alam Program   |
| 3. Responsible Parenthood and Family Planning Program   | 13. IncluEd8 Program for Out-of-School Children and Youth (OOSC/Y) in partnership with UNICEF |
| 4. First 1,000 Days Program                             | 14. Special Program for Employment of Students (SPES)   |
| 5. Health Facility Enhancement Program (HFEP)           | 15. JobStart  |
| 6. Oplan <i>TseKap</i>                                  | 16. Government Internship Program (GIP)   |
| 7. K-12 Program   | 17. Youth School-to-Work Transition   |
| 8. Conditional Cash Transfer (CCT)                      | 18. Career advocacy, coaching and counseling  |
| 9. Redesigned/Strengthened Tech-Voc High School Program | 19. Values reorientation program  |
| 10. Human Resource Training and Development (HRTD)      | 20. Feeding Program   |

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

1. Lifting of the temporary restraining order (TRO) that restricts the Food and Drug Administration from granting recertification of “reproductive products and supplies” and the Department of Health from “procuring, selling distributing, dispensing or administering, advertising or promoting, Implanon and Implanon NXT”
2. Local population development act to provide for the establishment and operation of population offices to ensure effective implementation of population management strategies and measures at the local level
3. Passage of the prevention of adolescent pregnancy act to facilitate the development of a National Program of Action and Investment Plan for the prevention of teenage pregnancy
4. Creation of plantilla items for local nutrition workers
5. Amendment of the law on the Barangay Nutrition Scholar (BNS) Program to upgrade the incentives and benefits and ensure security of tenure of BNS





12

Building Resiliency  
of Individuals  
and Families



# Building Resiliency of Individuals and Families

This chapter is included in this RDP to align with the PDP's emphasis on addressing the need of the Filipino people to be more resilient to both natural and man-made shocks. This has become more important for Eastern Visayas, owing to its high vulnerability to natural calamities and high poverty incidence. The recent experience of the region with a series of destructive typhoons starting from Supertyphoon Yolanda in November 2013 to several others in later months and years, El Niño, La Niña, as well as the dire socioeconomic circumstances being faced by majority of its population due to poverty, brings to the core the need for interventions that will protect them from impending future shocks. Empowering individuals and families are critical in building the resiliency of the communities and the region in general. Otherwise, they would be rendered helpless in case another unexpected disastrous event will happen. This would result to losses in income or assets, negate the gains of development, make the poor poorer, and push those who are not down below the poverty threshold. Such a situation would have costly setbacks and possibly bring about crisis in Eastern Visayas.

In the medium-term, this RDP aims to support communities, marginalized sectors, local governments, and the private sector in building safe and secure communities to improve socioeconomic resiliency.

## Assessment

Eastern Visayas is susceptible to geologic and hydro-meteorological hazards, such as earthquake, tsunami, landslide, flash flood, liquefaction, floods, tropical cyclones and strong typhoons, drought, La Niña, and El Niño. Studies have shown that natural disasters can lead to extreme poverty and that the poor, especially those in rural areas, are the most vulnerable to the effects of natural hazard shocks.<sup>1</sup>

The natural disasters that hit Eastern Visayas have destroyed jobs, livelihoods and other sources of income, and reversed recent achievements and progress made at the individual, family, community and national levels.

Yolanda alone resulted to 5,826 people dead, 29,303 injured, 983 missing, and affected a total of 4.2 million individuals. Aggregate value of damage and losses in 61

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<sup>1</sup> Summary Poverty Impact Assessment. Emergency Assistance for Relief and Recovery from Typhoon Yolanda, RRP PHI 47337. Asian Development Bank. <https://www.adb.org/sites/default/files/linked-documents/47337-001-sd-04.pdf> (accessed on 5 February 2017)

municipalities was placed at PhP130.41 billion. The impact was most heavily felt in the economic and social sectors, which together accounted for nearly 86 percent of the total damage and losses. To build back better, the overall resource needs for recovery and reconstruction was estimated at PhP106.11 billion.

In December 2015, the region was once again visited by Typhoon Nona, which resulted to loss of lives and billions of damage and losses to properties from agriculture, fisheries and infrastructure in the entire province of Northern Samar, placing it under a state of calamity. The resulting damage, which covers all sectors, amounted to PhP 5.4 billion pesos for the province.

Other disastrous events in the region, such as extreme flooding and landslides, further caused casualties and damage.

## Vulnerable Groups

Based on their biophysical characteristics and/or economic status, the following individuals and groups are considered to be more at-risk:

### Children

Children suffer the most from the impact of poverty and disasters. Considered as one of the poorest sectors, with a poverty incidence as high as 56.5 percent in 2012<sup>2</sup>, children are common victims of maltreatment/physical injuries, sexual abuse, trafficking and other forms of abuse. Physical injuries and/or maltreatment topped the crimes committed against children in the region, followed by rape cases. It is alarming to note that, rape cases among children, both statutory and

incestuous, steadily increased from 2011 to 2016, except in 2013. For the period 2014-2015 alone, children aged 11-15 years comprised the highest number of rape victims, followed by those in the 16-20 age bracket. Physical injuries/maltreatment cases almost doubled in one year from 348 in 2013 to 695 in 2014, although it dropped by 50 percent in 2015<sup>3</sup>.

### Women

Disasters magnify gender inequalities already present in a community. Such was evident in Eastern Visayas after Yolanda, wherein available means of livelihood were those stereotyped to men (e.g. carpentry, plumbing). Latest data (2014) showed that unemployment rate of women was 6.7 percent, slightly higher than that of men (5.2%). Likewise, women comprise only 37 percent of the region's employed persons.

The number of Women in Especially Difficult Circumstances (WEDC), served through community-based social welfare programs/projects, was up by 57.3 percent, from 564 in 2014 to 887 in 2015. Almost half (45%) were women in crisis. Moreover, 90 percent of the 50 trafficked victims in 2015 were women.

For working mothers, maternity leave benefits are not sufficient to ensure that mothers have enough time to recuperate and regain their full health and breastfeed their newborn according to standards.

Elective positions in the region remain to be male-dominated, with only around 27 percent of the seats in local offices held by women as of the 2016 elections. The MDG target on proportion of seats held by women was missed by almost 50 percent.

<sup>2</sup> Philippine Statistics Authority 2016 Regional Social and Economic Trends

<sup>3</sup> Philippine National Police Regional Office VIII

## Informal Sector Workers and the Jobless

In 2016, a total of 2,843 informal sector workers, unemployed persons, minimum wage earners, and OFWs and their families were provided with livelihood trainings through the DOLE Integrated Livelihood Program. The number of persons trained exceeded the Plan target by 72.3 percent (1,650) due to downloaded funds for Yolanda rehabilitation and recovery programs.

The number of jobseekers placed in local employment in 2016 reached a total of 28,689, which also exceeded the Plan target by 85.8 percent (15,440). This is attributed to the increase in the number of job fairs conducted and jobs provided by international NGOs to a good number of Yolanda survivors.

## Persons with Disability (PWDs)

As of the latest count of the National Household Targeting System (NHTS) for Poverty Reduction in 2011, there were 300,571 poor households with PWDs in the region, 42.3 percent (127,115) of which were in Leyte, 23.3 percent (70,064) in Samar, 12.3 percent (37,118) in Eastern Samar, 12 percent (36,168) in Northern Samar, 7.4 percent (22,406) in Southern Leyte, and 2.5 percent (7,700) in Biliran. Disabilities included blindness, low vision, deafness, hard of hearing, oral defect, loss of one or both arms or legs/feet, quadriplegic, mentally retarded, mentally ill, and multiple impairment. Despite this huge presence of PWDs in the region, which comprised 6.7 percent (4,466,649) of the total number of poor households with PWDs in the country, only 39 percent out of the 357 establishments audited by government were found to be compliant to BP 344 or the Accessibility Law.

## Senior Citizens

As of 2015, the number of older persons aged 60 years and over was about 385,000, which comprises nine percent of the region's total population. It is projected to rise to more than 452 thousand (10%) in 2020. To meet the daily subsistence and medical needs of these senior citizens, the Expanded Senior Citizens Act (ESCA) of 2010 decrees a monthly social pension of PHP500 for all indigent senior citizens (i.e. those without GSIS and SSS pension). However, not all eligible are pension beneficiaries, despite ESCA's provision for 100 percent coverage. Only 44.3 percent (132,449) are currently covered out of the 298,845 indigent senior citizens in the region due to budget limitation. Waitlisted indigent senior citizens can only be accommodated, either by death or delisting of an existing senior citizen beneficiary.

## Accomplishments Along Existing Social Protection Mechanisms

### Pantawid Pamilyang Pilipino Program (4Ps)

The Conditional Cash Transfer (CCT) Program, also known as 4Ps, continued to expand its coverage. Thus, the number of households and beneficiaries increased. This resulted from the implementation of the Modified Conditional Cash Transfer (MCCT) program, wherein the new marginalized poor in need of special protection, the new poor due to Yolanda, and the expansion of children covered from 0-14 to 0-18 years old have been included. The program now covers all qualified households and beneficiaries identified in the NHTS, also known as Listahanan, a database system that identifies who and where the poor are.

However, most household beneficiaries (92% or 255,820) are still in the subsistence level, i.e. Level 2 (*Table 12.1*).

**Table 12.1. Levels of Well-Being of Pantawid Pamilya Household Beneficiaries by Province Eastern Visayas, December 2015**

PROVINCE	NUMBER OF MUNICIPALITIES/CITIES COVERED	2015 SWDI Baseline Administration					
		TARGET HHs TO BE ADMINISTERED WITH SWDI TOOL (active 4Ps HHs as of December 31, 2014)	RESULT OF THE ADMINISTRATION				PERFORMANCE (Actual Administration vs Target HHs) (%)
			LEVEL 1	LEVEL 2	LEVEL 3	TOTAL	
<b>Leyte</b>	40 municipalities and 3 cities	107,586	1,796	91,278	6,174	99,248	92
<b>Southern Leyte</b>	18 municipalities and 1 city	19,350	452	16,166	1,203	17,821	92
<b>Biliran</b>	8 municipalities	7,263	163	5,969	443	6,575	91
<b>Samar</b>	24 municipalities and 2 cities	58,508	2,385	47,027	1,824	51,236	88
<b>Eastern Samar</b>	22 municipalities and 1 city	30,923	1,345	26,199	499	28,043	91
<b>Northern Samar</b>	24 municipalities	46,184	1,092	39,181	2,380	42,653	92
<b>TOTAL</b>	<b>136 municipalities and 7 cities</b>	<b>274,103</b>	<b>7,233</b>	<b>225,820</b>	<b>12,523</b>	<b>245,576</b>	

Source: DSWD VIII

### *Kapit-Bisig Laban sa Kahirapan—Comprehensive Integrated Delivery of Social Services (KALAHI-CIDSS)*

The program completed a total of 3,819 sub-projects. Vis-à-vis the 2015 target of 415, this is equivalent to a whopping 920 percent accomplishment. The sub-projects included flood/river control community centers, multi-purpose building, water system, drainage, health stations, and day care centers, among others. Apart from social infrastructure projects, KALAHI-CIDSS also conducted trainings for communities and families on disaster risk reduction and management, advocacy initiatives, and provided devices, disaster kits, among others, to a total of 6,980 poor households.

### *National Health Insurance Program (NHIP)*

The NHIP almost attained the RDP target of 100 percent coverage of poor families in the region. Actual coverage reached 93 percent (4.1 million of the 4.5 million projected population of the region for 2016). Of this, 3.3 million (81%) were vulnerable individuals classified into indigent, sponsored, lifetime, and senior citizen. Enrolment of non-indigent members reached only 762,281 (18%), which may be due to low awareness of the program. Given the importance of health insurance as a social protection scheme, there is a need to increase resources and sustain previous efforts in order to attain 100 percent coverage, and to expand the coverage as well. This is imperative since high cost of health and medical care push

the households to spend less on health care and more on food and other basic goods.

### **Permanent Housing Program<sup>2</sup>**

As of 2016, only 36 percent (20,271) of 56,140 housing units had been constructed under the Yolanda resettlement program of the National Housing Authority (NHA). This is a significant shortfall from the target of 84 percent. The delay in implementation is largely because of problems in acquiring titled lands, and difficulties in securing permits and licenses. Despite Administrative Order No. 44

(Streamlining the Process of Issuance of Permits, Certifications, Clearances and Licenses for Housing and Resettlement Projects in Yolanda-affected areas), requirements for permits and licenses are still difficult to comply with. Another contributory factor was disruption in construction activities due to bad weather. Of these 20,271 completed housing units, only 2,134 (10.5%) have been turned-over to the beneficiaries. The lack of basic utilities, such as potable water and electricity, deterred the transfer of families to the resettlement area, resulting to a very low occupancy rate.

## **Summary of Challenges and Opportunities**

### **1. Vulnerability of children to abuse**

Many poor families, usually with extended families, live in houses with no partitions. This increases the risk of rape and incest, especially among children. The tender age of children deters early detection of signs that often leads to worse forms of physical and sexual abuse. Aggravating the situation is the lack of knowledge and skills on multi-disciplinary approach in handling child abuse cases. Despite the absence of data, incidences of child labor, children in conflict with the law, and street children undoubtedly exist. Such a situation must be addressed.

### **2. Low participation of women in the economy and in local governance**

Labor force, employment, and local politics in Eastern Visayas are still male

-dominated. This limits the participation of women as productive members of the society.

### **3. Vulnerability of PWDs**

The vulnerability of PWDs is made worse by the: 1) outdated data on PWDs as basis for proper government intervention, thus, resulting to poor implementation of government policies and programs on PWDs, and 2) lack of disability-supportive services to access information, communication and technology, including personal assistance and sign language interpretation.

### **4. Inadequate benefits for the Senior Citizens**

Government budget for social pension is insufficient to fully cover all indigent elderlies in the region. Apart from under-coverage, there is a need to review the monthly pension amount of

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<sup>2</sup> Due to limited data availability, covers only Yolanda resettlement program of the National Housing Authority VIII



PhP500, which is already insufficient for the daily needs of senior citizens due to inflation of food and other basic commodities. There is a need to increase the budget for it to be sufficient vis-à-vis the increasing number of indigent senior citizens and prices of commodities.

#### **5. Slow transition of CCT household beneficiaries from subsistence to self-sufficiency**

Despite continued cash transfers, the beneficiaries have not graduated from poverty. Among other reasons, their capability to improve their total well-being is constantly challenged by the occurrence of disasters inherent in the region's geographical make-up and other inevitable natural and man-made disasters. Likewise, accessibility to health centers, schools and other social services in geographically isolated and disadvantaged areas (GIDA) remains to be a major challenge in CCT implementation.

#### **6. Low NHIP enrolment**

Since not all indigents and vulnerable persons are enrolled in the NHIP, there is a standing challenge to increase the enrolment rate by intensifying information campaign and increasing budgetary allocation to meet such increase and to expand coverage. Health insurance for the poor is imperative in building their resiliency.

#### **7. Challenges in the permanent housing program**

Provision of permanent resettlement took longer than expected, which spawned issues on human trafficking and gender-based violence. The

mandated housing design does not cater to the nuances of the beneficiaries, such as differences in household number, source of living, number of toilets and sanitation facilities needed, and the like. Beneficiaries complain that the resettlement sites provided are far from their sources of living, while others coming from big families complain that the structure is too small to accommodate all the family members. Despite the number of housing units constructed, transferring families is difficult because most of the resettlement sites have no basic utilities, such as water and electricity, and are far from schools, clinics, hospitals, church and market. Meanwhile, many of the supposed beneficiaries of the permanent housing program have returned to their former residence, mostly located in danger areas.

#### **8. Lack of evacuation centers and support mechanisms during disasters**

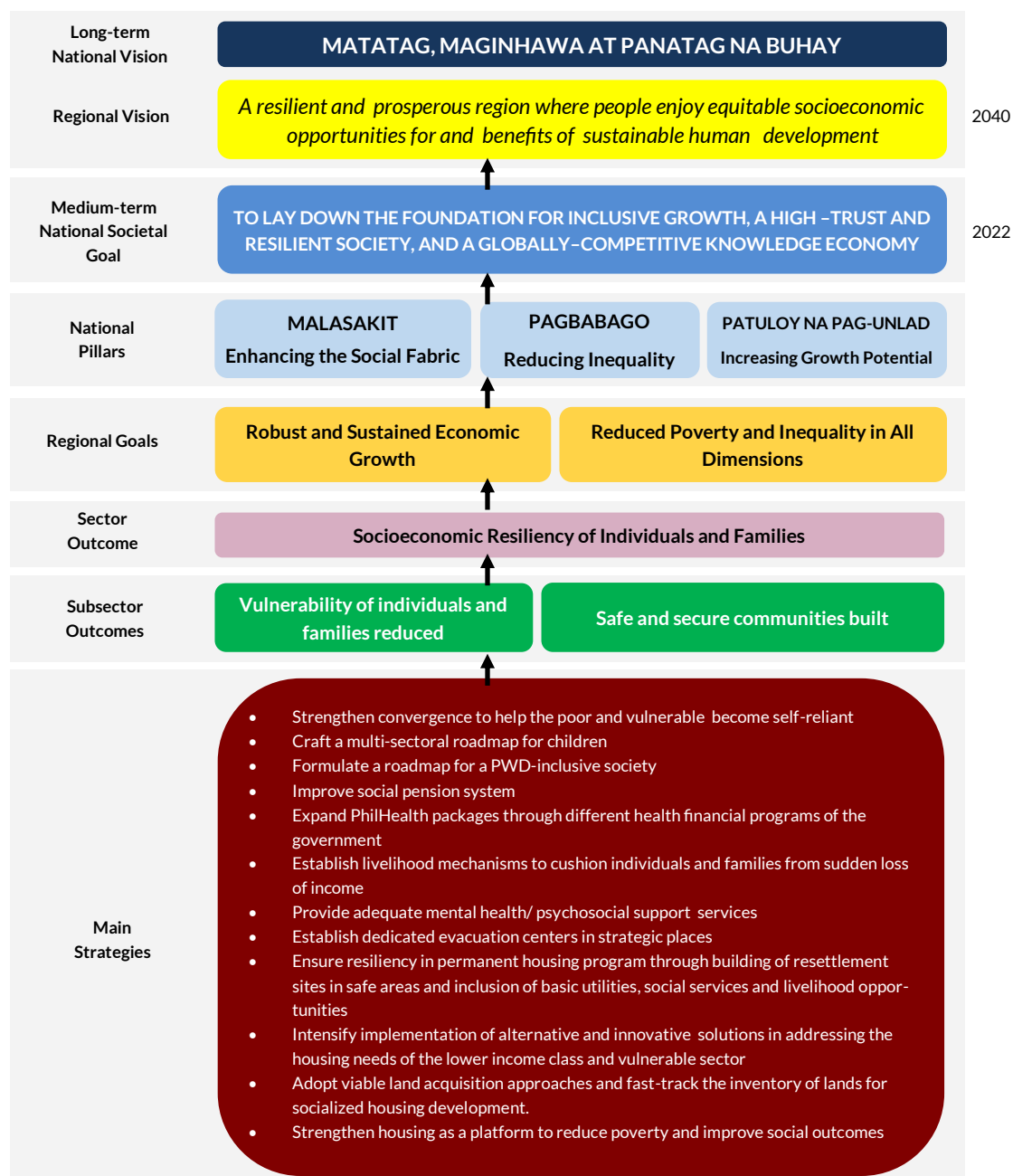
From the Yolanda experience, it was learned that schools are not conducive evacuation centers because of their structural design, and lack of sanitation and kitchen facilities. Psychosocial support to victims and assistive devices for the specific needs of women, children, the elderly and PWDs must also be provided to address the psychological impact of disasters.

## Strategic Framework

Reducing inequality calls for reducing vulnerability. The focus of the strategies outlined in this strategic framework is on reducing vulnerability by providing a universal and transformative social protection program for the people of

Eastern Visayas, improving financial inclusion and income diversification, and expanding access to affordable, adequate, safe and secure shelter in order to create resilient, vibrant, inclusive and sustainable communities.

**Figure 12.1 Strategic Framework for Building Resiliency of Individuals and Families**



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 12.2 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

**Table 12.2 Building Resiliency of Individuals and Families Targets, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS							END-OF-PLAN TARGETS	
	YEAR	VALUE	2017	2018	2019	2020	2021	2022			
Percentage of population covered by the National Health Insurance Program	2015	93	95	95	95	95	100	100			100
Proportion of poor senior citizens covered by social pension	2015	44	50	60	70	80	90	100			100
Percentage of CCT HH beneficiaries who have transitioned to self-sufficiency level	2015	5.1	10.0	15.0	22.0	30.0	35.0	40.0			40.0
Number of rape cases and other forms of violence against women and their children	2015	2,202	1,762	1,409	1,127	902	722	577			577
Percentage of child-labor free barangays	2016	4	20	40	50	70	90	100			100
Percentage of accreditation of facilities (hospitals and non-hospitals)	2016	100	100	100	100	100	100	100			100
Percentage of government establishments compliant to the Accessibility Law	2016	38.9	48.9	58.9	68.9	78.9	88.9	98.9			98.9
Seats of local politics held by women (%)	2016	28.43	..	..	45	..	..	50			50
Percentage of families affected by natural and human-induced calamities provided with relief assistance	2015		100	100	100	100	100	100			100
Number of deaths due to disaster	2013	5,894	0	0	0	0	0	0			0
Number of missing persons due to disaster	2013	983	0	0	0	0	0	0			0
Percentage of families affected by natural and human-induced calamities provided with Emergency Shelter Assistance	2016	(353,375 out of 353,516 target beneficiaries)	100	100	100	100	100	100			100
Percentage of LGUs in the region that availed of the NHA Regular Resettlement Assistance Program	2016	0	5	10	20	30	40	50			50
Percentage of Yolanda resettlement sites provided with basic utilities and social services	2015	10.0	100.0	100.0	100.0	100.0	100.0	100.0			100.0

*Note: .. means not applicable*

## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals and thrusts.

### 1. Strengthen convergence to help the poor and vulnerable become self-sufficient and self-reliant

Poor families enrolled in the CCT can become self-reliant if they have sustainable livelihood. This will prevent these families from retrogressing into poverty. Government agencies should strengthen convergent implementation of the different livelihood programs.

### 2. Craft a multi-sectoral roadmap for children

The roadmap will outline the necessities in order to build an enabling environment that respects, protects and fulfills the rights of all children. This will help reduce cases of violence, such as rape, trafficking, and child labor.

### 3. Formulate a roadmap for a PWD-inclusive society

A PWD-inclusive society is one where PWDs are given opportunities for quality education and employment. This will entail PWD-friendly employment facilitation systems that will include supply and demand mechanisms (including database), crafts and livelihood information, and conduct of trainings responsive to market demands. The government can fortify enforcement of laws by giving incentives and recognition to employers of PWDs. A review of the

Insurance Law to address issues on limited access to insurance policies due to disability will ensure adherence to the UN Convention on the Rights of Persons with Disabilities (UNCRPD).

### 4. Improve social pension system

To improve coverage, the Senior Citizen Law must be reviewed to redefine inclusion criteria and to increase budget.

### 5. Expand PhilHealth packages through the different health financial programs of the government

The target is to increase benefit utilization and adjust case rates to ensure full coverage of medical care, particularly for the poor and those admitted in basic accommodation while predictable or fixed co-payment will be given to those admitted in non-basic, private accommodation.

### 6. Establish mechanisms to cushion individuals and families from sudden loss of income

The adverse impact of sudden loss of income and livelihood can be prevented or lessened in terms of intensity and period through an establishment of unemployment insurance, enhancement of social protection for the informal sector, facilitation of workers' transition from the informal to formal economy, and

strengthening of mechanisms to ensure enrolment in the social security systems.

#### **7. Provide adequate mental health/psychosocial support services**

Aside from economic, material and physical needs, disaster response should also address psychosocial and mental health concerns. Efforts should include increasing public awareness of the existence of such service, capacity building of local implementers, and ensuring that facilities and relocation sites are conducive for post-disaster mental health and psychosocial recovery for the survivors.

#### **8. Ensure resiliency in permanent housing program through building of resettlement sites in safe areas and inclusion of basic utilities, social services and livelihood opportunities**

Resettlement houses must be built in safe areas with resilient and family-responsive designs. Identification of these safe areas should be based on risk assessment and hazard maps, which should be made available in the Comprehensive Land Use Plans of the LGUs. This underscores the need to fast-track the preparation/updating of the CLUPs in all LGUs and the corresponding passage of zoning ordinances. Equally important is making sure that resettlement programs incorporate provision of basic utilities and services as well as livelihood. Designs of houses should consider variables, such as gender and family size.

#### **9. Provision of dedicated evacuation centers in strategic places**

This would entail construction of evacuation centers in safe sites with structural design that is disaster-resilient. They should also be well-equipped to provide for the daily requirements of the evacuees, as well as responsive to the unique needs of women, children, PWDs and senior citizens. A multi-purpose design can also be adopted so that they can be used during normal times. Location should be well-chosen so that they are strategically placed for easy access during evacuation. This intervention will veer away from the usual practice of making schools as evacuation centers, which has many disadvantages, among them are the disruption of classes and undue destruction of schools facilities.

#### **10. Adopt viable land acquisition approaches and fast-track the inventory of lands for socialized housing development**

The upscaling of land acquisition approaches aside from land ownership (such as usufruct, long-term lease, lease variants and land-banking, among others) will be pursued to address the perennial problem of identifying suitable land, particularly in urban areas. This will also address affordability issues and hasten land disposition for socialized housing. Inventory of lands and cadastral surveys will be fast-tracked to hasten the process of identifying land for housing projects. The government should identify its idle land assets for

potential use in socialized housing. The possibility of in-area resettlement program should also be explored to prevent the internally displaced from further displacement in terms of livelihood and access to utilities and services.

### 11. Intensify implementation of alternative and innovative solutions in addressing the housing needs of the lower income classes and vulnerable sector

Solutions such as public rental housing, mixed-income/mixed-use housing development, housing microfinance initiatives, incremental housing programs, and housing cooperatives are some of the options to enhance housing affordability in order to sustainably address the issue of low occupancy rate and better cater to the homeless, poor, and underprivileged beneficiaries. This will include housing finance reforms that will be instituted to meet the needs of

starting families. The Home Development Mutual Fund contribution system should be restructured to allow for a better match between the age-earning profile of members and the required payment stream. There should also be multi-stakeholder convergence in resettlement planning. Along this line, interagency committees at all levels should be made functional.

### 12. Strengthen housing as a platform to reduce poverty and improve social outcomes

Housing programs will be linked with other social development programs, thus, will serve as a platform upon which socioeconomic services will be anchored. It will help maximize the multiplier effect of the provision of housing units as a means to reduce poverty, generate jobs and employment, and spur downstream economic activities. This is to uphold the principle that in housing programs, it is not only houses that should be built but also communities.

## Major Programs, Projects and Activities (PPAs)

The following are the PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

1. Conditional Cash Transfer Program (with involvement of CCT beneficiaries in government's Cash for Work Program)
2. Sustainable Livelihood Program
3. KALAHI-CIDDS
4. Regional Inter-agency Committee (RIACAT)-VAWC activities
5. Social Pension Program
6. Establishment of Bahay Pag-asa in every province and in Tacloban City
7. Communication and advocacy activities on social welfare and development-related laws
8. Expansion of Students Grant-in-Aid Program for Poverty Alleviation Program (ESGP-PA) in terms of financial assistance
9. Conduct of Family Disaster Preparedness capacity building activities

10. Rape Prevention lectures in CCT's Family Development Session module
11. Conduct of trainings for Multi-Disciplinary Teams (MDTs) on Clinical Management of Rape
12. Preparation of a roadmap for children
13. Establishment of the National Youth Commission regional office
14. Gender and Development (GAD) advocacy activities (Gender Sensitivity Trainings, GAD planning by government agencies, etc.)
15. Completion of Yolanda permanent housing projects of NHA
16. Conduct of advocacy campaign for LGUs to avail of regular resettlement housing program of the government
17. Construction of evacuation centers
18. Provision of risk insurance (i.e. health, livelihood)
19. Unemployment protection system

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

1. Amend Republic Act 8972 on Benefits and Privileges to Solo Parents and their Children to increase the benefit package of solo parents.
2. Philippine Adoption Act for Abandoned and Neglected Children and for Children with Special Needs.  
Improve the quality of foster care for abandoned and neglected children, particularly those with special needs.
3. Anti-Senior Citizen Abuse Act. Protect senior citizens from all forms of abuse.
4. Amendment of the Expanded Senior Citizens Act of 2010 to ensure full coverage of indigent senior citizens and increase in their pension to consider inflation.
5. An Act Establishing a Disability Support Trust Fund  
Support PWDs in terms of rehabilitation services, appropriate assistive devices, technology, education, employment, and other disability support services. It will also involve capacity-building of LGUs in the provision of services for PWDs and in building their own trust funds.
6. Amendment of the Accessibility Law (BP Blg. 344) to include information, communications, and technology
7. Extension of maternity benefits.  
Improve and harmonize the existing maternity benefits including increasing the leave period from 60 to 78 days to at least 100 days for women in both public service and private sector
8. Unemployment insurance or involuntary separation benefit system  
Provide meaningful jobs, guarantee income security during sudden unemployment, and provide financial assistance linked to active labor market programs
9. Subsidy on social insurance for the informal sector  
Provide social insurance for the informal sector workers to safeguard and incentivize them by registering in government programs.



10. Creation of the Department of Housing and Urban Development (DHUD) to integrate all housing and urban development policies, plans, programs and projects. This department will be the central planning and policy-making, regulatory, program coordination, and performance-monitoring entity on housing and urban development.

11. Mandatory Establishment of Women-Child Friendly Spaces in All Evacuation Centers in the Country

Protect and promote the general welfare of women and children especially during times of disasters.

12. Passage of an Evacuation Center Act

This should make the establishment of permanent and typhoon-resilient and well-equipped evacuation centers mandatory and once and for all stop the practice of using classrooms as evacuation centers during calamities.

13. Passage of the National Land Use Act (NALUA)

Establish a national land use framework that will define the indicative priorities for land utilization and allocation across residential, infrastructure, agricultural and protective uses and integrate efforts, monitor developments related to land use, and evolve policies, regulations and directions of land use planning processes.

14. Creation of regional offices of the National Youth Commission

The functions of the NYC should be decentralized to all regions of the country. This shall allow the government to better attend to concerns of the youth at the regional level.



# 13

## Enhancing Disaster Risk Reduction and Climate Change Adaptation and Mitigation



# Enhancing Disaster Risk Reduction and Climate Change Adaptation and Mitigation

Disasters caused by natural hazards oftentimes result in deaths and damage to property. In 2013, Region VIII experienced such a catastrophe in the hands of Supertyphoon Yolanda, claiming over 6,000 lives and damaging physical assets worth around PhP130 billion. The vulnerability of the region to natural hazards is due to its geographic location facing the Pacific Ocean in the eastern portion and within the Pacific Ring of Fire. Though not every disaster is catastrophic, at the national level, about 39 percent of damage to properties is due to typhoons, followed by floods at 33 percent, landslides at 11 percent, and the rest are a combination of other natural and human-induced disasters<sup>1</sup>. Since natural disasters are expected to be aggravated by the effects of climate change, the strategies for the medium-term will be geared towards enhancing implementation of actions related to disaster prevention and mitigation, preparedness, response, and rehabilitation and recovery. These strategies should be highlighted after lessons on the importance of disaster risk reduction and climate change adaptation and mitigation (DRR-CCAM) have been learned after Yolanda and other past disasters. It is an established fact that the fruits of development in any area can easily collapse even with only one disaster. This becomes more meaningful for Eastern Visayas where post-disaster recovery from typhoons Yolanda, Ruby, Nona, among others, has yet to be fully achieved. DRR-CCAM is important to support the attainment of the region's twin goals of robust and sustained economic growth and reduced poverty and inequality in all dimensions.

## Assessment

The passage of RA 9729 (Climate Change Act) in 2009 and RA 10121 (Disaster Risk Reduction and Management Act) in 2010 paved the way for mainstreaming DRR-CCAM in development plans at all levels and across sectors. The stance in overall management of disasters shifted from

reactive to proactive. With these two policy enablers, line agencies and LGUs have the legal mandate and institutional framework in considering the effects of climate change and in lowering the communities' vulnerability to natural and man-made disasters. Yet, within the past

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<sup>1</sup> Centre for Research on the Epidemiology of Disasters (CRED). EM-DAT. *The International Disaster Database*. <http://www.emdat.be>

Plan period (2011-2016), the region faced a number of challenges in enforcing these laws, given the region's and the country's high vulnerability to natural disasters.

The Philippines ranks third in the world among countries at risk to natural disasters<sup>2</sup>. With a 26.7 percent risk, the country is only 9.58 percentage points lower than the Pacific nation of Vanuatu, which is first in the list. This means that one in every four Filipinos is highly vulnerable to natural hazards. Aggravating the geographic circumstances is poverty, which limits the capacity of households to recover from or reduce the negative impacts from a disaster. The lack of adaptive capacities for long-term strategies for societal change, coupled with susceptibility of every individual or the likelihood of suffering harm, also contributes to the risk index ranking of the country.

Four out of the region's six provinces<sup>3</sup> belong to *Category 3* – areas prone to multiple hazards, geohazards, and climate-related hazards. These are: 1) Leyte, 2) Southern Leyte, 3) Eastern Samar, and 4) Northern Samar (*Figures 13.1-13.3*). The last two provinces also belong to *Category 2* – areas with 50 to 75 percent of the residents considered poor based on the 2012 Family Income and Expenditure Survey. With this combination of socio-spatial traits, the vulnerability of the population in these two provinces to natural hazards becomes higher.

For the period 2011-2015, the region was able to meet and surpass the Plan annual

targets in terms of promoting climate change-resilient, eco-efficient and environment-friendly industries and services and sustainable town and cities. This was manifested in the 72 percent increase in the number of environmental compliance certificates (ECCs) issued. The ECC is issued to projects after a positive review of its Environmental Impact Assessment (EIA). The ECCs issued are categorized into the following projects: 1) buildings and other infrastructures, 2) fuel storage facilities, 3) resource extraction, 4) agriculture industry, 5) water supply, 6) hospitals, and 7) tourism industry. From 2014 to 2015, the bulk of the projects issued ECCs were in the Province of Leyte, owing to the massive reconstruction and rehabilitation after Yolanda.

The Geohazard Survey and Assessment, a priority program of the government, ensures safety of the populace against natural disasters. Activities on this were conducted in a number of LGUs, such as updating of comprehensive land use plans, identifying resettlement areas for disaster-prone communities, and provision of early warning systems.

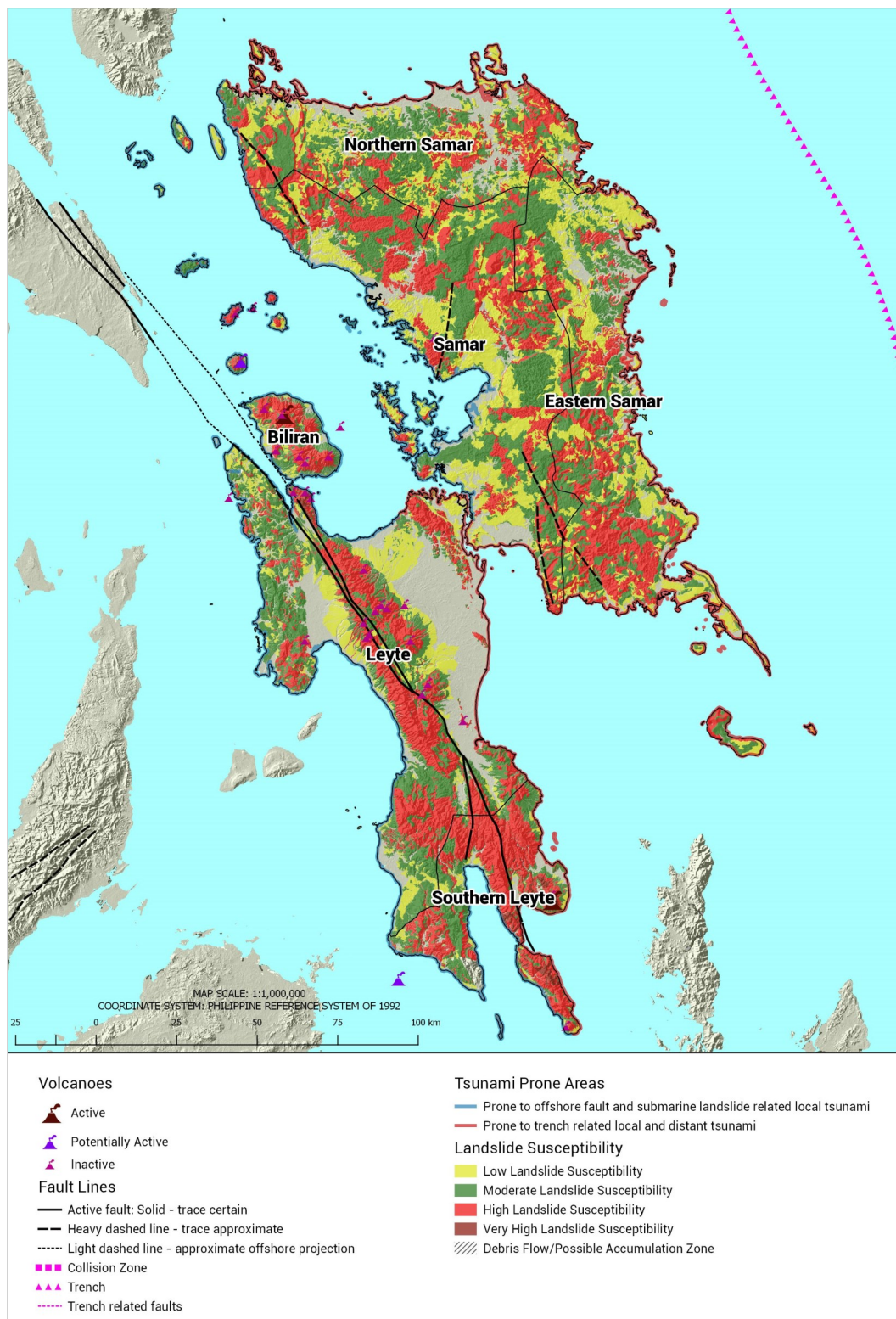
After Yolanda, the importance of geohazard maps has been underscored. As a result, the number of LGUs with geohazard maps, indicating landslide and flood-prone areas, significantly rose from eight in 2011 to 168 in 2015. The remarkable increase was noted from 2014 to 2015, probably due to a growing consciousness among LGUs on the importance of geohazard maps after Yolanda. This increment is also attributed

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<sup>2</sup> United Nations University-Institute for Environment and Human Security (UNU-EHS). 2016. *WorldRiskReport*

<sup>3</sup> NEDA. *Philippine Development Plan (PDP) 2011-2016 Midterm Update*

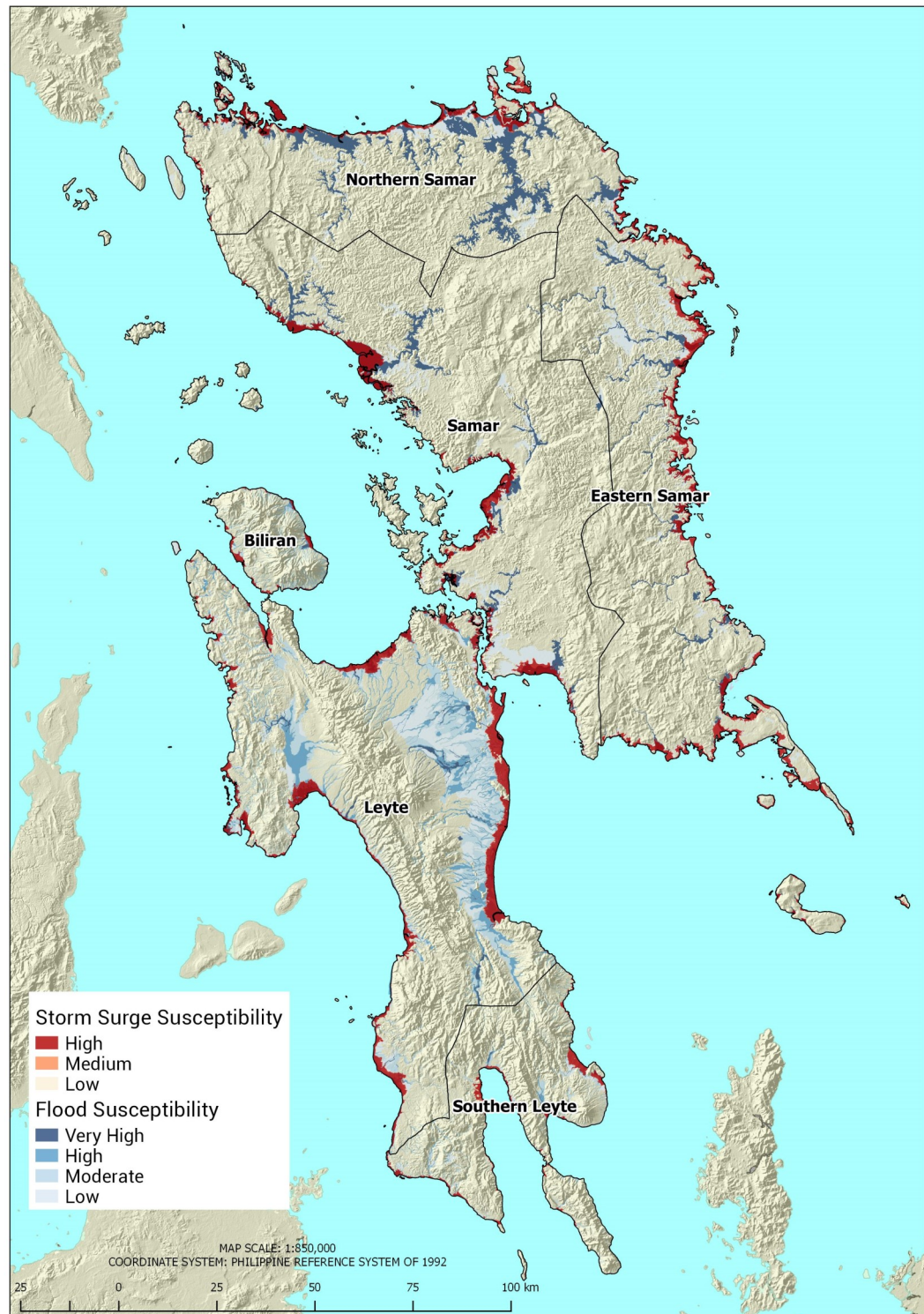
**Figure 13.1** *Geologic Hazard Map, Eastern Visayas*



**Source of basic data:** DOST, PHIVOLCS, MGB

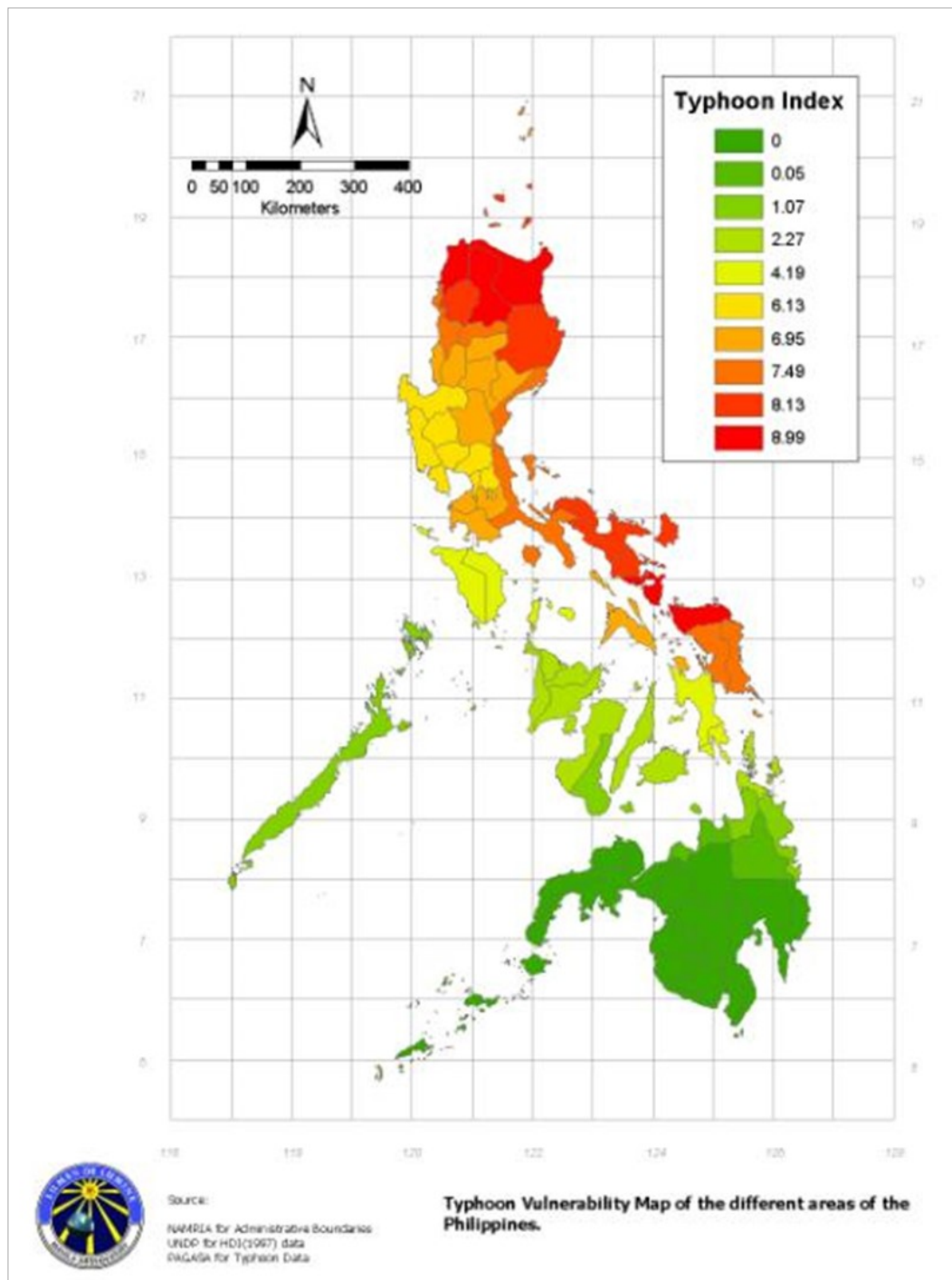


**Figure 13.2 Hydrometeorologic Hazard Map, Eastern Visayas**



Source of basic data: DOST Project NOAH, MGB

Figure 13.3 Typhoon Vulnerability Map, Philippines



Map source: Manila Observatory (MO)

to several Yolanda projects of government and foreign institutions, through which technical assistance on vulnerability assessment was extended to the LGUs. Geohazard maps were consistently updated and provided to LGUs for physical planning purposes (*Box 13.1*).

From 2013 to 2015, the number of reported deaths and damage and losses incurred from natural disasters dropped. This was due mainly to non-occurrence of category 5 typhoons. It can also be attributed to increased capacity of the people on disaster mitigation and preparedness after learning from Yolanda. Communities and LGUs are now more conscious of the eminent danger posed by natural hazards.

For communities living near frequently flooded rivers and water bodies, LGUs are now provided with either Automatic Rain Gauges (ARGs) or Water Level Monitoring Sensors (WLMS), or both, so that proper early warnings can be disseminated to affected communities before the floods occur. The government also conducted a roadshow on *Iba na ang Panahon: Science for Safer Communities*, which provided LGUs with science and technology information materials that will help them prepare their respective communities against natural disasters applying the four-point agenda for community preparedness, namely: 1) increase local risk knowledge, 2) capacitate hazards monitoring, 3) test warning and communications protocols, and 4) build response capability.

LGU disaster preparedness activities were also carried out during the period in review. One of these was the formal launching of the OPLAN LISTO, which came with manuals providing the guidelines for city and municipal mayors on what needs to be done before, during and immediately after a

typhoon. Similar manuals have been given to Municipal Local Government Operations Officer, Chiefs of Police, and Fire Marshalls to ensure proper coordination of ground operations.

There was also a series of workshops that strengthened the local DRRM capacities and train local DRR teams in selected LGUs in the provinces of Eastern Samar, Samar and Leyte. Capacity building sessions held included DRR Workshop for Region VIII, Watershed Workshop, and Coastal Workshop. The Build Back Better Operations Manual for LGUs to guide them on how to design, manage and implement build back better infrastructure projects was also launched in 2015.

Still in line with the government's build back better strategy, the classification of hazard zones susceptible to hydro-meteorological hazards, such as typhoons, floods, rain-induced landslides, and storm surges, was adopted through a Joint DENR-DILG-DND-DPWH-DOST Memorandum Circular No. 2014-01, entitled *Adoption of Hazard Zone Classification in Areas Affected by Typhoon Yolanda (Haiyan) and Providing Guidelines for Activities Thereof*.

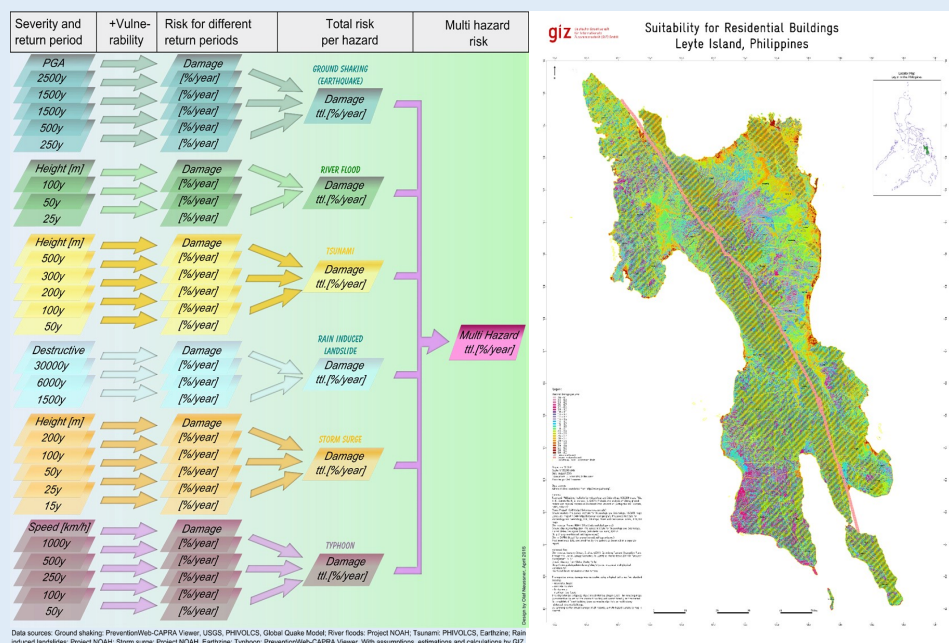
Also the last Plan period saw the formulation of DRR/CCA-enhanced Provincial Development and Physical Framework Plans (PDPFPs) of all six provinces of the region. This conformed to the need to mainstream DRR-CCAM into sub-national development and spatial planning. The PDPFPs highlighted the provinces' disaster risk and vulnerability assessments.

### Box 13.1 Article on Multihazard Risk Map for Stable Buildings in Leyte Island<sup>4</sup>

After Supertyphoon Yolanda wrought damage to the central portion of the country on November 8, 2013, discussions evolved around the simple question of *where is it safe to build and where is it not?* Existing hazard maps, just a few weeks after Yolanda, were revisited. Quickly it became clear that they provide only half of the information. What the maps do not tell was the probability of occurrence of a particular type of hazard in a certain area. This information is vital in assessing how often a certain hazard might occur in a specific area. The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), a federally owned enterprise that supports the German government in achieving its objectives in the field of international cooperation for sustainable development, addressed this need by developing a map that integrated different hazards and the corresponding probability of occurrence. With this map, planners are able to quickly assess the risks for a normal residential building anywhere in Leyte Island, as well as risks for future project and structures. For example, the map shows that some areas have five percent or more expected annual damage. This means that statistically the value of a residential building in that particular area will diminish in around 20 years or less given the accumulated damage.

The generation of the map included a survey of available hazard and vulnerability-related information and data. The most reliable and appropriate sources were selected and processed in a geographic information system (GIS). The first version of the map was provided to LGUs in the middle of 2014. The second version included improvements, such as localization of typhoon winds by taking into account the vegetative index and terrain of the area. The complete documentation of the whole process is accessible at <https://data.hdx.rvlabs.org/dataset/multiple-hazard-mapping-for-residential-building-suitability-in-leyte-island-philippines>. The site also contains the shapefile format of the multi-hazard risk map and also the layers for the individual hazards.

In summary, the map is a multihazard map for normal residential buildings in Leyte Island. It cannot assess agricultural crop damage or other land uses. The map reveals big differences in the risk level of different areas. Flat coastal areas in the eastern portion of the island are more exposed to coastal hazards (storm surge and tsunamis) than the western portion.



<sup>4</sup>Nuessner, Olaf. 2015. Residential Building Suitability Map for Leyte Island. Arken Consulting for Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). Manila, Philippines



## Lessons Learned from Yolanda

Yolanda has left lessons and recommendations<sup>5</sup> that should be applied to enhance DRR-CCAM in the region. These are as follows:

### 1. Vulnerability risk assessment and multi-hazard mapping

People most at risk are those living in high-risk areas. Using local knowledge and incorporating historical accounts play a vital role in hazard assessment. Also, in every risk assessment, the community should always be involved in hazard and risk mapping to enable them to understand the importance of the maps and collectively validate the information.

### 2. DRR-CCAM mainstreamed in various local policies, plans and programs

When Yolanda hit the region, risk and climate information have not really been mainstreamed into local plans yet and some LGUs are in various stages of completing their local DRRM plans. After learning from the supertyphoon, DRR-CCAM should be mainstreamed in all development interventions.

### 3. Environmental management

Thick mangrove forests significantly reduce the impacts of storm surge brought by strong winds. Climate and ecosystems-smart DRR activities will reduce incoming effects of risks brought about by climate change.

### 4. Infrastructure system

With the prevalence of strong typhoons and other natural calamities, the review and updating of the Philippine Building Code becomes imperative. Critical facilities like hospitals, schools, evacuation centers, and government structures should be strong enough to withstand Yolanda-type typhoons.

### 5. Risk financing and insurance

Access to crop insurance and other forms of risk insurance in compliance to RA 656 (Creation and Establishment of a Property Insurance Fund and Providing for its Administration and Other Purposes) will speed up restoration and rehabilitation.

### 6. End-to-end early warning systems

One reason why people in affected areas did not heed the early warning was the lack of understanding of what a storm surge means when coupled with a wind strength like that of Yolanda. Development of warning systems, including community-based warnings such as church bells, sirens, drums, whistles, among others, will save lives and lessen damage. Intensification of information

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<sup>5</sup>National Disaster Risk Reduction and Management Council (NDRRMC). *Y it Happened: Learning from Typhoon Yolanda*

campaigns to continually educate people on the importance and meaning of warning messages should be a priority.

## 7. Local DRRM Councils and Offices

Many LGUs have established local DRRM councils and offices but more for compliance only. Most of them are yet to become functional and properly equipped.

## 8. Partnership and coordination among key players and stakeholders

Partnership arrangements (between and among LGUs, private sector, academe, non-government organizations) and other mechanisms to enhance the layers of disaster response should be developed.

## 9. Disaster response operations

Politics should not play in life-saving actions in the response phase. There should be cooperation and coordination among member-agencies of the RDRMC VIII, taking part in the cluster approach during the response period. Security of rescue and response workers should also be ensured for them to effectively perform their task.

## 10. Assessment and reporting of needs and damages

Within disaster operations, gathering, consolidation and reporting of damage assessments must be undertaken with urgency as a basis for government and private (including United Nations agencies) response. The absence or

delay of such reports will cause uncoordinated and redundant responses and early recovery activities.

Institutionalization of a tool for gathering post-disaster needs assessment, including a group of people from different agencies who are ready to be deployed to disaster-affected areas, is top priority. This will not only help gather data faster but will also avoid overestimating costs, misreporting and duplication of entries. Partnership with the private sector and use of modern technology can also speed up computation of costs.

## 11. DRR and CCAM elements mainstreamed into human settlements

Before and after a disaster, human settlements should be planned to adhere to national and international standards (see *Chapter 12*).

## 12. Comprehensive land use planning and zoning

It is high time for the LGUs to prepare and/or update their respective CLUPs and zoning ordinances as part of risk mitigation measures.

## Summary of Challenges and Opportunities

### 1. High exposure to natural hazards and climate change effects

The region's geographic location, facing the Pacific Ocean and within the Pacific Ring of Fire, makes it prone to all known natural hazards, aggravated by climate change effects. Documented events such as Yolanda in 2013, Ruby and Seniang in 2014, Nona in 2015, and El Niño in late 2015 to mid-2016 have affected all sectors of the region.

### 2. Absent and/or outdated CLUPs in most LGUs

The Local Government Code of 1991, backed up by the Philippine Constitution, mandates the LGUs to prepare the CLUP to properly manage land and natural resources within their administrative jurisdiction. However, only few LGUs were able to prepare and update such plan and enacted it into a zoning ordinance.

### 3. Absence of resettlement areas for communities living within danger zones

After Yolanda's destruction, this issue has surfaced. Planning for resettlement should be based on scientific evidence and should prioritize those that are within danger or environmentally critical areas.

### 4. Absence of early warning systems for natural hazards in most areas

Early warning systems help save lives in affected areas. This gives

communities lead time in preparing for and responding to hazards (e.g. pre-emptive evacuation). However, not all LGUs have yet to put in place these systems, with the assistance of concerned agencies.

### 5. Absence of local disaster risk reduction and management offices and personnel

LGUs play a front role in managing the effects of any disaster. They are the direct counterpart of the national/regional DRRM council and are tasked as the first responders. However, DRRM officers in most LGUs are only designated by local chief executives and are not permanent staff. Results of the assessment for the Seal of Good Local Governance (SGLG), with DRRM as one of the components, showed that only few LGUs were able to pass this criterion.

### 6. Limited personnel trained on emergency response

The region has limited personnel who have the skills to provide immediate response. Such expertise is augmented by skilled volunteer organizations, but still not adequate, given the region's high exposure to natural hazards and climate change effects.

Notwithstanding all those abovementioned challenges, every disaster offers an opportunity to rebuild better and stronger. A concrete enabling mechanism is RA 10121, which provides the legal framework for the realization of DRR-CCAM.

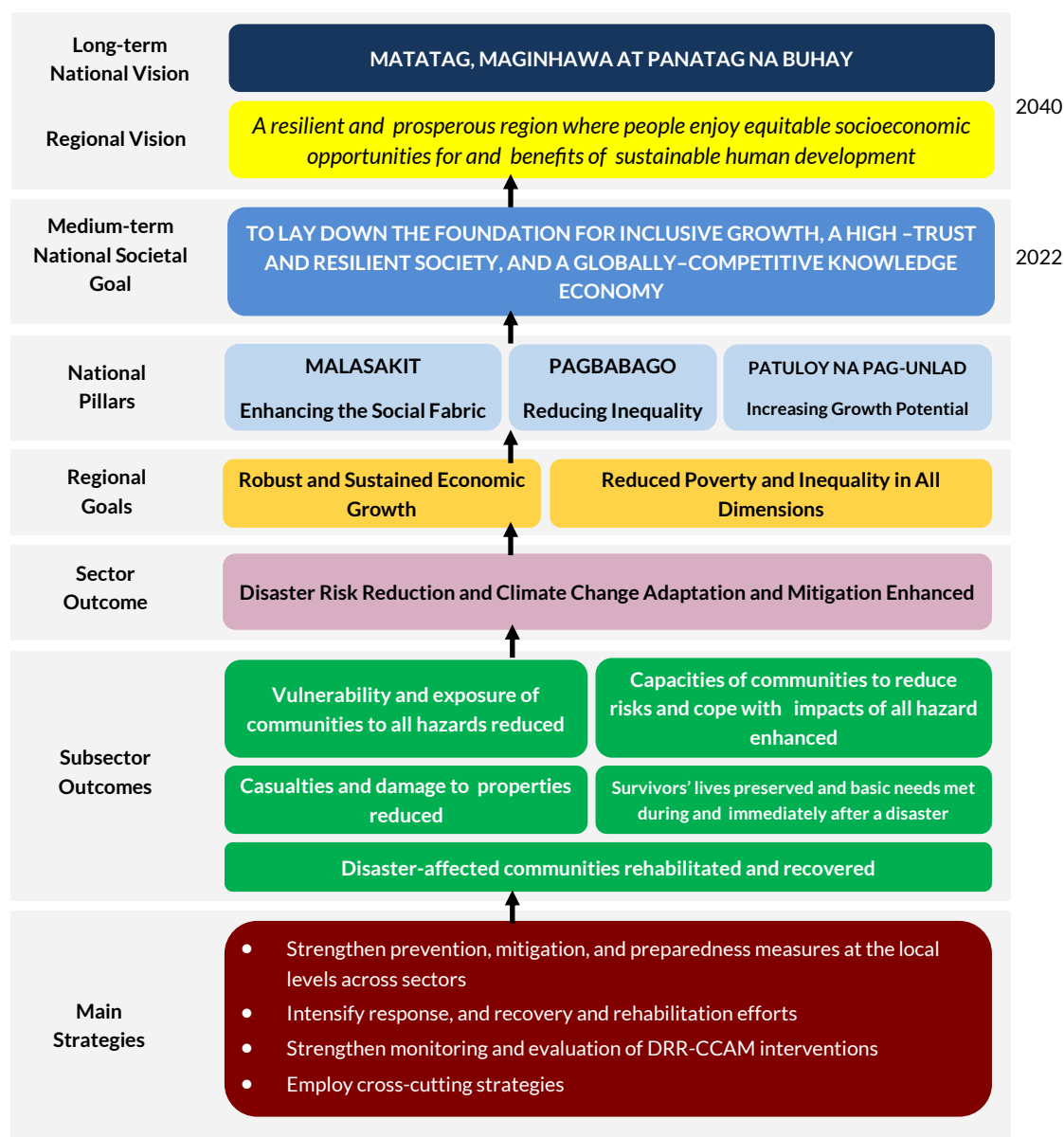


## Strategic Framework

This framework adopts the Sendai Framework for Disaster Risk Reduction 2015-2030, an international agreement that provides the ways forward for DRR-CCAM in order to achieve resilient and sustainable development. It also upholds the New Delhi Declaration 2016 forged in October 2016 during the Asian Ministerial

Conference on Disaster Risk Reduction in India, which reinforces the Sendai framework to support the 2030 Sustainable Development Agenda. This framework shows the significant contribution of DRR-CCAM as one of the region's main strategies to attain economic growth and poverty reduction in the region.

**Figure 13.4 Strategic Framework for DRR-CCAM**



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 13.1 below. A complete and more detailed presentation of the targets are found in the Results Matrices (RM) 2017-2022, a companion document of this RDP.

**Table 13.1 Targets for DRR-CCAM, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGETS
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Agencies with DRR-CCAM integrated into their agency plans and budgets (%)	2015	-	100	100	100	100	100	100	100
LGUs with integrated DRR-CCAM in their RPPF, CDP, CLUP, FLUP, ICMP and AIP (%)	2015	80	100	100	100	100	100	100	100
LGUs with Local Climate Change Action Plans (%)	2015	-	80	100	100	100	100	100	100
Number of technical experts trained to provide DRR-CCAM technical assistance to LGUs	2015	-	40	80	120	160	200	240	240
Communities relocated from high and medium risk areas to safe areas (%)	2015	-	70	90	100	100	100	100	100
LGUs with implemented programs related to Agricultural, Environmental and Natural Resources in support of DRR-CCAM (%)	2015	-	100	100	100	100	10	100	100
Reduced documented violations or apprehensions relating to laws and ordinances protecting environmentally-critical areas (%)	2015	-	100	100	100	100	100	100	100
LGUs implementing awareness-raising program related to Watershed, Coastal, and Marine to include Wetland protection and management (%)	2015	100	50	50	100	100	100	100	100

Note: - no data

Table 13.1. Targets for DRR-CCAM, Eastern Visayas, 2017-2022 (cont.)

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGETS
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Infrastructure and agricultural facilities certified as structurally-sound and DRR/CCAM- resilient (%)	2015	100	100	100	100	100	100	100	100
DRR/CCAM-sensitive agricultural systems in LGUs practiced (%)	2015	-	50	80	100	100	100	100	100
Disaster-resilient school buildings built (%)	2015	-	90	95	100	100	100	100	100
Target beneficiaries vaccinated (%)	2015	-	100	100	100	100	100	100	100
Mortality and disease prevalence in the community decreased (%)	2015	-	50	60	70	80	90	100	100
LGUs with hazard maps and risk assessment (%)	2015	-	100	100	100	100	100	100	100
LGUs oriented on local hazards and risks (%)	2015	-	50	50	100	100	100	100	100
Schools and communities provided with advocacy on DRR (%)	2015	-	100	100	100	100	100	100	100
LGUs with risk financing programs increased (%)	2015	-	50	70	100	100	100	100	100
Business establishments with natural catastrophic coverage increased (%)	2015	-	50	70	100	100	100	100	100
Number of LGUs with EWS installed	2015	136	143	143	143	143	143	143	143
Barangays with indigenous EWS installed (%)	2015	-	50	100	100	100	100	100	100

Note: - no data

**Table 13.1. Targets for DRR-CCAM, Eastern Visayas, 2017-2022 (cont.)**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGETS	
	YEAR	VALUE	2017	2018	2019	2020	2021	2022		
PREPAREDNESS										
Schools integrating DRR-CCAM in the curriculum increased (%)	2015	80	80	90	100	100	100	100	100	100
Barangays that are able to manage impacts of disasters increased (%)	2015	20	70	75	100	100	100	100	100	100
LGUs and Barangays with established LDRRM Council and Committees (%)	2015	100	100	100	100	100	100	100	100	100
Local DRRM Offices and Operations Centers established (%)	2015	50	75	80	100	100	100	100	100	100
Reliable communication system established (%)	2015	100	100	100	100	100	100	100	100	100
LGUs with Incident Command System installed (%)	2015	5	70	90	100	100	100	100	100	100
LGUs with established system and mechanism for the conduct of DANA (%)	2015	100	100	100	100	100	100	100	100	100
Agencies, LGUs and other response groups capacitated to conduct training on preparedness and response (%)	2015	100	100	100	100	100	100	100	100	100
Agencies and LGUs with established DRR-CCAM trainers pool (%)	2015	100	100	100	100	100	100	100	100	100
LGUs with forged MOU on mutual support for DRR (%)	2015	100	100	100	100	100	100	100	100	100
Available response groups directory (%)	2015	-	100	100	100	100	100	100	100	100

*Note: - no data*

Table 13.1. Targets for DRR-CCAM, Eastern Visayas, 2017-2022 (cont.)

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGETS
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Volunteer and private sector response groups organized (%)	2015	80	90	95	100	100	100	100	100
RESPONSE									
Affected areas provided with search, rescue, relief and retrieval teams (%)	2016	80	80	82	85	89	94	100	100
LGU with appropriate interventions provided in cases of dead and missing (%)	2016	75	100	100	100	100	100	100	100
Disaster-affected areas with DANA reports prepared (%)	2016	30	70	90	100	100	100	100	100
Affected families needing assistance provided with timely and appropriate immediate needs and social services (%)	2016	85	90	100	100	100	100	100	100
Disaster affected LGUs with safe and equipped evacuation sites activated (%)	2016	80	90	95	100	100	100	100	100
Reduction of morbidity and mortality rate in evacuation centers (%)	2016	1 on mortality and 5 on morbidity	100	100	100	100	100	100	100
Disaster affected areas with formal and informal classes restored and conducted (%)	2016	-	100	100	100	100	100	100	100
Disaster affected areas with stable price and supply of basic and prime commodities implemented (%)	2016	100	100	100	100	100	100	100	100
Affected individuals provided with emergency livelihood and employment opportunities (%)	2016	-	100	100	100	100	100	100	100

Note: - no data

Table 13.1. Targets for DRR-CCAM, Eastern Visayas, 2017-2022 (cont.)

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGETS	
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	TARGETS	
REHABILITATION AND RECOVERY										
Number of PDNA teams organized and created	2016	9	Maintained 9 PDNA Teams; 1 organized Regional Team	Maintained 9 PDNA Teams; 1 organized Regional Team	10 PDNA Team maintained	10 PDNA Team maintained	10 PDNA Team maintained	10 PDNA Team maintained	10 PDNA Team maintained	10 PDNA Team maintained
Comprehensive PDNA prepared (%)	2016	100	100	100	100	100	100	100	100	100
Qualified affected beneficiaries awarded with housing units (%)	2016	7	100	100	100	100	100	100	100	100
Affected families and individuals provided with livelihood and employment and livelihood opportunities (%)	2016	124	70	70	70	80	90	100	100	100
Affected business establishments assisted and restored to normalcy (%)	2016	-	40	50	70	80	90	100	100	100
Public infrastructures and utilities restored and made resilient (%)	2016	70	100	100	100	100	100	100	100	100
Critical public and private utilities restored (%)	2016	-	100	100	100	100	100	100	100	100
Number of psychosocial service providers organized	2016	-	5	10	13	18	23	28	28	28
Affected individuals needing assistance provided with physical, emotional and psychosocial interventions (%)	2016	-	100	100	100	100	100	100	100	100

Note: - no data

## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals and thrusts.

### 1. Strengthen prevention, mitigation, and preparedness measures at the local levels across sectors

Past efforts along these areas of DRR-CCAM will be intensified at the level of provinces, cities, municipalities and barangays in all sectors. This should emanate from the completion of risk and vulnerability analysis and should level up to stronger coordination with as many actors as possible. Along this line, the following sub-strategies shall be pursued:

#### On Prevention and Mitigation

- a. Mainstream DRR-CCAM in national and local development plans
- b. Consider multihazard risk concept in treating hazards
- c. Develop, maintain, and ensure accessibility of climate and geospatial information and services
- d. Relocate communities from high- and medium-risk areas to safe areas
- e. Build better infrastructures
  - Certify structural soundness of critical infrastructures (*see Chapter 14*)
  - Establish guidelines on the construction of disaster-resilient school buildings and classrooms (*see Chapter 14*)
- f. Promote DRR-CCAM-sensitive agricultural and fisheries systems and practices (*see Chapter 7*)

- g. Promote better health and sanitation, and disease control (*see Chapter 10*)
- h. Advocate DRR-CCAM in schools and communities
  - Formulate scientific and community-based risk assessment
  - Provide EWS
  - Promote local (community-based and indigenous) EWS
  - Utilize modern technology to disseminate alerts and advisories to all communities
- i. Provide adequate DRR-CCAM financing and feasible risk transfer mechanisms
- j. Identify and undertake priority technological and researches based on capacity needs on DRR-CCAM (*see Chapter 15*)

#### On Preparedness

- a. Build institutional capacities on DRR-CCAM
  - Integrate DRR-CCAM in school curriculum
  - Promote DRR-CCAM among individuals and families
  - Tap media and church in DRR-CCAM promotion
- b. Create enabling bodies on DRR-CCAM and establish network among them
  - Local Disaster Risk Reduction and Management (LDRRM) Council and Committees
  - Local DRRM Offices and



- Operations Center (OpCen)
- Volunteer response organizations and private sector organizations
- c. Provide a reliable communication system
- d. Localize Incident Command System (ICS)
- e. Systematize conduct of damage and needs assessment
- f. Establish and share expertise on DRR-CCAM
- g. Promote business continuity planning

## 2. Intensify response, and recovery and rehabilitation efforts

Adaptive capacity and resiliency will ensure that casualties, damage and losses are minimized and affected communities (including ecosystems therein) are able to build back better from disasters. Building on past initiatives and documented best practices, priority will be given to activities that will further improve the timely delivery of response services, as well as recovery and rehabilitation projects to rightful beneficiaries.

### On Response

- a. Maintain law and order in areas affected by disasters
- b. Provide proper response to disaster-affected areas
  - Ensure safety and security of response personnel and their families
  - Mobilize and deploy assets and personnel for search, rescue, immediate relief, and retrieval operations
  - Organize a dignified process of managing the dead and the missing

- Expedite generation of the Damage Assessment and Needs Analysis reports
- c. Ensure availability and accessibility of relief goods, medicines and personnel
- d. Prevent disease outbreaks in evacuation centers
- e. Monitor the price and supply of basic commodities

### On Rehabilitation and Recovery

- a. Strengthen the conduct of Post-Disaster Needs Assessment (PDNA) in disaster-affected areas
- b. Develop DRR-CCAM-compliant human settlement areas
- c. Provide employment and livelihood opportunities
- d. Ensure continuation of education services
- e. Ensure continuity of economic and business activities
- f. Restore critical public and private utilities and facilities
- g. Incorporate psychosocial services in response and recovery interventions
- h. Provide a common contingency fund for rehabilitation and recovery planning

## 3. Strengthen monitoring and evaluation (M&E) of DRR-CCAM interventions

This will cover the development and operationalization of M&E systems to measure efficiency and effectiveness of programs, projects and activities on DRR-CCAM vis-à-vis SDGs, Sendai Framework, New Delhi Declaration, and Paris Agreement.

#### 4. Employ cross-cutting strategies

Recognizing that certain concerns encompass the various aspects of DRR-CCAM, these cross-cutting strategies will be pursued: a) technology development and transfer (see *Chapter 15*); b) strengthening governance and institutional makeup (see *Chapter 17*);

c) enhancing knowledge management; d) enhancing information, education and communication (IEC) campaign; e) engaging the participation of civil society across all sectors; and f) allowing flexibilities on certain laws so as not to hinder implementation of emergency interventions in times of disasters.

## Major Programs, Projects and Activities (PPAs)

The following are the PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

### On Prevention and Mitigation

1. Conduct of DRR-CCAM-related researches
2. Conduct of training-workshops on the updating of DRR-CCAM-enhanced Provincial Development and Physical Framework Plans of the six provinces of the region
3. Conduct of training-workshops on the formulation/updating of DRR-CCAM-enhanced Comprehensive Development Plan and Comprehensive Land Use Plans of cities and municipalities
4. Identification, screening and designation of DRR-CCAM experts to include private sector organizations (e.g. NGOs and CSOs)
5. Inventory of DRR-CCAM-compliant resettlement sites
6. Construction and institutionalization of a regional DRRM center
7. Provision of crop insurance to disaster-prone areas (see *Chapter 7*)
8. Conduct of orientation for LGUs on existing environmental laws related to DRR-CCAM
9. Conduct of monthly/quarterly inspection of national roads, bridges, flood control and drainage structures
10. Removal of illegal structures and other public utilities within the 20-meter road right of way limit
11. Conduct of DRR-CCAM orientation for agriculture and fisheries personnel (see *Chapter 7*)
12. DRR-CCAM-sensitive agriculture and fisheries projects (see *Chapter 7*)
13. Extended Program on Immunization (EPI) (see *Chapter 10*)
14. Conduct of IEC drive for health promotion and disease prevention
15. Establishment of epidemiological disease surveillance system for epidemics and outbreaks
16. Health research and development on resiliency services
17. Conduct of IEC campaign on water, sanitation and hygiene (WASH)
18. Conduct of education campaign on DRR-CCAM using quad media
19. Laymanizing/Localization of weather forecasts using local language/dialect
20. Establishment of early warning centers

- along major river basins
- 21. Installation of additional Doppler Radar
- 22. Installation of automatic weather sensors (weather stations, rain gauges, stream gauges)
- 23. IEC campaign on hydro-meteorological equipment operation and maintenance and utilization
- 24. Scientific formulation of hazards map based on the Project Nationwide Operational Assessment of Hazards (NOAH) approach
- 25. Completion of the coverage and ensuring access to large scale (1:10,000) probabilistic hazard maps
- 26. Documentation and popularization of best practices on local EWS, emphasizing the use of local and understandable terms
- 9. Regular M&E of LDRRMCs and offices, and establishment of rewards and incentives systems for good practitioners
- 10. Creation of an LDRRMO and operations center (OpCen) and formulation of manual of operations
- 11. Provision of staff and appropriate facilities and equipment and management trainings for LDRRMO and OpCen
- 12. Formation, capacity building, and equipping of emergency response teams (ERTs)
- 13. Stockpiling and prepositioning of relief commodities, medicines and equipment
- 14. Construction and/or designation/ preparation of safe and hazard-free and strategically located permanent evacuation centers
- 15. Forging of MOA with suppliers on provision of supplies during emergencies
- 16. Procurement of communication equipment
- 17. Conduct of Communication Preparedness exercises (CPex)
- 18. Establishment of local service and international telecommunications connectivity infrastructure in disaster-affected areas
- 19. INFOBOARD Text Blast Program
- 20. Conduct of briefings and trainings on ICS
- 21. Conduct of simulation exercises for ICS
- 22. Formation of All-Hazards Incident Management Teams (IMTs)
- 23. Creation of and capacity building for Damage Assessment and Needs Analysis (DANA) Teams
- 24. Development of PDNA policies, guidelines and manual of operations

### On Preparedness

- 1. Conduct of trainings for teachers on integration of DRR-CCAM in the school curriculum
- 2. Conduct of trainings on family and community disaster preparedness (FCDP)
- 3. Conduct of disaster awareness symposia in hazard-prone areas
- 4. Conduct of preparedness drills (e.g. fire, earthquake, tsunami) in all government offices and important public facilities (e.g. hospitals)
- 5. Implementation of building emergency evacuation plan (BEEP) in all government offices and important facilities
- 6. Establishment and institutionalization of the LDRRM Councils and Committees
- 7. Formulation of local DRRM plans
- 8. Formulation of local contingency plans (CPs)

25. Creation, mobilization and deployment of assets of Mental Health and Psychosocial Service (MHPSS) Team
  26. Conduct of trainings for psychosocial team
  27. Development of protocols, guidelines and standard session designs
  28. Conduct of trainings on management of the dead and missing
  29. Conduct of trainings on camp coordination and camp management
  30. Conduct of trainings on EWS
  31. Conduct of disaster response capacity building activities (e.g. basic life support, regional medical first responders, water search and rescue, urban search and rescue, mountain search and rescue, collapsed structure search and rescue, high angle search and rescue, and swift water search and rescue)
  32. Conduct of trainings on relief operations and supplies management
  33. Conduct of orientation for Newly Elected Local Officials on DRR-CCAM
  34. Conduct of DRRM Forum/Summit for LDRRMCs and offices
  35. Forging of MOA on DRRM
  36. Conduct of cross-visits and learning exchange programs on best practices on DRR-CCAM
  37. Preparation of directory of response groups
  38. Conduct of inventory of capability and resources for disaster response operations and response groups
  39. Formulation of guidelines on coordination among response groups
- On Response**
1. Deployment of personnel for clearing operations and construction of emergency makeshift bridges
  2. Activation of the OpCen and ICS
  3. Conduct of actual search, rescue and retrieval operations
  4. Activation of inquiry desks for missing person and other response concerns
  5. Establishment of communication system to coordinate with families of rescued individuals
  6. Conduct of medical and psychosocial interventions to responders
  7. Listing and identification of cadavers and missing persons
  8. Administration of appropriate religious rites and setting up of proper holding areas and mass graves
  9. Mobilization and deployment of personnel and volunteers
  10. Mobilization and deployment of DANA teams
  11. Setting up NGO desks for rationalized distribution of goods and services
  12. Systematic and organized handling and distribution of relief goods and services
  13. Transport of personnel, relief and medical supplies by air, water and land, especially in far- flung and isolated areas
  14. Execution of MOA between LGUs and NFA on rice distribution in times of disasters
  15. Deployment of security personnel in evacuation centers
  16. Creation of task forces in evacuation centers
  17. Projects and activities responsive to the special needs of women, children, persons with disability, elderly and married couples
  18. Mobilization of transport organizations for evacuees and responders

19. Conduct of medical consultations and treatment and referrals of sick individuals
20. Conduct of disease surveillance in evacuation centers and community
21. Distribution of nutrient supplements and vaccines in disaster-affected communities
22. Conduct of mental health and psychosocial sessions to affected individuals and groups
23. Activation of WASH teams
24. Survey of nutritional status of evacuees, especially the elderly, women, pregnant and children, and provision of appropriate interventions (e.g. supplemental feeding)
25. Setting up of breastfeeding stations
26. Segregation and isolation of sick individuals
27. Setting up of reproductive health facilities in disaster areas and evacuation centers
28. Reopening of schools and/or setting up of temporary learning spaces for the immediate resumption of classes in affected schools
29. Conduct of alternative learning system (ALS) and other learning sessions in evacuation centers
30. Application of Education in Emergency Curriculum in the affected schools
31. Activation of local price monitoring and coordinating councils (PMCCs)
32. Dissemination of price advisories
33. Conduct of short livelihood and employment skills training
34. Emergency or short-term/*trabaho sa lansangan*, cash/food for work, employment and livelihood opportunities

## On Rehabilitation and Recovery

1. Activation and deployment of PDNA teams
2. Provision of tools/equipment to the PDNA team
3. Conduct of PDNA
4. Inventory and assessment of damaged public and private infrastructure
5. Formulation of a manual on rehabilitation and recovery planning
6. Conduct of rehabilitation and recovery planning trainings and workshops
7. Designation of safe human settlement areas for affected communities
8. Development of safe and fully equipped human settlement sites (complete with facilities and utilities such as power, water, roads, schools, health centers, drainage, sewerage, etc.)
9. Masterlisting and organization of affected families and individuals
10. Construction and awarding of DRR-CCAM-compliant housing units to internally displaced families
11. Livelihood projects in resettlement sites and affected areas
12. Extension of financial assistance in the form of grants and soft loans
13. Putting up of an LGU-based incentives system for the private sector relating to DRRM investments
14. Repair/rehabilitation projects for damaged public infrastructure and close monitoring of such projects
15. Designation of psychosocial health workers (to include private partners)
16. Psychosocial interventions (e.g. MHPSS)
17. Community organizing for target beneficiaries

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

1. Passage of HB 344 on the Creation of Department of Disaster Preparedness and Emergency Management
2. Passage of HB 4383 on the Declaration of November 8 of Every Year as a Special Non-Working Public Holiday in Eastern Visayas to be known as "Yolanda Commemoration Day"
3. Review and updating of RA 6541 (National Building Code)
4. Passage of the National Land Use Act
5. Review and updating of RA 10121 and its IRR
6. Review and updating of the National DRRM Plan
7. Review of the policy on the Personal Services (PS) cap to ensure availability of funding for the hiring of personnel for LDRRMOs
8. Formulation of the Department of Transportation (DOTr) guidelines on the transportation for disaster response/relief operations
9. Formulation of DRR policies to ensure adequacy and readiness in responding to large and complex disasters as Yolanda
10. Enforcement of the guidelines on the construction of disaster-resilient school buildings and classrooms
11. Development and subscription of new and feasible insurance system/risk transfer scheme
12. Revisit/Relax certain existing policies to attune to disaster times (e.g. alternative schemes to enable downloading of funds for rehabilitation projects to LGUs with unliquidated pending cash advances)





14

Accelerating  
Infrastructure  
Development



# Accelerating Infrastructure Development

Infrastructure is one of the support systems to the economy, an essential catalyst of the region's twin goals of attaining robust and sustained economic growth, as well as reduced poverty and inequality in all dimensions. The need for infrastructure investments has become more pressing, considering the growing population and urbanization of some parts of the region, as well as the requirements of the key priority thrusts of the region for this Plan period, which are agriculture and fishery, manufacturing and tourism. Infrastructure development is among the top priority concerns of the government over the Plan period to accelerate economic growth and improve the quality of life in both urban and rural communities. Although large investments in infrastructure programs and projects have been made and some reforms have been introduced, issues and challenges still continue to exist, and better results are yet to be achieved.

## Assessment

Though investments in the infrastructure development continue to be a priority of the government, the overall adequacy, quality and accessibility of infrastructure in the region still lag behind other regions in the country. Low investments on maintaining and improving existing infrastructure assets and building new ones remain a paramount concern.

## Land Transport

The region's total national road network of 2,529.80 kilometers, as of 2015, was already around 96 percent (2,436.96 km) paved either by concrete or asphalt. This was an increase of 59.70 km from the 2,377.26 km in 2014 (*Table 14.1*).

Despite the high percentage of paved roads, some of them are in poor condition, particularly the Buray-Taft-Borongon-Guiuan road in Samar/Eastern Samar. This

section is currently being improved/rehabilitated with grant assistance from the Millennium Challenge Corporation (MCC) of the United States of America. Similarly, the road link in the island of Samar, which is the Samar Pacific Coastal Road (i.e. San Policarpo-Arteche-Lapinig-Gamay-Mapanas-Palapag-Laoang Road) has already been approved for implementation with loan from the Korea Economic Development Cooperation Fund. Other road projects connecting isolated towns in the hinterlands of the Samar Island are now ongoing under the *Payapa at Masaganang Pamayanan* (PAMANA) program.

Motor vehicle registration increased by 19.43 percent from 160,358 in 2014 to 191,521 in 2015. By vehicle type, motorcycles and tricycles comprised the bulk of registered vehicles at 71.5 percent. These types are most popular since they

**Table 14.1 National Road Length by Surface Type, by Province, Eastern Visayas, 2014-2015 (in km)**

Province	BASE YEAR				ACTUAL							
	2012				2014				2015			
	Paved	Unpaved	Total Length	% Paved	Paved	Unpaved	Total Length	% Paved	Paved	Unpaved	Total Length	% Paved
Leyte	842.8	117.3	960.1	87.78	918.82	81.83	1,000.65	91.82	957.04	40.22	997.26	95.97
Southern Leyte	269.2	13.5	282.7	95.22	286.58	11.62	298.20	96.10	293.45	5.49	298.94	98.16
Biliran	148.5	3.6	152.1	97.63	151.75	0.37	152.12	99.76	152.02	0.10	152.12	99.93
Samar	348.5	6.1	354.6	98.28	367.08	4.37	371.45	98.82	368.61	2.94	371.55	99.21
Eastern Samar	314.4	6.2	320.6	98.07	322.05	3.10	325.15	99.05	324.67	0.48	325.15	99.85
Northern Samar	315.4	58.8	374.2	84.29	330.98	53.46	384.44	86.09	341.17	43.63	384.80	88.66
Region VIII	2,238.80	205.50	2,444.30	91.59	2,377.26	154.75	2,532.01	93.89	2,436.96	92.86	2,529.82	96.33

Source: Department of Public Works and Highways (DPWH) VIII

are the most affordable. Number of buses registered notably dropped by 12 percent. Majority (89%) were privately owned vehicles. For-hire vehicles comprised only 9 percent of the total. The rest were government-owned vehicles, roughly at around one percent share. This means that nine out of ten vehicles plying the roads of the region were privately owned due to factors like convenience of using one's own vehicle and the affordable financing schemes of vehicle dealers. On a year-on-year comparison, all vehicle classes exhibited an increase in number of registration. This situation has resulted to road congestion in urban areas of the region during peak or busy hours.

Inconsistent and lax enforcement of laws, rules and regulations on the use of transport systems is also noted. In road transport alone, traffic ordinances differ amongst LGUs. Despite existing law on load limit of trucks, overloaded trucks are being allowed to traverse freely, which further damages roads. Thus, policy reforms should be instituted.

## Water Transport

As of 2015, the region had 29 major ports and ferry terminals. Twenty two (22) are managed by the Philippine Ports Authority (PPA), four by local government units, and three by private companies. In the same year, the total cargo throughput of the region reached 5.15 million metric tons (Table 14.2). This was five percent lower

than that of 2012. This slump may have been brought about by the reduction of cargo throughput in 2014 after port facilities had been damaged by Yolanda. Between 2014 and 2015, however, a six percent reversal was recorded. This resulted from the resumption of shipment of copra in Tacloban Oil Mill and domestic shipment of cargoes, such as sand and gravel. Additionally, there was importation of cement from Vietnam, as well as transportation of local inbound and outbound commodities to include also cement and construction materials and animal feeds.

The Tacloban Port has long been unable to accommodate large international and local cargo ships because of the shallow depth of seawater in the San Juanico Strait and the low height of the San Juanico Bridge. This underscores the need for an alternative port, considering that Tacloban is the regional capital and a highly urbanized city, and as such, it is the center of trade in the region. Providing an alternative port nearby the city will increase trade with other regions and countries. It will also minimize wear and tear of roads due to high traffic volume of cargo trucks traversing from the ports of Northern Samar to Tacloban and other areas in the region and to Mindanao. Also, it will bring down transportation cost of goods and services due to savings from trucking expenses.

In 2015, total number of passengers

**Table 14.2 Water Transport Statistics, Eastern Visayas, 2014-2015**

Indicator/Unit	Baseline	Actual		
	2012	2013	2014	2015
<b>Cargo throughput</b> (million metric tons)	5.398	5.931	4.860	5.146
<b>Passengers</b> (number in millions)	5.339	5.118	5.657	6.728
<b>Vessels</b> (number in thousands)	25.307	25.020	28.613	30.352

**Source:** Philippine Ports Authority – Port Management Offices (PPA-PMO) Western Leyte/Biliran and Eastern Leyte/Samar

reached 6.7 million, a remarkable increase of 26 percent from 2012. The highest number of passengers was registered at the Balwharteco Ferry Terminal in Allen, Northern Samar. This reached 2.05 million passengers or 30 percent of the total. The increase was also on account of the added trips of MV Gloria and MV Joyful Stars at the Hilongos Port, and motor *banca* calls at the Naval Port. While there was a drop in 2013, this immediately picked up in 2014 due to the influx of passengers in the aftermath of Yolanda, especially since the Tacloban Airport was damaged.

## Air Transport

As of 2015, the region had ten airports. Of this number, only eight were operational, and out of the eight, only three were operating commercial flights. These are the airports of Tacloban, Calbayog and Catarman. The Tacloban airport, otherwise called Daniel Z. Romualdez (DZR) Airport, is classified as Principal Class I, while three airports are Principal Class II (Ormoc, Calbayog and Catarman), and six as Community airports (Guiuan, Maasin, Borongan, Hilongos, Catbalogan, and Biliran).

Presently, there are four airlines providing commercial flights to the three airports in the region. These are: a) Philippine Airlines/PAL Express; b) Cebu Pacific; c) Air Asia/Zest Air; and d) Sea Air/Tiger Air. Most of these commercial flights on a daily schedule are catered by the Tacloban Airport.

Due to Yolanda's heavy damage to the airports (especially DZR Airport), the 2015 Plan targets on number of domestic passengers and cargo were not met.

There has been a decrease in the number of passengers in 2013 after Yolanda. Total

number of passengers could have been higher, considering the passenger season during Christmas holidays. The downtrend continued in 2014 since the airport, which was then undergoing repair, could accommodate lesser number of aircrafts. The intensive rehabilitation works due to heavy damage on the airport contributed to the non-attainment of the annual targets in the RDP.

The number of domestic flights, however, has noticeably increased from almost 17,000 in 2012 to around 31,000 in 2015, which is equivalent to a huge increase of 82 percent (*Table 14.3*). About 65 percent of these flights were made at the Ormoc Airport on account of chartered planes and flight schools within the city and from Cebu. The Tacloban Airport, on the other hand, accommodated the highest number of passengers and cargoes, even if it constituted only 16 percent (4,967) of domestic flights. This is due to the fact that the said airport is the main air gateway to Eastern Visayas, and that it can accommodate large aircrafts.

Among the 71 airports in the Philippines, the Tacloban Airport has been consistently ranked seventh highest in passenger movement in 2015 and 2016 (*Table 14.4*). Also between the two-year period, the number of passengers accelerated.

Data on aircraft movement in 2013 and 2014 showed that Region VIII went up the ranks compared to 13 other regions (*Table 14.5*). From being only eighth highest in 2013, it moved up to fifth a year after – making it among the top five busiest airports in the country.

The notable uptrend in both passenger and aircraft movements is a clear indication of a high demand for air transport in the region. It points to a need to improve the

**Table 14.3 Air Transport Statistics, Eastern Visayas, 2013-2015**

Indicator/Unit	BASELINE	ACTUAL		
	2012	2013	2014	2015
<b>Number of Domestic Passenger Traffic</b> (in thousands)	1,255.70	1,164.84	934.418	1,145.41
<b>Weight of Domestic Cargo Traffic</b> (in metric tons)	7.605	7.905	5.725	6.386
<b>Number of Domestic Flights</b> (in thousands)	16.854	35.20	20.783	30.612

Source: Civil Aviation Authority of the Philippines (CAAP)

**Table 14.4 Top 10 Airports in Passenger Movement, 2015-2016 (in thousands)**

PASSENGER MOVEMENT AND RANK			
2015*		2016*	
Davao	4,150	Davao	3,553
Kalibo	2,378	Kalibo	2,711
Iloilo	1,916	Iloilo	1,944
Laguindingan	1,756	Laguindingan	1,776
Bacolod	1,642	Puerto Princesa	1,644
Puerto Princesa	1,591	Bacolod	1,499
<b>Tacloban</b>	<b>1,145</b>	<b>Tacloban</b>	<b>1,182</b>
Zamboanga	911	Zamboanga	980
General Santos	795	General Santos	839
Tagbilaran	776	Caticlan	737

Source: CAAP

\*Mactan Cebu International Airport (MCIAA) was not included due to absence of data

**Table 14.5 Aircraft Movement by Region, 2013-2014 (in thousands)**

Rank	Region	2013	Rank	Region	2014*
1	NCR	271.5	1	NCR	473.8
2	VI	40.4	2	I	52.4
3	XI	32.5	3	VI	66.9
4	VII	27.4	4	IV	49.8
5	I	27.31	5	VIII	35.6
6	III	25.4	6	XI	32.5
7	IX	21.5	7	IX	21.5
8	VIII	20.0	8	VII	14.9
9	IV	18.9	9	X	14.0
10	CARAGA	6.0	10	V	9.1
11	II	5.6	11	II	8.6
12	V	4.8	12	CARAGA	6.0
13	XII	2.6	13	XII	2.6
14	CAR	.6	14	CAR	.8
	<b>TOTAL</b>	<b>504.0</b>		<b>TOTAL</b>	<b>788.6</b>

Source: CAAP

\*Mactan Cebu International Airport (MCIAA) was not included due to absence of data



conditions of the airports in this part of the country. The regional airport has to be modernized to meet international aviation standards, not only in its services but also in equipment and facilities.

## Water Supply and Sanitation

As of 2014, the proportion of households with access to safe water supply in Eastern Visayas was quite sizeable at 84 percent, equivalent to 646,349 households (*Table 14.6*). However, looking at the type of source, only around one-third of the households had individual household connections (Level 3). The current dominant water sourcing is still the communal type (Levels 1 and 2), which is usually shared by three or more households at the water outlet. Accessing water from this source is more inconvenient, especially for women users. On the other hand, cities and municipalities with Level 3 water source still suffer from problems like insufficient quantity and unsafe quality due

to old and outdated piping system. The potable water supply situation of the region is then in great need of improvement.

Of the 769,490 households in the region, around 70 percent had sanitary toilets while only about 56 percent had complete basic sanitation facilities (*Table 14.7*). This means that aside from sanitary toilets, about 34 percent of households in the region do not have either lavatory, urinals, bathrooms, kitchen sinks, and other sanitation facilities. Furthermore, only about 49 percent of the households had satisfactory disposal of solid wastes. This denotes that more than half of the households in the region are directly contributing to the rapid degradation of the environment through improper or unsatisfactory disposal of household wastes.

The low percentages of household access point out a dire need for more sanitary facilities, especially considering that many families are poor and are informally settling

**Table 14.6 Households with Access to Safe Water Supply, Eastern Visayas, 2014**

Area	No. of Households	Households with Access to Improved Safe Water Supply		Type of Source					
				Level 1		Level 2		Level 3	
		No.	%	No.	%	No.	%	No.	%
<b>Region VIII</b>	769,490	646,359	84.00	237,496	36.74	188,703	29.19	220,160	34.06
<b>Leyte</b>	237,733	219,601	92.37	71,968	32.77	68,236	31.07	79,397	36.16
<b>Southern Leyte</b>	66,664	60,656	90.99	6,933	11.43	23,194	38.24	30,529	50.33
<b>Biliran</b>	36,400	31,890	87.61	1,485	4.66	12,140	38.07	18,265	57.28
<b>Samar</b>	79,849	67,265	84.24	22,435	33.35	30,413	45.21	14,417	21.43
<b>Eastern Samar</b>	84,013	59,969	71.38	27,733	46.25	19,061	31.78	13,175	21.97
<b>Northern Samar</b>	125,936	92,355	73.33	92,355	100.00	0	0.00	0	0.00
<b>Tacloban City</b>	40,240	27,928	69.40	4,094	14.66	1,036	3.71	22,798	81.63
<b>Ormoc City</b>	43,729	39,469	90.26	6,353	16.10	7,635	19.34	25,481	64.56
<b>Maasin City</b>	18,048	17,239	95.52	3,906	22.66	8,365	48.52	4,968	28.82
<b>Calbayog City</b>	36,878	29,987	81.31	234	0.78	18,623	62.10	11,130	37.12

Source: Department of Health (DOH) VIII—Field Health Services Information System (FHSIS)

**Table 14.7 Households with Sanitary Toilet, Satisfactory Disposal of Solid Waste, and Complete Basic Sanitation Facilities, Eastern Visayas, 2014**

Area	Sanitary Toilet		HH w/ Complete Basic Sanitation Facilities		HH w/ Satisfactory Disposal of Solid Waste	
	No.	%	No.	%	No.	%
Region VIII	535,111	69.54	434,573	56.48	375,417	48.79
Leyte	189,742	79.81	187,704	78.96	170,598	71.76
Southern Leyte	58,797	88.2	31,136	46.71	26,527	39.79
Biliran	27,618	75.87	19,978	54.88	16,719	45.93
Samar	41,472	51.94	17,935	22.46	17,783	22.27
Eastern Samar	56,958	67.8	39,825	47.4	46,472	55.32
Northern Samar	75,650	60.07	68,029	54.02	40,354	32.04
Tacloban City	25,219	62.67	22,798	56.66	10,066	25.01
Ormoc City	24,250	55.46	27,759	63.48	19,558	44.73
Maasin City	15,573	86.29	13,382	74.15	12,519	69.37
Calbayog City	19,832	53.78	6,027	16.34	14,821	40.19

Source: DOH VIII—FHSIS

in urban areas. Sewerage system is also nowhere in place in any city or municipality of the region, aggravating pollution of most surface water bodies and ground water resources, which consequently poses a threat to public health.

## Irrigation

As of 2015, the potential irrigable area of the region was placed at 117,279 hectares (ha) of farm lands, out of which only 60.16 percent or 70,556 ha had been developed with irrigation facilities, such as canals, dams, access roads, and the like (*Table 14.8*). Moreover, out of the 70,556 ha developed area, nearly 82 percent (58,506 ha) had been firmed-up as irrigated. The remaining 18 percent have non-functional irrigation facilities due to poor maintenance. Rehabilitation, repair and preventive maintenance activities of all irrigated farms must be constantly undertaken to sustain the 100 percent firmed-up irrigated areas. Canals, canal structures, access roads and dams are subject to the weathering and other natural elements, thus, highly require constant and

proactive maintenance on the part of the farmers and the national government. On top of this problem on maintenance, the nearly 40 percent (46,723 ha) of underdeveloped areas pose as a vast unproductive farming area in the region that should be given due attention.

Based on the above data, less than half of the potential irrigable areas of Samar Island are developed. The province of Eastern Samar had the least development at 35.58 percent, followed by Samar at 39.41 percent, and Northern Samar at 43.2 percent. Water supply for rice production in these areas is mainly dependent on rainfall. Hence, the current rice farming in this portion of the region is not optimized. The underdeveloped areas in Samar Island could be cited as contributory to the big gap in regional rice production (see *Chapter 7*). Hence, the island must be prioritized for irrigation development. For the island of Leyte, the biggest *palay* producer in the region, about one-fifth of the potential irrigable areas remained underdeveloped. Leyte's farm production, on farm area basis, could only be optimized if 100

**Table 14.8 Irrigation Development by Province, Eastern Visayas, 2015**

Irrigation Offices	Potential Irrigable Area		Areas Developed		Area for Development	
	Area (ha)	%	Area (ha)	%	Area (ha)	%
<b>Region VIII</b>	117,279	100.00	70,556	60.16	46,723	39.84
Leyte	52,236	44.54	40,250	77.05	11,986	22.95
Southern Leyte	8,420	7.18	6,698	79.55	1,722	20.45
Biliran	5,664	4.83	3,619	63.89	2,045	36.11
Samar	15,782	13.46	6,220	39.41	9,562	60.59
Eastern Samar	18,723	15.96	6,661	35.58	12,062	64.42
Northern Samar	16,454	14.03	7,108	43.2	9,346	56.80

Source: National Irrigation Administration (NIA)

percent of its farm lands are developed and equipped with fully functional irrigation facilities.

As of June 2016, out of the 58,506 ha of firmed-up irrigated areas in the region, 37 percent was classified as National Irrigation Systems (NIS) and 63 percent as

Communal Irrigation Systems (CIS) (Table 14.9). Irrigation service areas under the NIS are irrigated farm areas that are contiguous for more than 1,000 ha. The National Irrigation Administration (NIA) manages such large areas of NIS farm lands, while the Provincial Irrigation Office (PIO) manages the CIS farm lands, which are less than or equal to 1,000 ha.

**Table 14.9 Irrigation Development by System, Eastern Visayas, June 2016**

Irrigation Systems	Firmed-up Service Area		1st Crop Irrigated Area	
	Area	%	Area	%
<b>National Irrigation Systems</b>	21,734	37.15	18,250	31.19
<b>Communal Irrigation Systems</b>	36,772	62.85	28,859	49.33
<b>Total</b>	<b>58,506</b>		<b>47,109</b>	<b>80.52</b>

Source: NIA

## Flood Control and Drainage

Measures on flood protection, mitigation and control have been done extensively. Since 2010 until 2015, a total of 371 flood control projects amounting to PhP3.98 billion pesos were implemented in flood-prone areas of the region (Table 14.10). Public investments on flood protection and maintenance works enormously rose from about PhP0.20 billion to PhP3.9 billion. This increase in expenditure on flood mitigation and control was induced by the increased flooding occurrence and

magnitude in many areas of the region. However, the extent of the total flood control and mitigation works to be done has yet to be defined. Current infrastructure activities along this line are on a response basis. Also, the outcome of such activities is difficult to sum up and document due to the absence of a regional flood control and mitigation plan/program. This situation is exacerbated by fragmented and uncoordinated implementation of flood control projects, which are oftentimes without proper documentation. Aside from the DPWH,

**Table 14.10 DPWH VIII Projects on Flood Control and Mitigation, Eastern Visayas, 2010-2015**

Location	2010		2011		2012		2013		2014		2015		Total
	No. of Projects	Amount ('000)	No. of Projects	Amount ('000)	No. of Projects	Amount ('000)	No. of Projects	Amount ('000)	No. of Projects	Amount ('000)	No. of Projects	Amount ('000)	
<b>REGION VIII</b>	<b>16</b>	<b>208,000</b>	<b>10</b>	<b>286,769</b>	<b>124</b>	<b>539,346</b>	<b>110</b>	<b>910,355</b>	<b>46</b>	<b>606,580</b>	<b>65</b>	<b>1,347,034</b>	<b>371</b>
<b>Leyte</b>	<b>12</b>	<b>198,000</b>	<b>2</b>	<b>50,487</b>	<b>61</b>	<b>186,339</b>	<b>57</b>	<b>447,003</b>	<b>21</b>	<b>172,100</b>	<b>14</b>	<b>388,000</b>	<b>167</b>
1st District	7	130,000	1	47,787	14	80,690	5	54,533	2	14,250	1	5,000	30
2nd District	3	53,000	1	2,700	16	42,962	5	36,300	2	22,000	2	50,000	29
3rd District	n.a.	n.a.	n.a.	n.a.	10	20,113	9	17,421	5	14,250	n.a.	n.a.	24
4th District	1	10,000	n.a.	n.a.	12	24,242	10	114,343	5	16,600	9	162,000	37
5th District	1	5,000	n.a.	n.a.	9	18,332	17	164,000	7	105,000	2	171,000	36
Tacloban City DEO	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	11	60,406	2	29,767	7	563,500	20
<b>Southern Leyte</b>	<b>n.a.</b>	<b>n.a.</b>	<b>1</b>	<b>21,200</b>	<b>7</b>	<b>21,800</b>	<b>8</b>	<b>77,873</b>	<b>1</b>	<b>14,250</b>	<b>n.a.</b>	<b>n.a.</b>	<b>17</b>
<b>Biliran</b>	<b>n.a.</b>	<b>n.a.</b>	<b>n.a.</b>	<b>n.a.</b>	<b>10</b>	<b>26,102</b>	<b>11</b>	<b>64,352</b>	<b>6</b>	<b>52,480</b>	<b>15</b>	<b>158,334</b>	<b>42</b>
<b>Samar</b>	<b>n.a.</b>	<b>n.a.</b>	<b>3</b>	<b>85,082</b>	<b>14</b>	<b>70,115</b>	<b>17</b>	<b>132,941</b>	<b>15</b>	<b>325,000</b>	<b>18</b>	<b>367,700</b>	<b>67</b>
1st District	n.a.	n.a.	1	49,897	6	26,237	11	118,279	14	250,000	14	187,700	46
2nd District	n.a.	n.a.	2	35,185	8	43,878	6	14,662	1	75,000	4	180,000	21
<b>Eastern Samar</b>	<b>4</b>	<b>10,000</b>	<b>n.a.</b>	<b>n.a.</b>	<b>9</b>	<b>15,634</b>	<b>6</b>	<b>17,191</b>	<b>1</b>	<b>14,250</b>	<b>5</b>	<b>100,000</b>	<b>25</b>
<b>Northern Samar</b>	<b>n.a.</b>	<b>n.a.</b>	<b>4</b>	<b>130,000</b>	<b>11</b>	<b>32,636</b>	<b>10</b>	<b>44,702</b>	<b>2</b>	<b>28,500</b>	<b>10</b>	<b>53,000</b>	<b>37</b>
1st District	n.a.	n.a.	2	100,000	5	11,656	4	8,000	1	14,250	9	22,000	21
2nd District	n.a.	n.a.	2	30,000	6	20,980	6	36,702	1	14,250	1	31,000	16
<b>Regional Office</b>	<b>n.a.</b>	<b>n.a.</b>	<b>n.a.</b>	<b>n.a.</b>	<b>12</b>	<b>186,720</b>	<b>1</b>	<b>126,293</b>	<b>n.a.</b>	<b>n.a.</b>	<b>3</b>	<b>280,000</b>	<b>16</b>
<b>593,013</b>													

Source: DPWH VIII

Note: n.a.—not applicable or no projects implemented

other government agencies (e.g. NIA, DILG, DA, DSWD and PPA) are also independently implementing their own flood control projects.

## Power and Energy

Energization status of the region showed that, as of 2016, all of its barangays are already energized. However, not all of its 874,100 households have electric connection, given that household access to electricity is only 87 percent. *Sitio* electrification is only at 76 percent.

Eastern Visayas is the largest producer of geothermal energy in the country. The 107,625 ha Leyte Geothermal Production Field (LGPF), which straddles the City of Ormoc and the Municipality of Kananga in the Province of Leyte, generates about 609.2 megawatts and supplies the power needs of certain portions of Visayas and Luzon.

In 2014, the LGPF produced 4,359 gigawatt-hour (GWH) of electricity and provided foreign exchange savings for the country of USD447.81 million (at USD61.64/barrel Philippine average import cost of crude oil). A total of 3,729.09 GWH of electricity was exported to Cebu and Luzon. In terms of revenue, the LGPF total gross revenue in 2014 reached PhP18.364 billion, an increase of 14 percent from PhP15.775 billion in the year prior. However, in 2013, the LGPF sustained damage and losses amounting to PhP525.0 million from Yolanda. Total rehabilitation cost for property, plant and equipment was valued at PhP1.119 billion. Combined cost of repair and construction totaled PhP97.4 million.

Despite the fact that Region VIII is the largest producer of geothermal energy in the country and exports cheap power to

other regions, it is beset with the lingering problem of high cost of electricity. As of September 2016, the region has the second highest power rate in the country at PhP6.31 per kWh on the average (*Table 14.11*). This rate is even higher than in Region VII and in Luzon, which are recipients of power supplied by Region VIII. Across the country, average power rate is highest in the Visayas at PhP6.15 per kWh, followed by Luzon at PhP 5.49, and lowest for Mindanao at PhP 5.20.

High power rate is not attributed to the cost of electricity per se, but rather to the cost of generation, transmission and distribution of electricity to homes and establishments.

Apart from the generation rate of 56 percent, the end-users are charged for transmission (12%), distribution (17%), and systems losses in generation and transmission (6%). The difference of nine percent is spread to feed-in-tariff (FiT), universal charges, subsidies, government taxes, and foreign exchange movements.

The FiT system under the Renewable Energy Law has the following generation rates: hydro - PhP5.90 per kWh for 250MW; biomass - PhP6.63 per kWh for 250 MW; wind -PhP8.53 per kWh for 200 MW; solar - PhP9.68 per kWh for 50MW, which was reduced to PhP8.69 due to the additional installation of 51-500MW by the ERC.

Expensive power is a major constraint in the development of Eastern Visayas. It has adversely affected the region's competitiveness, being a deterrent to investments. There is a need to re-negotiate for a competitive selection process (CSP) generation rate to forge a Power Supply Agreement (PSA) with the generation companies (i.e. Energy

**Table 14.11 Average Power Rates by Region, as of September 2016 (in PhP/kWh)**

REGION	AVERAGE POWER RATE	AVERAGE	
Region II	5.77	5.49	Luzon
CAR	5.10		
Region III	5.39		
Region IV-A	5.25		
Region IV-B	5.97		
Region V	5.59		
Region VI	6.44	6.15	Visayas
NIR	5.81		
Region VII	6.02		
<b>Region VIII</b>	<b>6.31</b>		
Region IX	5.15	5.20	Mindanao
Region X	5.80		
Region XI	5.22		
Region XII	5.45		
ARMM	4.64		
CARAGA	4.95		

**Source: National Electrification Administration**

*Note: no data for Region I*

Development Corporation, Green Core Geothermal Corporation, Palo and Ormoc -Solar Power Companies) and distribution utilities. The Department of Energy recognizes the CSP as a means to ensure the stable and certainty of reasonable and affordable electric prices for the end-users in the region.

Aside from high power rates, the region also experiences unstable power supply due to extreme weather events and scheduled maintenance operations of power companies. This is an aggravating circumstance to the expensive power issue, especially because the region will ramp up industrialization in the medium-term. Hence, the Transmission Development Plan for Region VIII must be implemented in sync with the N+1 provision or Redundancy to ensure stable and quality supply of electricity.

Aside from geothermal energy, there are abundant resource potentials for renewable energy (RE) development that the region can tap, such as hydropower and solar (*Figure 14.1*). Others include wind, bio

energy (i.e., biomass, biogas and biofuel), and marine (i.e., ocean waves, tides, salinity, and ocean temperature differences).

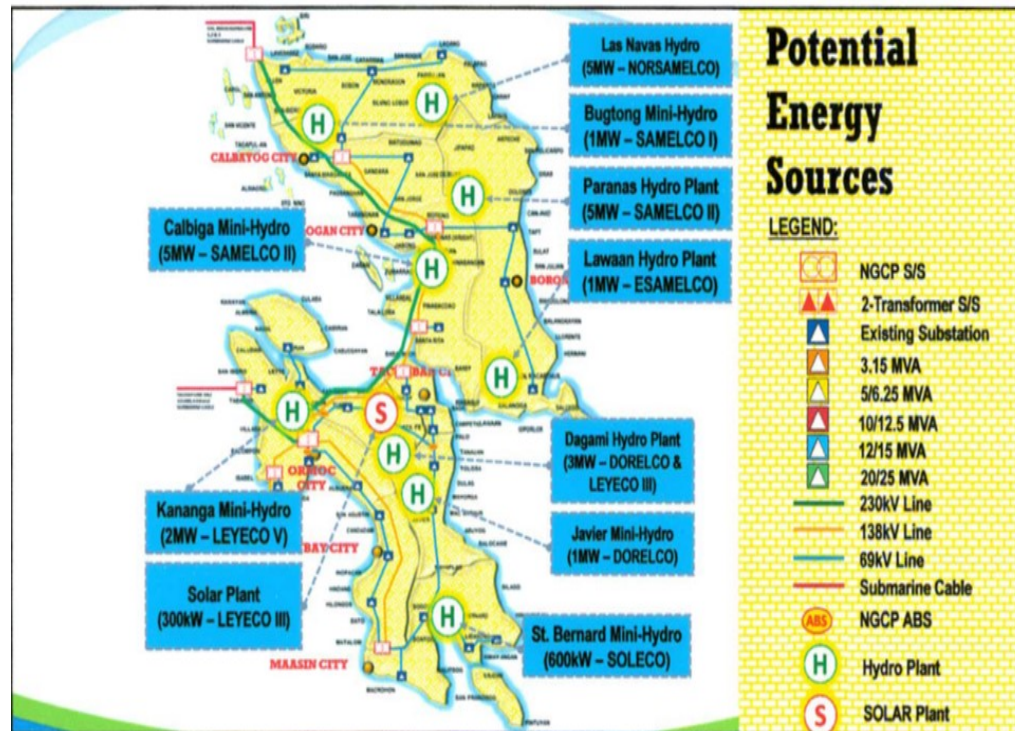
Two RE model solar projects were installed by a private investor in the region. These are the Palo and Ormoc Solar Power Plants, which produced a total of 60 MW – enough to meet the electricity needs of two or more small towns.

The RE generation capacities require connection to the grid and this needs coordination with the NGCP and ERC. The rates will be added to the transmission distribution rates, thus, if power generation will rely on renewable energy alone, it will come out expensive. A well- balanced energy mix is therefore needed.

RE projects are private sector-driven but private companies that invest in renewable energy projects are challenged by the numerous requirements of the DOE, ERC and LGUs, as well as the current moratorium on land conversion. Also, they opt to invest in coal power plants



Figure 14.1 Potential Energy Sources, Eastern Visayas



Source: Federation of Rural Electric Cooperative (FRECOR) VIII

because of shorter gestation period and lower rates. Coal is considered stable and no intermittent issues unlike solar and wind.

## Information and Communications Technology (ICT)

All capital towns and cities of the region have well-placed ICT infrastructure for telephone, cellular phone network, and data and internet lines. Furthermore, 3G services are now available, which gives mobile internet access to prepaid and post-paid subscribers. The major ICT infrastructure and service providers in the region are BayanTel, Globe and Smart. These companies provide internet connection, either wired (broadband, digital subscriber line, etc.) or wireless (wireless broadband, third generation of wireless mobile telecommunications

technology, Enhanced Data for GSM Evolution, WIFI, etc.). Globe, Smart and Sun Cellular provide the cellular phone services.

Expansion of services by the cellular mobile telephone providers led to the establishment of more cell sites. This has raised the number from 404 in 2011 to 446 in 2015 (Table 14.12). The largest cable modem termination system (CMTS) providers in the region are Smart Communications and Globe Telecom. These two companies are supported by other cellular mobile providers of Sun Cellular and Touch Mobile. They serve the cities and capital towns of the provinces in the region.

As of 2015, there is one municipality in the region (i.e. Sto. Niño, Samar) that has no cellular site yet due to its isolation as an island municipality. Out of the 4,390



**Table 14.12 Number of Cell Sites by Province, Eastern Visayas, 2015**

Network Provider	Province						Total	% to Total
	Leyte	Southern Leyte	Biliran	Samar	Eastern Samar	Northern Samar		
Smart	80	23	8	33	26	26	196	44
Globe	77	31	9	34	27	22	200	45
Digitel	27	10	-	13	-	-	50	11
<b>Total</b>	<b>184</b>	<b>64</b>	<b>17</b>	<b>80</b>	<b>53</b>	<b>48</b>	<b>446</b>	<b>100</b>
<b>% to Total</b>	<b>41</b>	<b>14</b>	<b>4</b>	<b>18</b>	<b>12</b>	<b>11</b>	<b>100</b>	

**Source:** National Telecommunications Commission (NTC) VIII

*Note:* - no data

barangays in the region, 59 percent already have access to CMTS.

In recent years, patronage of telephone and telegram services continued to decline upon proliferation of cellular phones and the massive entry of internet service providers. Postal service had also been affected by financial problems and viability due to the technological advancements in telecommunications.

Notwithstanding the expanded access to the internet, the ICT subsector is still faced with the following challenges: 1) increasing demand for high speed and high capacity voice, video, and data services and applications; 2) lack of private investments in the build-up and expansion of ICT infrastructure networks that will offer better and innovative services to the public; 3) lack of ICT infrastructure in government offices that will ensure faster and more efficient delivery of goods and services to the public; 4) presence of unserved/underserved areas considered by private investors as not viable; 5) inadequate communication/network infrastructure and poor facilities; and 6) high cost of connectivity for investors in business process outsourcing (BPO).

## Social Infrastructure

Health facilities are already available and accessible in most barangays all over the

region. Government primary health facilities are conveniently located, with most households located within one hour walking distance to a rural health unit (RHU) or a barangay health station (BHS). There are 168 RHUs servicing all the 143 municipalities. Another RHU could be added in more populated municipalities. Of the total 831 BHS located in all the municipalities region-wide, two or three BHSs per municipality can be added. However, these health facilities are frequently ignored by community folks as some of them are either unaware of the services offered or have poor health-seeking behavior. Also, others seek specialized care in hospitals rather than in RHUs or BHS due to the latter's limited facilities and services, hence, the need to upgrade them and intensify information dissemination in the community to maximize the use of these health facilities. Hospitals are not lacking in the region, although the existing bed capacity of one per 1,532 population is lower than the standard of one per 1,000 population which denotes overcrowding. From 2014 to 2016, health infrastructure was plagued by funding restrictions due to the limitation of the approved government allocation for health facilities, such as Basic and Comprehensive Emergency Obstetric and Neonatal Care (B/CEmONC) facilities as well as DOH-retained and maintained hospitals.

As of SY 2015-2016, Region VIII has a total of 24,430 classrooms in the elementary level and 7,056 classrooms in the secondary level (*Table 14.3*). Education infrastructure has to contend with an increased demand from the growth in school-age population. Such population in the region grew at an average annual rate of 2.1 percent during the last decade, far outpacing the average annual growth rate of one percent in school enrolment. This indicates a higher classroom requirement. This goes with the intensified campaign to put in school all school-age children under the education for all (EFA) and the additional requirement for K-12. For SY 2015-2016, the region had an estimated additional classroom need of 2,029 for the elementary level and 1,246 for secondary level. Classroom shortage is therefore a pressing issue, despite continuous efforts to build new schools. This is especially true in far-flung and remote areas particularly in the provinces of Samar Island (see *Chapter 10*).

Many existing classrooms and school buildings also need to be repaired and/or renovated. These include those destroyed after calamities. Also, in times of typhoons, classrooms are utilized as evacuation centers for affected families. Moreover, not all schools are equipped with adequate sanitation facilities, putting the student's health at risk, which may affect their academic performance.

Many school buildings have designs that do not conform with the National Structural Code of Buildings, thus, are not structurally resilient and not suited to the purpose for which they are designed. The DepEd and DPWH must design new school buildings that are climate change-resilient and can withstand wind velocity of at least 250 kilometers per hour. Classrooms should have separate comfort rooms for males and females and should be PWD-friendly pursuant to *Batas Pambansa Bilang 344* (Accessibility Law).

**Table 14.13 Classroom Requirement by Division, Eastern Visayas  
SY 2015-2016**

Division	Elementary		Secondary	
	Classroom		Classroom	
	Stocks	Needs	Stocks	Needs
Leyte	7,402	586	1,967	349
Southern Leyte	1,777	219	352	94
Biliran	1,048	85	326	103
Samar	3,131	597	807	202
Eastern Samar	2,566	172	812	63
Northern Samar	3,942	281	1,242	190
Tacloban City	768	31	321	72
Ormoc City	805	0	360	7
Maasin City	618	10	142	22
Calbayog City	1,070	0	279	76
Baybay City	442	10	166	27
Catbalogan City	479	21	148	35
Borongan City	382	17	134	6
<b>Total</b>	<b>24,430</b>	<b>2,029</b>	<b>7,056</b>	<b>1,246</b>

Source: Department of Education (DepEd) VIII

## Summary of Challenges and Opportunities

### Road Transport

To achieve effective and efficient movement of people and goods by land, the following challenges should be overcome: 1) completion of the missing road links in Samar and Leyte Islands, 2) connecting isolated towns in the hinterlands of the Samar Island, 3) completion of diversion roads or by-pass roads along urban centers, 4) improvement and widening of major roads and bridges along major thoroughfares, 5) management and maintenance of existing road infrastructure assets, and 6) road congestion in urban centers. Interventions to address these concerns become more imperative in view of the road transport needed as the region scales up its agriculture, manufacturing and tourism industries.

Despite these challenges, a number of opportunities await in the medium-term. One is the convergence program between the DPWH and the DOT to ensure that roads leading to tourist destination areas are provided. A similar convergence program between the DPWH and the DA has been forged, which would ensure, among others, farm-to-market roads connected to the main logistics network.

The *golden age of infrastructure* under the Duterte administration, as well as Official Development Assistance (ODA) funding opportunities will also usher in large projects. These will include inter-island bridges that will connect Eastern Visayas to Luzon, other Visayas areas, and Mindanao.

### Water Transport

Since preferential use of ports is based on

proximity to warehouses and availability of carriers, forwarders and service providers, efficient cargo acceptance and release, affordable rates, it is a challenge to encourage ships to call in underutilized ports. This entails making these ancillary services present and ensuring quality of road connecting to ports, especially in light of increasing demand.

A major challenge lies in establishing a large alternative port to the Tacloban port to accommodate large vessels. There is a standing need for the region to have a modern transshipment hub that will ease up the movement of goods and people as demand for it increases in light of the plans to scale up manufacturing and tourism.

### Air Transport

Passenger traffic congestion remains an issue. While the past two years saw a notable progress in the transport sector of the region, inadequate and volatile funding support for the construction and development of transport infrastructures, as well as poor management and maintenance of existing assets must be addressed. Lack of integration between national and local government plans and programs/projects is also a major factor that resulted in gaps in the transport network. This was partly a consequence of the insufficient capacity of LGUs to finance and manage local projects, particularly roads, and inadequate national government funding for the maintenance of existing national transport infrastructure.

In particular, upgrading the Tacloban Airport or establishing a regional airport at par with international aviation standards,

along with improvement of the other airports in the region, poses as a big challenge. The near-completion of the feasibility study on the New Leyte Airport Development Project will pave the way for options. Likewise, Duterte's golden age of infrastructure promises huge funding opportunities for airport projects in the region.

## Water Supply and Sanitation (WatSan)

A more holistic approach in improving the WatSan situation in the region in the face of urbanization and industrialization remains a daunting task. WatSan utilities are interwoven with other essential infrastructure such as roads, human settlement sites, coastal protection works, among others. Yet, in most of Region VIII, municipalities and cities have sporadic and non-systematic constructions works for water supply, drainage and sewerage systems (the last two being the primary component systems for WatSan). Government and non-government agencies implement water supply and sanitary projects under varying leaders, programs, and funding sources. If such culture is not arrested in favor of a more integrative approach, industrial and household access to WatSan facilities will still remain low, which may have adverse effects on the health status of the population. Institutional arrangements should be in place for the formulation, implementation and monitoring of a WatSan master plan. Such calls for a decisive political will from the government.

## Irrigation

The inadequacy of irrigation in many farmlands of the region is a big challenge to the agriculture sector of the region. This is especially true in Samar Island.

Thus, there is a need to put in place more irrigation systems, particularly in areas where they are most needed. To meet this need, investments in irrigation projects should be channeled more to Region VIII, especially that the region is banking on agriculture as one of the growth drivers of its economy over this Plan period.

A side challenge is the maintenance of the already existing irrigation facilities. Based on the low hectareage of farmlands with firmed-up irrigation, it is apparent that irrigation projects set up in the past have not been sustained due to poor operations and maintenance. This is an important concern to avoid a situation wherein benefits from new irrigation systems in other farmlands will be offset by the non-operational ones set up previously in certain areas.

Likewise, the conservation of the river profiles and river catchment areas as sources of irrigation water is an equally important concern of the government. Progressive denudation of catchment areas of the rivers is prompting the eventual paralysis of irrigation operations. Degraded environmental quality may cause extreme river flooding that could damage irrigation facilities, rendering them useless. Improper extraction of river materials should be halted because such practice drastically changes river profiles and causes the collapse of dams, bridges, and other irrigation facilities. Also, rapid conversion of rice lands into residential or commercial areas resulting in the abandonment of irrigation facilities must be abated.

## Flood Control and Drainage

Government spending on anti-flooding measures has increased tremendously in recent years. However, many government agencies and even LGUs are independently

implementing and funding flood control and mitigation projects and programs but in an uncoordinated and unsystematic fashion. Measurement of both impact and outcome of many flood control projects on the economy and lives of the populace is difficult, if not impossible. Documentation of outputs and outcomes is fragmented and difficult to access. Hence, there is a need for a holistic approach in the implementation and documentation of all flood control and mitigation projects in the region.

A master plan for flood control and mitigation measures for the region is non-existent and no single government body is in charge in its formulation. This will require a single body (pool of expert individuals) to formulate it. Such master plan will mainly need hydrologic and topographic data of the region. Among its important features are the inundation map and its corresponding structural recommendations to control and mitigate flooding in the region. The Comprehensive Land Use Plans of all LGUs shall derive from the said master plan.

## Power and Energy

The challenges facing the energy sector are centered on fostering a better investment climate and institutional arrangements to solve the problems on expensive and unreliable power supply.

Achieving 100 percent household and *Sitio* electrification under the Household Electrification Development Plan and *Sitio* Electrification Program may prove to be tough due to: 1) high cost of electricity, 2) high cost of power supply from generation companies, and 3) unreliability of power.

The Region VIII Electric Cooperatives Distribution Development Plan 2017-2031

is a vehicle leading to development of renewable energy. Said plan proposes the construction of several RE plants in identified energy sources in the region. These are: 1) Calbiga Mini-Hydro (5MW-SAMELCO II), 2) Las Navas Hydro (5MW-NORSAMELCO), 3) Bugtong Mini-Hydro (1MW-SAMELCO I), 4) Paranas Hydro Plant (5MW-SAMELCO II), 5) Lawaan Hydro Plant (1MW-ESAMELCO), 6) San Miguel Solar Plant (300kW-LEYECO III), 7) Dagami Hydro Plant (3MW-DORELCO & LEYECO III), 8) Javier Mini-Hydro (1MW-DORELCO), and 9) St. Bernard Mini-Hydro (600kW-SOLECO). If realized, this would lessen the cost of power and increase its reliability. Aside from geothermal, hydro and solar power sources, prospective investors can also tap clean renewable energy sources, such as bio energy, marine and wind energy.

The support of the Duterte administration to energy development is also an opportunity.

## ICT

To increase access to and quality of ICT in support to the productive sectors and service delivery, enticing private investors and increasing public spending on ICT infrastructure is a big challenge.

The establishment of the Department of Information and Communications Technology (DICT) offers opportunities for the ICT industry through key projects, namely: 1) Integrated Government Philippines (iGovPhil) Project for Palo Government Center (government agencies will benefit through lower Internet cost and faster data transfers for government-to-government (G2G) communications and transactions outside the Internet), 2) Tech4ED Project (access points for

individuals and communities to bridge the digital and education divide), 3) People's Konek Project (installation of facilities for points of presence), and 4) Digital PH Program (capability building activities).

Likewise, the implementation of the DOST's One Expert project in Eastern Visayas will improve access between experts and people living outside of major urban centers where most research and technical institutions are located since the said project is an interactive web-based nationwide pool of S&T experts intended to provide technical advice and consultancy services to Filipinos anywhere they are in the Philippines.

The interconnection agreement between PLDT, Inc. and Globe Telecom allowing free local calls between their subscribers in Leyte, Southern Leyte and Biliran will provide universally accessible and fully integrated nationwide telecommunications network in the said provinces.

## Social Infrastructure

Health and education infrastructure are challenged by the following: 1) limited LGU budget to support logistics and operations for ill-equipped RHUs and BHS, 2) lack of fully equipped classrooms for elementary, secondary and senior high school, 3) lack of sanitary disposal facilities (e.g. non-functional MRFs and common sanitary landfills, aggravated by the absence of ordinances in most LGUs to strictly impose waste segregation among households and a corresponding enabling system), and 4) need to construct more local health facilities (e.g. district hospitals and RHUs) in light of the continuous implementation of DOH's Universal Health Care Program through which more doctors and health workers will be deployed to rural areas. An emerging

challenge is the establishment of drug rehabilitation centers and improvement of jail/prison facilities to cater to the surrenderees as a result of the current administration's intensive anti-drug abuse campaign.

Several opportunities, however, will enable the region to hurdle those challenges. These include: 1) continued reconstruction programs (e.g. resettlement); 2) implementation of the K-12, which will provide funding opportunity to construct more school buildings and classrooms; and 3) promotion of the National Solid Waste Management Plan that will push implementation of waste management projects at the local level.

## Cross-cutting Challenges and Opportunities

The infrastructure components laid for the past three years are constantly threatened by recurring natural disasters. Thus, there is a need to increase investments for maintenance so as to prevent premature degeneration of infrastructures, as well as strict adherence to disaster and climate change-resilient structural designs. Conforming to existing laws governing infrastructure design to ensure their usability on the operational aspect would entail coordinated planning and implementation of infrastructure projects in all subsectors. This also calls for the collection and maintenance of hydro-meteorological data. This is an important task since said data are very vital to infrastructure planning, design and budgeting for all infrastructure projects in the region.

A huge funding opportunity for the improvement of the infrastructure base of the region is the golden age of infrastructure under the Duterte

Administration. Also, foreign funding can be tapped from multi-lateral agencies through ODA. The existence of the Public

Private Partnership (PPP) Center is also another opportunity to facilitate development and implementation of PPP

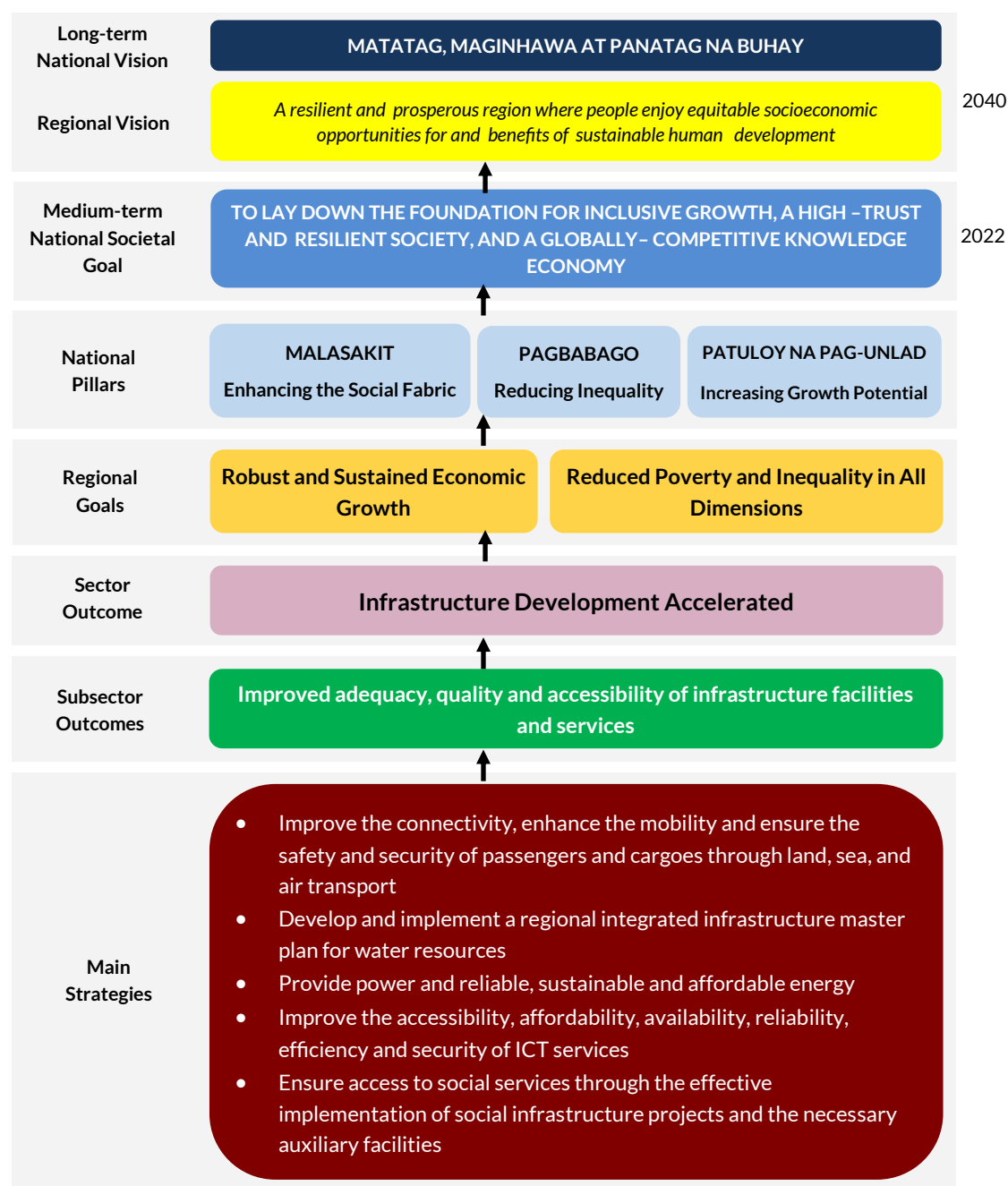
## Strategic Framework

Accelerating infrastructure development is one of the major strategies in support of the key priority thrusts of the region. The desired overall outcome under this strategy is the provision of adequate, accessible and quality infrastructure facilities and utilities. All subsectors of the sector, namely:

1) transportation; 2) water; 3) power and energy; 4) ICT; and 5) social infrastructure will contribute to the realization of that outcome. This RDP shall aim to close the infrastructure gaps, particularly in outlying and most needy areas.



**Figure 14.2 Strategic Framework for Infrastructure Development**



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in *Table 14.14* below. A complete and more detailed presentation of the targets are found in the Results Matrices (RM) 2017-2022, a companion document of this RDP.

**Table 14.14 Infrastructure Development Targets, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Average travel time via road decreased (from regional center to key corridors/key urban corridors) (in hours)									
Tacloban City-Ormoc City	2015	2.5	2.3	2.3	2.2	2.0	1.8	1.3	1.3
Tacloban City-Baybay City	2015	2.5	2.4	2.3	2.2	2.1	2.0	1.9	1.9
Tacloban City-Maasin City	2015	4.0	3.8	3.8	3.7	3.6	3.5	3.5	3.5
Tacloban City-Calbayog City	2015	3.8	3.7	3.6	3.5	3.4	3.3	3.3	3.3
Tacloban City-Catbalogan City	2015	2.5	2.4	2.3	2.2	2.1	2.0	2.0	2.0
Tacloban City-Borongan City	2015	3.8	3.7	3.6	3.5	3.4	3.3	2.5	2.5
Tacloban City-Naval, Biliran	2015	2.5	2.4	2.4	2.3	2.3	2.3	2.3	2.3
Tacloban City-Catarman, Northern Samar	2015	5.0	4.9	4.8	4.7	4.6	4.5	4.5	4.5
Tacloban City-San Isidro Ferry Terminal, Northern Samar (Jump-off point to Matnog, Sorsogon)	2015	5.0	4.9	4.8	4.7	4.6	4.5	4.5	4.5
Tacloban City-Allen Ferry Terminal, Northern Samar (Jump-off point to Matnog, Sorsogon)	2015	5.3	5.2	5.1	5.0	4.9	4.8	4.8	4.8

*Table 14.14. Infrastructure Development Targets, Eastern Visayas, 2017-2022 (cont.)*

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGET	
	YEAR	VALUE	2017	2018	2019	2020	2021	2022		
Average travel time via road decreased (from regional center to key corridors/key urban corridors) (in hours)										
Tacloban City-Liloan Ferry Terminal, Southern Leyte (Jump-off point to Lipata, Surigao City)	2015	3.5	3.5	3.4	3.4	3.3	3.3	3.3	3.3	3.3
Tacloban City-San Ricardo Ferry Terminal, Southern Leyte (Jump-off point to Lipata, Surigao City)	2015	4.3	4.3	4.2	4.1	3.8	3.8	3.8	3.8	3.8
Tacloban City-Palompon Port (Jump-off point to Bogo City, Cebu)	2015	2.8	2.7	2.6	2.5	2.4	2.3	2.3	2.3	2.3
Tacloban City-Isabel Port (Jump-off point to Danao City, Cebu)	2015	3.3	3.2	3.1	3.0	2.9	2.8	2.8	2.8	2.8
Tacloban City-Bato Port (Jump-off point to Ubay, Bohol)	2015	3.5	3.4	3.4	3.3	3.3	3.2	3.1	3.1	3.1
International road roughness index (average)	2015	3.5	3.5	3.4	3.4	3.4	3.4	3.4	3.4	3.4
Number of shipcalls increased	2015	30,353	30,651	30,802	30,952	31,104	31,257	31,410	31,410	31,410
Domestic cargo shipment increased (in metric tons)	2015	3,970,294	4,202,649	4,437,600	4,700,508	4,990,541	5,311,670	5,553,904	5,553,904	5,553,904
Number of passenger traffic increased	2015	6,728,405	7,064,825	7,418,067	7,788,970	8,178,418	8,587,339	9,016,706	9,016,706	9,016,706
Container traffic increased (in twenty foot equivalent unit (teu))	2015	39,186	43,437	46,353	49,616	53,215	57,201	60,207	60,207	60,207

Table 14.14. Infrastructure Development Targets, Eastern Visayas, 2017-2022 (cont.)

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Passenger seating capacity in port terminal buildings increased	2015	2,969	2,969	3,025	3,025	3,075	3,075	3,175	3,175
	2015	1,145,406	1,374,487	1,511,936	1,663,130	1,829,442	2,012,387	2,213,625	2,213,625
	2015	6,386	7,663	8,430	9,273	10,200	11,220	12,342	12,342
Number of round-trip domestic air flights increased (for general aviation/commercial flights)	2015	30,612	36,734	40,408	42,428	44,550	46,777	49,116.0	49,116.0
Households with access to safe water supply (in %)	2015	90.0	91.1	92.5	93.9	95.2	96.6	98.0	98.0
HHs with access to basic sanitation (in %)	2015	56.5	63.4	70.3	77.2	84.2	91.1	98.0	98.0
Irrigated farmlands to total potential irrigable farmlands increased (in %)	2015	60.2	66.0	71.8	77.6	83.4	89.2	95.0	95.0
Cropping intensity increased (in %)									
National Irrigation System (NIS)	2015	144	160	168	176	184	192	200	200
Communal Irrigation System (CIS)	2015	121	139	148	157	166	175	184	184
HHs with electricity (in %)	2016	87.0	89.2	91.3	93.5	95.7	97.9	100.0	100.0
Energy from renewable energy increased (in % growth in capacity, megawatts)	2016	50.0	58.0	67.0	75.0	83.0	92.0	100.0	100.0

*Table 14.14. Infrastructure Development Targets, Eastern Visayas, 2017-2022 (cont.)*

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Cities and municipalities with CMTS coverage increased (in %)	2015	99.3	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Public schools with internet access increased (in %):									
- Elementary	2015	662	733	829	924	1,020	1,116	1,212	1,212
- Secondary	2015	129	177	200	224	247	270	293	293
Classroom to pupil ratio improved									
Primary - Kindergarten	2015	1:35	1:25	1:25	1:25	1:25	1:25	1:25	1:25
Primary - Grades 1 - 3	2015	1:45	1:40	1:30	1:30	1:30	1:30	1:30	1:30
Primary - Grades 4 - 6	2015	1:50	1:45	1:30	1:30	1:30	1:30	1:30	1:30
Secondary: Junior High School	2015	1:50	1:45	1:40	1:40	1:40	1:40	1:40	1:40
Secondary: Senior High School	2015	1:45	1:40	1:40	1:40	1:40	1:40	1:40	1:40
Water and sanitation facility to pupil ratio improved									
Elementary	2015	1:45	1:40	1:45	1:40	1:40	1:40	1:40	1:40
Secondary: Junior High School	2015	1:45	1:40	1:45	1:40	1:40	1:40	1:40	1:40
Secondary: Senior High School	2015	1:45	1:40	1:45	1:40	1:40	1:40	1:40	1:40

**Table 14.14. Infrastructure Development Targets, Eastern Visayas, 2017-2022 (cont.)**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Housing Requirements/Needs/Backlog in Yolanda-affected areas reduced (in number)	2016	44,570	36,475	14,225	n.a.	n.a.	n.a.	n.a.	n.a.
Accessibility to health care facilities improved									
Hospital bed to population ratio	2016	1:1,532	1:1,000	1:1,000	1:1,000	1:1,000	1:1,000	1:1,000	1:1,000
RHU to population ratio	2016	1:26,000	1:20,000	1:20,000	1:20,000	1:20,000	1:20,000	1:20,000	1:20,000
BHS to population ratio	2016	1:5,200	1:5,000	1:5,000	1:5,000	1:5,000	1:5,000	1:5,000	1:5,000
Average travel time by foot to hospitals/health facilities (in hour)	2016	1	1	1	1	1	1	1	1
Coverage of Solid Waste Management facility increased (% of total number of barangays)	2015	n.a.	12.0	15.0	20.0	25.0	30.0	35.0	35.0

*Note: n.a.—not applicable*

## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals and thrusts.

### On Transport

#### 1. Undertake policy reforms and implement plans, programs and projects to improve connectivity

The following sub-strategies shall be done to enhance the mobility and ensure the safety and security of passengers and cargoes:

- a. Establish connectivity to other regions by constructing inter-island link bridges
- b. Conduct Engineering, Enforcement and Education to address road traffic congestion
- c. Provide bypass and diversion roads and improve existing roads (widen as necessary)
- d. Put up geometric improvements, such as signalized intersections and road barriers, based on traffic simulation studies
- e. Uniformly enforce and continuously update appropriate traffic management measures
- f. Provide transport facilities for non-motorized vehicles (e.g. bicycle and pedestrian lanes) in appropriate areas to ensure inclusivity in road transport and to eliminate and/or reduce pedestrian-vehicle conflict
- g. Improve port facilities to ensure that interisland shipping (e.g. RoRo network) will remain a viable option for transporting people and cargo
- h. Establish an international port in the region, wherein international standards will be adhered to in port expansion to provide new berths, container storage and port civil structure
- i. Establish navigational aids to ensure safety and develop navigational channels to accommodate larger vessels and night-time navigation in existing ports
- j. Establish a disaster and climate change -resilient safety network of feeder ports
- k. Fast-track improvement of operational airports while ensuring satisfactory operations of facilities
- l. Install airports catering to commercial flights with night landing capabilities to help diffuse traffic over a longer period of the day
- m. Implement procedural measures involving airspace management and adopting collaborative decision making between the air traffic control (ATC), airlines and ground handlers aside from additional infrastructure so as to comply with international standards and improve efficiency of airports
- n. Establish a disaster and climate change -resilient safety airport that will ensure secured and smooth logistics in times of disasters
- o. Develop other community airports in the region as alternate airport hubs in times of disaster



## On Water Resources

### 2. Formulate an integrated infrastructure master plan for the region

The master plan is a critical guide for the urbanization of the city or municipality, especially where development of water resources, drainage and sewerage projects is concerned. The master plan, consistent with national initiatives, will likewise define ways to preserve coastal areas, ground water resources, water bodies, waterways and other environmental resources for a more sustainable development.

In terms of irrigation, the government should focus on the optimization of water delivery to all farm lands. Financial viability of the irrigation offices instead of the amount collected from irrigation service fee should be replaced with technical viability which count on the extent of areas served with irrigation waters. This guiding principle should serve as a strategy to concentrate resources of the agency on the successful delivery of irrigation waters.

Emphasis shall be put on efficient preservation, accurate collection, and proper maintenance of hydro-meteorological database and stations. Manning and installation of properly placed monitoring stations at all rivers and catchment areas should be sustained, monitored and established with adequate funding support.

The following sub-strategies shall be adopted:

- a. Convergence of all concerned agencies in the conservation of catchment areas and river profiles
- b. Formulate an integrated local drainage master plan to control all localized flooding in the region

- c. To mitigate river flood plain inundation, employ a combination of hard infrastructures, such as river dikes, river rechanneling or widening, and soft interventions, such as relocation of the affected community, river bank stabilization by reforestation, and upland degraded area *rainforestation*.
- d. To mitigate coastal flood plain inundation, use a combination of *hard* infrastructures, such as seawalls, tide embankment walls, and *soft* interventions such as site and species-specific mangrove plantation and relocation of affected communities. Said walls must be able to discharge rainfall run-off to the sea so as not to cause artificial flooding by damming.
- e. Establish storm surge-related evacuation procedures and facilities in all cities and municipalities prone to flooding
- f. To improve potable water supply access, set up small reservoir to replace the run-of-the-river type water sourcing and replace old piping system in cities and municipalities
- g. Prioritize surface water source development for critical areas
- h. Strengthen coordination and linkages with partner institutions in achieving adequate access and sustainable management of water supply
- i. Set up sewerage systems for the residential areas in cities and municipalities throughout the region

### 3. Fast-track completion of the Help for Catubig Agricultural Advancement Project (HCAAP)

This will promote sustainable agricultural and economic development in Northern Samar to generate new employment

opportunities, thereby raising income of farmers and improving social infrastructure and services of various communities in Catubig, Las Navas, and nearby municipalities.

## On Power and Energy

### 4. *Institute measures to ensure affordable and reliable power supply*

Several sub-strategies are lined-up, as follows:

- a. Streamline approval process for power generation projects. Coordination is critical for the ERC and DOE to induce new investments in power generation, transmission and distribution infrastructures to meet present and future demand
- b. Practice proper and regular maintenance to avoid failure of the system
- c. Accelerate renewable energy projects through the Renewable Energy Act, including micrograde system/solar and hydropower to be run by electric coops operated by the communities; clear guidelines on FiT application to renewable energy investors; include FiT rate/allocation for geothermal, ocean and hybrid power; increase installation targets of renewable energy projects; and exemption of areas within protected areas for the use of hydro and wind power projects.
- d. To reduce power cost:
  - Re-negotiate for a competitive selection process (CSP) generation rate to sanction a Power Supply Agreement (PSA) with the generation companies and distribution utilities as mandated in the DOE Circular DC2015-06-008
  - Support government's efforts in shifting the FiT, missionary and universal charges, including taxes and subsidies from industry to the national treasury. The removal of the VAT on system loss charges will reduce the power rate and pass-on charges to end-users.
  - Formulate an enabling policy to utilize energy resource funds for any RE projects
- e. Electric cooperatives, being the viable player in the countryside, should undergo structural and operational reforms. They have to level up either as a stock cooperative or stock corporation as provided for in the EPIRA, and engage with private operators in order to increase their capital and further develop their management expertise.
- f. Continue or expand the implementation of the Sitio Electrification Program of the DOE to fully energize households in far-flung sitios. For those far from the grid distribution line, solar power supply should be subsidized by the national government.
- g. Ensure grid reliability, especially that of renewable energy. Energy storage plants will be constructed near the Ormoc Solar Power Plant and Palo Solar Power Plant to stabilize grid imbalance brought about by the variability of solar power. There is also a need to implement Transmission Development Plan for Region VIII in time with N+1 provision or Redundancy and to fast-track the construction of the looping 69kV cable (N+1 Redundancy) line in Leyte2-Tabango, Leyte; Naval-Caibiran, Biliran; Mapanas-Oras, Tinambacan-Allen, Basey-Buenavista, in Samar Island. Existing substations will be

upgraded and new substations will be constructed. Distribution lines will be upgraded and upgraded from single phase to 3-phase.

- h. Comply with the DPWH Building Code and standards for a climate-proof resilient infrastructure and facilities to secure them against natural calamities since transmission lines are the first to be affected during typhoons.

## On ICT

### 5. Undertake initiatives towards improving the accessibility, affordability, reliability, efficiency and security of ICT services

- a. Provide incentives/lower risk for the private sector to invest in rural remote and unserved areas
- b. Encourage sharing among players of ICT infrastructure and other support facilities (e.g. provision of internet services in tourist destinations)
- c. Establish network pooling with the private sector for broadband deployment
- d. Provide access to online e-government services by residents of unserved/underserved areas
- e. Expand telecommunication infrastructure to other cities within the region (e.g. Baybay City, Ormoc City)
- f. Support legal and regulatory reforms at the national level

## On Social Infrastructure

- 6. Rationalize public investments in health facilities and schools such that priority will be given to needy areas. This would entail close coordination between concerned agencies in identifying the areas where there are gaps and subsequently in implementing projects to fill in those gaps.
- 7. Set up clustering of municipalities/LGUs to establish common sanitary landfills
- 8. Improvement of existing jail/prison facilities
- 9. Establishment of drug rehabilitation centers

## Major Programs, Projects and Activities (PPAs)

The following are the PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

### Transport

1. Conduct/preparation of the feasibility study/detailed engineering for the Leyte-Samar railway to connect the Luzon and Mindanao railways
2. Conduct/preparation of the feasibility study/detailed engineering for the 2nd Leyte-Samar bridge
3. Construction of a 2nd Leyte-Samar Bridge connecting Babatngon, Leyte and Sta. Rita, Samar
4. Construction of bridges to connect Pacific towns in Northern Samar and connect Northern Samar to Eastern Samar
5. Completion of the Samar Pacific Coastal Road (i.e. Simora (Laoang)-Palapag-Mapanas-Gamay-Lapinig-Arteche-San Policarpo Road)
6. Construction/completion of roads leading to identified Tourism Development Areas (TDAs)
  - Construction of access road leading to Canjugas Bridge-Cove in Hernani, Eastern Samar
7. Construction/completion of roads leading to identified economic/production zones (e.g. Leyte Ecological Industrial Zone, North Tacloban economic zone, agri-business and fishery areas)
8. Construction of Jaro-Ormoc Road
9. Construction of farm-to-market roads (FMRs)
  - Coroconog-Lubog FMR in San Roque and Mondragon, Northern Samar
  - Malagihana-Malibago FMR in San Roque, Northern Samar
  - Lubog-Lawaan-Ginagdaan FMR in San Roque, Northern Samar
10. Improvement of barangay roads
11. Construction of disaster and climate change-resilient roads
12. Completion of the road connecting isolated/interior towns/municipalities in Samar Island
13. Construction of concrete-paved roads in conflict-affected areas
14. Completion of road construction of concrete-paved roads
15. Construction of circumferential roads
  - San Vicente, Northern Samar circumferential road
  - Homonhon Island circumferential road
  - Batag Island, Laoang, Northern Samar circumferential road
16. Improvement/upgrading of various secondary roads
17. Widening of roads/bridges along major roads in urban centers and thoroughfares
18. Construction of bypass and diversion roads in urban/town centers
  - Construction of Borongan by-pass road
  - Construction of by-pass road leading to San Juanico Bridge-Tacloban CBD
19. Construction of geometric improvements, such as signalized intersections and road barriers

20. Construction of road lanes for non-motorized transport (e.g. bicycle and pedestrian lanes) in appropriate areas
21. Construction of access roads to daycare centers and schools in far-flung barangays
22. Improvement of Borongan airport
  - Construction of runway extension of Borongan airport
  - Expansion and widening of Borongan airport access road
  - Construction of Borongan airport perimeter fence
23. Conduct of feasibility studies for the construction of inter-island link bridges in San Ricardo-Lipata connecting Leyte to Mindanao and from Matnog, Sorsogon to Allen, Northern Samar, and from Maasin City to Ubay, Bohol.
24. Construction of RoRo port facility in CBD Tacloban and Tacloban North resettlement area
25. Construction of RoRo ports in Homonhon Island and Guiuan, Eastern Samar, and Limasawa Island and Padre Burgos, Southern Leyte
26. Installation of marine navigational aids along San Juanico Strait and other areas critical to night time navigation
27. Construction of a new regional seaport/base port
28. Rehabilitation/Modernization of the Tacloban Airport and/or construction of a new modern and disaster-resilient regional airport
29. Upgrading of other airports in the region, including provision of airport facilities/ equipment (e.g. nighttime navigational aids) to make them commercial flights-ready

## Water

1. Construction of seawall/dike/tide embankment for storm surge and meteotsunamis protection of danger areas (e.g. Tacloban, Palo and Tanauan)
2. Construction of reclamation projects in Baybay and Tacloban City
3. Construction of Binahaan Flood control (Tanauan, Palo, Leyte, etc.)
4. Construction of various flood control projects
5. Installation of flood control facilities
6. Formulation of a master drainage plan for flood-prone areas
7. Flood and river control program
8. Shoreline protection program
9. Soil erosion prevention program (vetiver grass, etc.)
10. Construction of drainage canals and flood protection structures
11. Anti-flooding measures at the V&G Subdivision, Tacloban City
12. Construction of irrigation projects and systems, including small reservoir irrigation projects and systems
13. Construction and manning of hydrometeorology stations
14. Development of a water supply system, water transmission system, water distribution system, and water storage system for the Tacloban North resettlement area
15. Provision of water supply for resettlement area

## ICT

1. Upgrading of existing ICT Infrastructures
2. Infrastructure support services leading to eco-tourism areas

3. Installation of internet services in tourist destinations
4. Integrated Government Philippines (iGovPhil) Project for Palo Government Center
5. Tech4ED Project
6. People's Konek Project
7. Digital PH Program
8. One Expert Project
- Investment promotion to investors on ICT infrastructure facilities and services

## Power and Energy

1. Sitio Electrification Program
2. Household Electrification Program
3. National Renewable Energy Program
4. Photo Voltaic (PV) Mainstreaming Program
5. Community Electrification Program
6. Energy Conservation Program
7. Construction of Biliran Geothermal Power Project
8. Establishment of climate-proof energy infrastructure and facilities
9. Conduct of feasibility study on Limasawa Island Electrification
10. Construction of Amanhuray-Amandaraga mini-hydro power plant
11. Construction of Calbiga Mini-Hydro (5MW-SAMELCO II)
12. Construction of Las Navas Hydro (5MW-NORSAMELCO)
13. Construction of Bugtong Mini-Hydro (1MW-SAMELCO I)
14. Construction of Paranas Hydro Plant (5MW-SAMELCO II)
15. Construction of Lawaan Hydro Plant (1MW-ESAMELCO)
16. Construction of San Miguel Solar Plant

(300kW-LEYECO III)

17. Construction of Dagami Hydro Plant (3MW-DORELCO & LEYECO III)
18. Construction of Javier Mini-Hydro (1MW-DORELCO)
19. Construction of St. Bernard Mini-Hydro (600kW-SOLECO)
20. Development and construction of more alternative RE sources of power supply (i.e., solar, wind, marine, bio energy)
21. Construction of Olot River Dam in Can-avid, Northern Samar for hydropower/irrigation/water supply
22. Advocacy campaign to involve LGUs in the enforcement of anti-pilferage campaign

## Social Infrastructure

1. Completion of the Eastern Visayas Regional Medical Complex
2. Construction of subregional hospital in Catbalogan City
3. Construction/rehabilitation/expansion/upgrading of health facilities including BHS, RHUs, hospitals, DTRRCs and mental health centers
4. Procurement of equipment and facilities for health centers (including transportation services)
5. Upgrading of existing jail/prison facilities to conform to standards
6. Construction of school buildings with classrooms (to include K-12 program)
7. Construction/Rehabilitation of various school buildings to include PPP-funded projects
8. Construction of various resilient evacuation centers
9. Construction of drug treatment and rehabilitation centers in 7 cities, Dulag,



- |  |   |
|--|---|
| Leyte & 2 capital towns  | at the declared special economic zone (EVRGC)   |
| 10. Construction of DRRM centers (storage, motorpool, operation centers) | 13. Construction of Ethanol Plant and Infrastructure support to Ormoc/Kananga Sugar Mills |
| 11. Housing and resettlement program                                     |   |
| 12. Establishment of Light Industrial Park                               |   |

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

- |   |  |
|---|--|
| 1. Grant of incentives to taxi operators through the enforcement of the local investment and incentives code  | inside ancestral domains and protected areas   |
| 2. Enforcement of penalties to be imposed for breach of franchise of public utility vehicles (PUVs)   | 10. Amendment of EPIRA Law to entitle the host regions of power generation plants located in highly-urbanized cities to have a share in the Development and Livelihood Fund (DLF), and Reforestation, Watershed Management, Health and/or Environment Enhancement Fund |
| 3. Strict enforcement of penalties on trucks and trailers for loading beyond their prescribed gross vehicle weight  | 11. Amendment of Clean Air Act to provide emission standards for carbon dioxide (EMB, NPCC)  |
| 4. Lifting of moratorium on franchise applications for all PUVs under LTFRB MC 2003-028   | 12. Lobbying for the immediate approval of a Power Supply Agreement (PSA) on re-negotiation of competitive selection process (CSP) generation rate between the generation companies and distribution utilities, i.e., electric cooperatives.                           |
| 5. Redesign of major road intersections in urban centers from triangular to roundabout  | 13. Policy directive to LGUs to support anti-pilferage campaign  |
| 6. Requiring operators/service providers in seaports to provide appropriate equipment for cargo handling  | 14. Forging of MOA on re-negotiation of competitive selection process (CSP) generation rate with generation companies  |
| 7. Execution of the following memorandum of agreement (MOA):  | 15. Formulation of a modernized ICT policy and regulatory frameworks   |
| <ul style="list-style-type: none"> <li>• Between DPWH and DOT to provide infrastructure support to eco-tourism projects</li> <li>• Between DPWH and DTI and DA to provide infrastructure support to production areas and agri-business centers</li> </ul> | 16. Support passage of the Convergence Law that will allow the convergence of telecommunications, broadcast media and broadband facilities, among others   |
| 8. Removal of VAT on systems loss charges   | 17. Policy issuances to resolve institutional  |
| 9. Amendment of IPRA and NIPAS Law to fast-track the development of renewable energy/transmission lines   |  |



- and governance issues that affect planning, programming and budgeting for and implementation of basic social infrastructure
18. Pursue policy reform that will allow income retention of government health facilities
  19. Technical assistance to LGUs in formulating/implementing 10-year SWM plans, and strictly monitor compliance and impose penalties of such
  20. Policy on use of government idle lands for socialized housing
  21. Creation of a bureau to oversee, manage, regulate, control and implement projects on flood protection, control and mitigation
  22. Strict imposition of the separation of drainage and sewerage as a requirement in all drainage and sewerage projects especially in human settlements projects.
  23. Establishment of a treatment plant, device or mechanism as a requirement in all sewerage system or conduits to prevent the pollution of underground waters, coastal resources, rivers, lakes and other water bodies.
  24. Directive to the NIA to protect the catchment areas where dams or irrigation water are sourced out
  25. Removal and replacement of the financial viability major final output (MFO) of NIA with technical viability (measured in terms of the extent of farm areas irrigated)
  26. Empowering NIA in restricting and or regulating the extraction of river materials (e.g. gravels, sand, etc.), and in the collection, recording and maintenance of hydro-meteorological data
  27. Enact a universal access and service fund out of the collections of NTC from TelCos

15

Leveraging  
Science, Technology  
and Innovation



# Leveraging Science, Technology and Innovation

The relevance of science, technology and innovation (STI) in improving productivity and boosting economic growth manifests most in the development pace of industrialized nations, whose investments in STI are crucial in achieving national competitiveness and prosperity. STI also plays a key role in addressing a number of problems such as food insecurity, climate change, and sustainability, among other societal issues.

In the face of rapid globalization, the gradual shift to a knowledge economy comes inevitable, hence the need for innovative approaches and technological advancement. Strengthening the STI culture and increasing adoption and application of technology and innovation products, especially in the identified priority sectors of the region, bode well in maximizing the region's potential for growth.

## Assessment<sup>1</sup>

### Human Resources

The country's edge in STI is closely linked to its human resources, particularly those engaged in research and development (R&D). In 2013, the country's R&D personnel numbered to 36,517, more than half of whom worked in the private industry (*Table 15.1*). Researchers, the primary actors in R&D, comprised the majority (26,495) of the country's R&D workers while the rest were technicians and auxiliary personnel. Majority of the R&D personnel was concentrated in the National Capital Region (NCR) and CALABARZON (Region IV-A). This could imply that R&D activities largely dominate in these regions, which also happen to be two of the richest regions on the basis of Gross Regional Domestic Product (GRDP).

With only 667 personnel, Eastern Visayas had the lowest number of R&D workers in the Visayas and the sixth lowest nationwide in 2013. The region's ranking also holds true in terms of the number of researchers, which stood at 504 (*Table 15.2*). Excluding those from the private industry, the total number of R&D personnel in the region increased by almost 50 percent since 2011, with the researchers' population growing by 34 percent in the same period. The majority of the region's R&D personnel coming from the public higher education institutions (HEIs) could be attributed to the region's advantage in the number of its state universities and colleges (SUCs), the third highest in the country, all of which have the mandate to do research as one of the four-fold functions of SUCs.

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<sup>1</sup> This section draws heavily on the latest issue of the *Compendium of Science and Technology Statistics* prepared by the Department of Science and Technology, which contains data on financial and human resources pertinent to research and development (R&D). Data that have regional disaggregation were the primary basis in the assessment.

**Table 15.1 Number of R&D Personnel by Region and Sector, Philippines, 2013**

Country/Region	Sector					
	Total	Government	Higher Education		Private Non-Profit Institution	Private Industry
			Public	Private		
Philippines	36,517	3,774	7,646	2,543	227	22,327
National Capital Region	13,107	2,019	1,406	791	193	8,698
Cordillera Administrative Region	467	50	171	-	-	246
Ilocos	852	120	401	51	-	280
Cagayan Valley	719	182	150	238	-	149
Central Luzon	2,568	246	446	143	-	1,733
CALABARZON	9,235	170	2,271	163	-	6,631
MIMAROPA	563	65	124	8	4	362
Bicol	873	155	468	92	-	158
Western Visayas	1,013	66	530	119	-	298
Central Visayas	2,451	155	240	201	-	1,855
<b>Eastern Visayas</b>	<b>667</b>	<b>62</b>	<b>345</b>	<b>31</b>	-	<b>229</b>
Zamboanga Peninsula	430	72	109	127	-	122
Northern Mindanao	1,031	24	413	151	9	434
Davao Region	1,160	149	156	325	20	510
SOCCSKSARGEN	816	166	276	59	1	314
Caraga	390	55	131	41	-	163
ARMM	175	18	9	3	-	145

Source: Department of Science and Technology (DOST)

Note: - no data

**Table 15.2 Number of Researchers by Region and Sector, Philippines, 2013**

Country/Region	Sector					
	Total	Government	Higher Education		Private Non-Profit Institution	Private Industry
			Public	Private		
Philippines	26,495	2,965	7,144	2,364	179	13,843
National Capital Region	9,067	1,486	1,286	748	154	5,393
Cordillera Administrative Region	349	34	162	-	-	153
Ilocos	711	86	401	50	-	174
Cagayan Valley	654	181	147	234	-	92
Central Luzon	1,817	204	415	124	-	1,074
CALABARZON	6,654	170	2,210	163	-	4,111
MIMAROPA	377	43	101	8	1	224
Bicol	701	103	415	85	-	98
Western Visayas	867	57	508	117	-	185
Central Visayas	1,686	151	217	168	-	1,150
<b>Eastern Visayas</b>	<b>504</b>	<b>46</b>	<b>301</b>	<b>15</b>	-	<b>142</b>
Zamboanga Peninsula	328	52	76	124	-	76
Northern Mindanao	785	20	371	120	5	269
Davao Region	911	121	134	322	18	316
SOCCSKSARGEN	658	143	263	56	1	195
Caraga	312	52	130	29	-	101
ARMM	114	16	7	1	-	90

Source: DOST

Note: - no data

The number of undergraduate scholars (both old and new) who are recipients of the DOST Scholarship Programs (i.e. under RA 7687 and the DOST-Science Education Institute Merit Scholarship) increased from 326 scholars in Academic Year (AY) 2013-2014 to 413 scholars in AY 2014-2015. In those years, the number of new scholars in particular increased, equivalent to a proportion of about 40 percent to the total number of scholars. However, while the number of examinees of DOST Scholarships for S&T courses and qualifiers of the same scholarship program increased in the previous years, there is still very low proportion of qualifiers, at less than 10 percent of the total number of examinees.

The fields of education science and teacher training and business administration and related courses drew half of the region's enrollees and produced the same proportion of graduates in AY 2013-2014 and AY 2014-2015. Applied sciences have relatively lower share of graduates and enrollees, except for IT-related discipline and engineering and technology, which came next to education and business administration. Agriculture, forestry, and fisheries; mathematics; natural sciences; medical and allied sciences; and social and behavioral sciences; among other fields of science and technology, individually shared around five percent or less to the total number of enrollees and graduates in the region.

## Financial Resources

The country's investments in R&D, in nominal terms, had an annual growth since 2003, averaging at 22.69 percent. At the end of 2013, total R&D expenditures was pegged at more than PhP15 billion, a little over one-third of which were financed by the private industry. R&D expenditures of

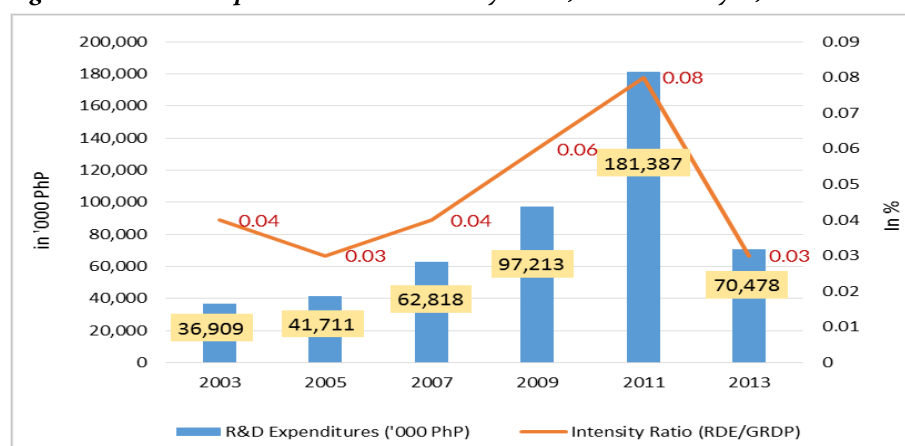
public higher education institutions came next, which shared 30.23 percent of the total, and was closely followed by government expenditures, which raked in almost 30 percent to the country's R&D investments.

Still at the national level, there was a sustained growth observed in R&D expenditures of public higher education institutions and the government, which even doubled in the years 2005 and 2013, respectively. While the government and higher education institutions' expenditures for R&D recorded a triple-digit growth within a decade, a relatively slower growth was seen in the expenditures of other sources, notably the private industries and private non-profit institutions.

R&D investments in Eastern Visayas, as well as the region's share to the national spending, albeit small, has been picking up since 2003 until its sharp decline in 2013, when total expenditures reduced by more than half (61.14%) of the PhP181.39 million two years prior (*Figure 15.1*). The cutback was accounted for by the lower spending of the government and the private industry, which saw a reduction of 90 percent and 87 percent, respectively.

R&D investments can also be understood in a different measure called the intensity ratio, which is expressed as the ratio of R&D expenditures to the GRDP. This adjusts the comparison among countries/regions, with the R&D investments expressed relative to the size of the economy. The region's intensity ratio, on the average, follows the same trend with the level of R&D expenditures for the past ten years, taking a dramatic decrease in 2013. However, for the said period, the region's annual average intensity at 0.05 percent remains low compared to the national average of 0.13 percent. In 2013,

**Figure 15.1 R&D Expenditures and Intensity Ratio, Eastern Visayas, 2003-2013**



Source: DOST

Eastern Visayas and Zamboanga Peninsula both posted an intensity ratio of 0.03 percent, the third lowest in the country.

## R&D Institutions

While having a relatively lower share of human and financial resources, the region has the institutional capacity for R&D. It has three R&D consortia that coordinate R&D activities on certain sectors/fields, viz:

- Eastern Visayas Health Research and Development Consortium (EVHRDC). The consortium was established to strengthen health research and development initiatives in the region. With 27 member agencies/institutions, it formulates/disseminates regional and national health agenda, develops and reviews research proposals, implements projects, among other functions. The consortium is supported by the Philippine Council for Health Research and Development (PCHRD).
- Eastern Visayas Consortium for Industry and Energy Research and Development (EVCIERD). The consortium is a regional network of SUCs, government agencies, and

private entities relevant to the advancement of R&D in industry and energy sector.

- Visayas Consortium for Agriculture, Aquatic and Resources Program (ViCAARP). It is a consortium of agencies and institutions undertaking R&D in agriculture and natural resources in Eastern Visayas. It serves as the regional arm of the National Agriculture Resources Research and Development Network (NARRDN) under the auspices of the Philippine Council for Agriculture, Aquatic and Natural Resources Research and Development (PCAARRD).

Based on the survey conducted by the Department of Science and Technology (DOST) VIII, there are at least 30 institutions with R&D capability in the region. These include SUCs, national line agencies, private schools, and a health institution. In particular, some state universities house national research and training agencies, regional centers, and research institutes, among others. A number of these institutions focus on researches on commodity development (e.g. abaca, coconut, rootcrops, fisheries); socioeconomic issues (e.g. rural poverty, local governance); and climate change.



## STI Interventions

As of 2014, developments in STI were observed, primarily steered by the DOST as the agency mandated to coordinate STI-related projects. For one, technology transfer and commercialization intensified, most especially in the aftermath of Yolanda. Among others, initiatives came through wider coverage of the Small Enterprise Technology Upgrading Program (SETUP), wherein technology interventions resulted to an average productivity improvement of 55 percent per firm.

The High Impact Technology Solutions (HITS) projects, which aim to promote technology-based projects, were continued. In the field of food processing, the Eastern Visayas Food Innovation Center (EVFIC) was launched as the region's hub for innovation, R&D, among other support services, related to food safety, quality, and other standards. The EVFIC is a joint project of the Eastern Visayas State

University and the DOST VIII. Other HITS projects include the National Dengue Vector Surveillance (NDVS), geared to establish early warning system in controlling dengue vector in elementary and secondary schools; Project NOAH (Nationwide Operational Assessment of Hazards), launched in 2012 in response to the need for a more integrated disaster prevention and mitigation mechanisms; OneLAB (One-Stop Laboratory Services for Global Competitiveness), meant to improve testing and calibration services; and STARBOOKS (Science and Technology Academic and Research Based Openly Operated Kiosk System), which offers offline and free access to science and technology database. Other projects and initiatives in relation to ICT, A&F, disaster risk reduction/climate change adaptation and mitigation (DRR/CCAM), and technology provision in support to livelihood, as part of the recovery efforts after Yolanda, were sustained and implemented.

## Summary of Challenges and Opportunities

### 1. Weak culture of STI

There is still a perceived weakness in the linkages (e.g. academe-industry linkages) and in the appreciation of STI within the STI ecosystem in the region. For one, the low proportion of enrollees and graduates in science and technology discipline could imply weak appreciation of STI among the youth and may potentially affect the labor pool of R&D personnel later on.

### 2. Few R&D personnel

There is a need to build up the human resource base for STI in the region since the number of R&D personnel, especially researchers, remains low.

The tendency of brain drain or out-migration is also present, which could be due to the inadequacy of employment opportunities in the region.

As the region pursues the realization of rural industrialization, there will be growing labor demand for STI personnel corresponding to the need for technology and innovation. This opportunity calls for an action to ensure the availability of adequate human resources for R&D and continuously promote skills enhancement for those already engaged in R&D practice.

There is also opportunity seen in the efforts to match projected labor demand

and human resource availability. In 2014, the Commission on Higher Education (CHED) released the national priority courses from AY 2014-2015 to AY 2017- 2018 that fall under 13 broad categories of discipline, with the most number of degree programs in engineering, teacher education (by major), science and math, and agriculture. The priority courses were identified on the basis of labor demand and hard-to-fill courses that correspond with the future labor requirements of industries, among others. The list serves as a guide for students and eventually encourages responsiveness of the academe to market and/or industry demand. As an incentive mechanism, financial assistance is being provided by the CHED to qualified enrollees to the said priority courses.

### 3. Low investments on R&D

R&D spending is pivotal in leveraging STI, especially in integrating it across the productive sectors. The proportion of R&D expenditures to the region's GRDP is lower than the national average and even far below the one percent standard recommended by the United Nations Educational, Scientific, and Cultural Organization (UNESCO). Investments in infrastructure and facilities, especially in R&D centers, remain one of the crucial areas in STI.

The region will benefit from one of the socioeconomic agenda of the current administration, which focuses on the enhancement of innovation by promoting science and technology. This is especially critical in view of the national societal goal in the medium-

term, which explicitly states the need to lay down the foundation for a globally competitive knowledge economy. As such, public R&D spending is anticipated to increase. However, more than increasing the nominal value, the challenge lies in scaling up the level of spending relative to the economic condition of the region. For Region VIII, this means being given more budgetary allocation considering its weak economic performance. Financing mechanisms could be made innovative by way of public-private partnerships, among others.

### 4. Low adoption and application of technology to advance the productive sectors

Inherent in a weak STI culture, the meager access to technology, and the subsequent low adoption and application of the same by MSMEs and across productive sectors (e.g. A&F, forestry, food processing) has been oftentimes reported as an inhibiting factor of productivity growth. For instance, previous research on the technological change in the country's rice sector using dataset from 1971 to 1990 showed that for Eastern Visayas, labor- saving technology (e.g. hand tractor) is not widely adopted<sup>2</sup>. Lack of public awareness, weak mechanism in the access of technology, among other factors, may result in low adoption. Sustainability in the application of technology may also be affected by the capacity of beneficiaries in terms of know-how and financial capacity, to name a few.

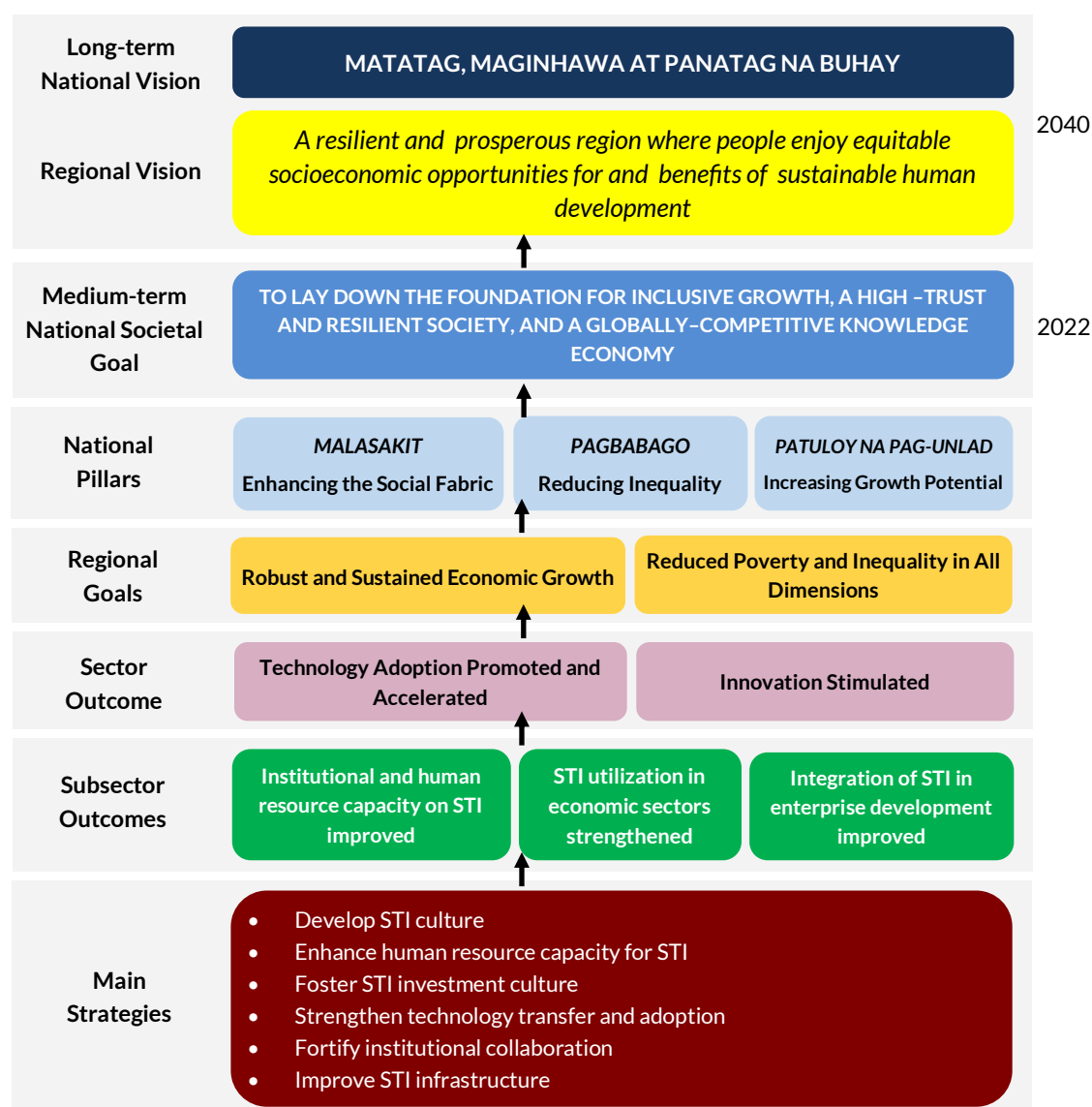
<sup>2</sup> Umetsu, C., et.al. "Efficiency and Technical Change in the Philippine Rice Sector: A Malmquist Total Factor Productivity Analysis." [http://economics.emory.edu/home/documents/workingpapers/chakravorty\\_99\\_34\\_paper.pdf](http://economics.emory.edu/home/documents/workingpapers/chakravorty_99_34_paper.pdf)

## Strategic Framework

Technological advancement and innovation need to be pursued and mainstreamed as a support element in enhancing the productivity and competitiveness of economic sectors. This could be achieved by fostering the culture of and community for STI; strengthening institutional partnership for STI and R&D; increasing investments for STI, especially along the key priority thrusts of the region; strengthening the responsiveness of STI to

market and industry needs; and improving the provision of and access to STI infrastructure and facilities. Through these, institutional and human resource capacity in STI will improve; utilization of STI in economic sectors will leverage; and the integration of STI in enterprise development will strengthen – all leading to the optimization of STI in accelerating the economic growth of the region.

**Figure 15.2 Strategic Framework for Science, Technology and Innovation**



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 15.3 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

**Table 15.3 Science, Technology and Innovation Targets, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS							END-OF-PLAN TARGETS	
	Year	Value	2017	2018	2019	2020	2021	2022			
Number of R&D personnel per million population	2013	163	171	179	188	198	207	218			218
Research and development expenditures (RDE) as percentage of GRDP (%)	2013	0.03	0.04	0.05	0.06	0.07	0.08	0.09			0.09
Share of public RDE to total RDE (%)	2013	76	78	80	82	84	86	88			88
Number of R&D proposals funded	2015	25	13	20	27	34	41	48			183
Number of RDI technologies commercialized	2014	23	14	14	14	14	14	14			84
Number of technology interventions											
SETUP	2015	477	393	413	433	455	478	502			2,674
NON-SETUP	2015	293	258	271	284	299	314	329			1,755
Number of firms assisted on innovation system support											
SETUP	2015	147	70	74	77	81	85	89			476
NON-SETUP	2015	116	85	89	94	98	103	108			577
Number of firms assisted on technology trainings	2015	144	49	51	54	57	60	63			334
Number of firms assisted on technology investment	2014	229	149	156	164	172	181	190			1,012
Number of new firms established											
SETUP	2015	7	15	16	17	18	19	20			105
NON-SETUP	2015	47	12	13	14	15	16	17			87

## Main Strategies

The general strategies outlined below are identified to help achieve the outcomes specified above and the corresponding targets set. These are broad strokes in realizing the sector goal in particular and the regional vision, goals and thrusts.

### 1. Develop STI culture

Fostering STI culture requires intensified advocacy of STI as a branch of knowledge. The R&D consortia could tap various media channels in raising public awareness (most especially among the youth) of STI initiatives in the region. The provision of knowledge resources, especially those related to the region's development thrusts, need to be intensified. The tangible presence of STI in the development process also requires increased commercialization, adoption, and application of results of R&D, especially those funded by the government, in the form of technology and innovative practices that the general public can access easily.

### 2. Enhance human resource capacity for STI

Human resource development in STI could be narrowed down into two approaches: a) building up the labor pool for STI, and b) ensuring continuous capability building of the STI personnel. To sustain and increase the availability of STI personnel in the region, there is a need to widen the coverage of and increase the funding for S&T scholarships. Aggressive marketing of S&T scholarships should also be conducted, particularly in hard-to-fill courses such as A&F (*see Chapter 7*), and those that align with the key thrusts of the region. Equally important is to reinforce the expertise of the existing STI personnel through trainings and other activities that will

expose them to best practices of STI (e.g. learning exchange program in other countries). Moreover, interventions to increase the employability of graduates of science and technology courses through enhanced partnership between and among the academe and the R&D centers and the business sector should be implemented.

There should also be a comprehensive assessment of the existing labor pool for STI, by sector and discipline, as a means of checking the gaps in skills and expertise in the region. This could serve as an input later in prioritizing the intensive promotion for STI degree programs and the provision of incentive mechanisms (e.g. scholarships) to further address the labor shortage in certain fields. Mobility of skilled researchers and technicians from one region to another, where their expertise is needed, should also be strengthened.

Brain gain initiatives should also be supported at the regional level. An example of this is the Balik Scientist Program, which aims to encourage overseas Filipino scientists and technologists to return to the country and share their expertise. As such, returning scientists should be encouraged to do R&D work, especially on topics of regional development concerns, such as climate change urban and rural poverty, low agricultural productivity, and the like.

### 3. Foster STI investment climate

Investments in R&D are a requisite in developing technology and in promoting innovation. Thus, there is a need to increase R&D expenditures, especially in support of the medium-term priority thrusts of the region (i.e. A&F, manufacturing, tourism) and in other areas where STI proves essential in increasing productivity (e.g. DRR CCA; ICT in support of industry clustering and tourism promotion; renewable energy). Towards this end, in order to guide R&D investments, there is a need to come up with an R&D agenda that shall list down the R&D priorities in the region.

Enhancing investment climate as a process will also pave the way to develop the innovation system in the region. For instance, resources could be efficiently mobilized through stronger public-private collaboration. The government could venture into an agreement or through a partnership with the private sector in the implementation of projects that will address the priority concerns in the region. The government's intervention could be channeled through incentives, facilities and skill development support, among others. Support through innovative financing should also be extended, with the government implementing programs that expedite the commercialization of STI products.

### 4. Strengthen technology transfer and adoption

The integration of technology and innovation in enterprise development should be strengthened. The MSMEs should be supported through provision of technology and facilities,

as well as innovative approaches to develop and upgrade the quality, shelf life, and packaging of products. Along this area, the SETUP should be sustained and expanded. In implementing the SETUP, there is a need to take into account the socioeconomic differences in the region, which are oftentimes defined spatially. For instance, the SETUP should be intensified in poor but resource-rich municipalities, or in the proposed agribusiness, fishery, and aquaculture development areas (*see Chapter 7*).

The region also needs to establish technology business incubators to promote innovation, encourage start-ups, and provide other business development services. Innovation hubs could also be established in strategic location in the region, such as the identified growth centers. The region could also develop an innovation hub or center for DRR CCA, taking into account the region's vulnerability to disasters (e.g. Yolanda), where best practices and lessons learned in DRR CCA management should already be shared and institutionalized (*see Chapter 13*).

Access to and infusion of technology should be also strengthened in all other sectors, especially the private sector and the LGUs. The latter's access to and utilization of technology, particularly in A&F, ICT, and DRR/CCAM, should be intensified. Technology and innovation must be incorporated in the planning mechanisms of the LGUs, especially in resolving lingering socioeconomic issues. The national government should ensure that technology generated from projects and programs,



mostly the big-ticket ones, be transferred to LGUs (e.g. scientific tools such as the Expanded Vulnerability and Suitability Assessment from the Philippine Rural Development Project of the DA; geo-hazard maps and other outputs from Project NOAH of the DOST). In particular to post-Yolanda rehabilitation and recovery, there should be a mechanism jointly undertaken by the national government agencies (NGAs), LGUs, and international partners or donors in the turnover and application of technology and innovative approaches (e.g. transfer and adoption of disaster-resilient fish cages from the Japan International Cooperation Agency). The government could learn from this technology and adopt the same standards in the conceptualization and implementation of projects. Complementing this is the need for capacity building support to ensure the sustainability of technology.

There should be a holistic approach in addressing the adoption and sustainable application of technology. For one, other than limited or weak access to technology which could be addressed above, adoption is also constrained by factors such as financial capacity, negative values, and limited knowledge. Thus, mechanisms such as support to easier access to capital and credit, promotion and integration of values formation (*see Chapter 19*), and capability building activities as discussed above, should be provided as well.

## 5. Fortify institutional collaboration

As mentioned previously, linkages must be strengthened between the public and private sectors (e.g. business, academe, NGAs) and the R&D consortia as a whole in promoting R&D and most especially in the utilization and wider dissemination of R&D outputs (e.g. technology) that are responsive to industry needs. The industry development councils to be established later in support of industry clustering in the region should also be tapped and consulted on R&D matters, especially in the aspect of prioritization of R&D needs of industries. In particular, the proposed creation of an R&D Committee under the auspices of the Regional Development Council (RDC) VIII should be supported. This is envisaged to strengthen policy coordination in R&D to promote effective allocation of public R&D investments, and consequently help address socioeconomic problems in the region.

## 6. Improve STI infrastructure

Infrastructure needs in STI should be adequately provided or upgraded. There must be continuous modernization of identified centers for R&D in the region, such as the national and regional research centers lodged in the SUCs, to improve facilities and services. The identified R&D priority areas to be drawn up in the R&D agenda should have corresponding infrastructure support.

In support of the development of economic sectors, primarily the regional key priority thrusts, ICT infrastructure support needs to be



intensified. Internet connectivity should be improved by providing access to areas where it is absent, and by increasing the speed and reliability where it is already

present. Initiatives towards this end should be carried out soon in order to fill in the ICT gap (*see Chapters 9 and 14*).

## Major Programs, Projects and Activities (PPAs)

The following are the PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

### Existing PPAs that need to be expanded and sustained:

1. Small Enterprise Technology Upgrading Program (SETUP)
2. Community Empowerment through Science and Technology (CEST)
3. Technology trainings and consultancies (i.e. MPEX, CAPE, CPT, EA, and FS)
4. DOST-Academe-Technology-based Enterprise Development (DATBED) Program
5. Local Grants-In-Aid (GIA) Program
6. S&T Academic and Research-Based Openly-Operated Kiosk Station (STARBOOKS), OneExpert, RxBox/eHealth Services Projects
7. S&T Scholarship Program
8. Food Innovation Center-based Technology Business Incubation (TBI)
9. Project Deployment of Early Warning Systems (DEWS)
10. High Impact Technology Projects (HITS), i.e. Ovicidal/Larvicidal (OL) Trap, Ceramic Water Filter (CWF) Production, and Malnutrition Reduction Program-Complementary Food Production and Eco-Septic System
11. Regional Standards and Testing Laboratory and OneLab Program

### R&D Activities

Various R&D activities of the R&D consortia/centers in the region shall be promoted and supported, especially those that align with the regional development thrusts. The crafting of an R&D agenda is envisaged to harmonize all research initiatives in the region. R&D centers specializing in certain fields (e.g. Eastern Visayas Fisheries and Aquatic Resources R&D Center) shall also be established.

### Other technology-based PPAs specific to A&F, MSME development, ICT, infrastructure, services, DRR/CCAM and ecological integrity are listed in the following chapters:

1. Chapter 7 (Expanding Economic Opportunities in Agriculture and Fisheries)
2. Chapter 8 (Expanding Economic Opportunities in Industry)
3. Chapter 9 (Expanding Economic Opportunities in Services)
4. Chapter 13 (Enhancing DRR/CCAM)
5. Chapter 14 (Accelerating Infrastructure Development)
6. Chapter 18 (Maintaining Ecological Integrity and a Clean and Healthy Environment)

## Legislative Agenda

Pass RDC resolutions in support to the passage of proposed House/Senate Bills, viz:

1. S.B. No. 38, *An Act Adopting Innovation as a Vital Component of the Country's Development Policies to Drive Inclusive Development, Promote the Growth and National Competitiveness of Micro, Small and Medium Enterprises, and for Other Purposes*
2. H.B. No. 4581, *An Act Establishing the Science for Change Program*
3. H.B. No. 2900, *An Act Strengthening the Balik Scientist Program and Appropriating Funds Thereof*
4. H.B. No. 3717, *An Act Strengthening the National Measurement Infrastructure System (NMIS) Amending RA 9236, Also Known as the National Metrology Act of 2003 and for Other Purposes*
5. H.B. No. 1205, *An Act Upgrading the Position of the Provincial S&T Officer into the Provincial S&T Director in the Department of Science and Technology and Amending RA No. 6959, Appropriating Funds Therefore, and for Other Purposes*
6. Creation of the Philippine Space Agency
7. Formulation of a Comprehensive Science and Technology Policy
8. Issuance of implementing guidelines on the creation of a Research and Development Committee under the RDC



# 16

Enhancing Peace,  
Security, Public Order,  
and Justice  
Administration



# Enhancing Peace, Security, Public Order, and Justice Administration

A safe and peaceful environment free from criminality, armed conflict, and global security threats such as terrorism, human trafficking, illegal arms trade, and drug trafficking is crucial in fostering inclusive growth. Likewise, provision of swift and fair administration of justice, especially for the poor and marginalized, is essential in regaining people's trust in public institutions. These are critical elements to achieve development and improve the collective welfare of the people. Within this Plan period, the goal is to enhance the peace, security, public order and justice administration in the region in support to the long-term vision of the Filipinos to have a stable, secure and comfortable life for all.

## Assessment

### Peace and Order

Crime volume in the region dropped by 12 percent from 24,201 in 2014 to 21,104 in 2015. However, this was a slight increase from the 20,435 crime incidents in 2013 (*Table 16.1*). The RDP 2014-2016 targeted at least 50 percent reduction in crime incidence by 2015 from its baseline value of 4,420 in 2012. However, in 2013, the Philippine National Police adopted a new crime reporting system making the two sets of data incomparable<sup>1</sup>. Majority or almost 63 percent of the recent total crime data were non-index crimes, while 37 percent were index crimes. Robbery and theft made up more than 50 percent of the total index crimes.

Among provinces, Biliran recorded the highest total crime rate in 2015 at 949

crimes per 100,000 population, while Southern Leyte had the least with 301 crimes per 100,000 population. Among cities, Tacloban City registered the highest total crime rate of 1,403 crimes per 100,000 population. On the other hand, Catbalogan City had the lowest at 124 crimes per 100,000 population.

Crime solution efficiency, the percentage of solved cases out of the total number of crime incidents, significantly improved. It doubled from 22.0 percent in 2013 to 45.3 percent in 2015. This was due to intensified police operations, increased police presence in crime-prone areas, protection of vital installations, enhanced peacekeeping programs with community cooperation, organized police volunteer auxiliary force, and increased immediate reporting of crimes.

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<sup>1</sup> Data on crime volume and crime efficiency from 2010 to 2012 considered only crimes reported to the PNP. In 2013, the PNP rectified these statistical data to include those reported to the barangays and other law enforcement agencies.

**Table 16.1 Total Crime Volume by Province and City, Eastern Visayas, 2013-2015**

Region/Province/Cities	2013	2014	2015
<b>Eastern Visayas</b>	<b>20,435</b>	<b>24,201</b>	<b>21,104</b>
Leyte	7,225	6,830	5,492
Southern Leyte	739	849	1,050
Biliran	863	1,259	1,687
Eastern Samar	824	1,472	1,481
Samar	1,984	2,348	1,578
Northern Samar	2,724	3,349	3,085
Tacloban City	2,281	3,520	3,408
Ormoc City	842	1,694	1,567
Baybay City	441	426	581
Maasin City	459	464	404
Calbayog City	611	439	313
Catbalogan City	1,349	1,375	236
Borongan City	93	176	222

Source: PSA

In particular, almost 8,000 dialogues, seminars, and awareness lectures to solicit community support to peacekeeping and public safety efforts were conducted in 2015. Likewise, a major contributory factor to crime prevention and resolution is the institutionalization of barangay peacekeeping action teams (BPATs). During the same period, 20,842 BPATs were organized and mobilized to prevent or deter crimes, maintain peace and order, and conduct other public safety services in various communities.

Meanwhile, the end-of-Plan target of attaining the 1:500 police-to-population ratio remains a challenge. Despite slight improvement from 1:742 in 2010 to 1:710 in 2015, the number of police personnel is still way below the standard requirement to effectively respond to crimes.

On the intensified campaign against illegal drugs, buy-bust/raids and search operations considerably increased from 163 in 2012 to 761 in 2015. It resulted in the arrests of 1,038 persons and the seizure of 50 marijuana plants, nearly 1,334 grams of marijuana, and almost 3,000 grams of

methamphetamine hydrochloride or *shabu*.

Along terrorism, various terrorist groups continue to pose security risks among the populace. These include the New People's Army (NPA), the Abu Sayyaf Group (ASG), Jemaah Islamiyah (JI), private armed groups, and other associated groups. In recent years, several attacks have been carried out, particularly in the southern regions of the country. Terrorist attacks involved bombings, abductions and shootings.

To combat terrorism and block the possible spillover of terror groups to the region, the military and police forces remained vigilant and on-alert status to thwart attempts of terrorism. Likewise, heightened intelligence operations were continuously done to ensure safety and security of all people.

## Internal Security

Major strides have been made to reduce insurgency-related violence in communities affected by armed conflicts. As a result, all provinces in the region have been declared



peaceful and ready for further development. In fact, two of those provinces, Biliran and Southern Leyte, have long been tagged as insurgency-free. A province is considered peaceful and development-ready if armed threats and rebellion are too weak to influence its citizens and way of life. This is the first step towards attaining an insurgency-free status.

In 2015, 48 more municipalities in Eastern Visayas were declared stable internal peace and security municipalities. These included 12 municipalities in Northern Samar, six in Samar, four in Eastern Samar, and 26 in Leyte. This notable performance is attributed to the intensified conduct of peace and security operations of the armed forces in partnership with other law enforcement agencies, local government units, and other stakeholders.

The aggressive implementation of the Payapa at Masaganang Pamayanan (PAMANA) program likewise contributed to winning peace in the region. The PAMANA aims to bring back the government's presence in conflict-affected communities through improved access to basic social services, strengthening of institutions, and protection of children's and women's rights, as well as ensuring their participation in peace-building and development efforts.

Some of the major accomplishments of the program in Eastern Visayas covered provision of social protection packages for former combatants and/or next-of-kin, capacity building for local government institutions, and community-driven development projects that included construction of local roads and bridges, farm-to-market roads, post-harvest facilities, provision of water, electrification, livelihood, and education, among others.

Meanwhile, through the Comprehensive Local Integration Program, a number of insurgents in the region had been enticed to return to the folds of the law and become government's partners in progress. Emergency and livelihood assistance were provided to the surrenderees. Assorted firearms and improvised explosive devices (IEDs) were also recovered.

## Fair and Swift Administration of Justice

### Public Attorney's Office (PAO) Services

One important actor in justice administration is the PAO. It is mandated to provide free legal services and aid to indigent clients. The public attorneys facilitated the release and favorable disposition of cases of indigent clients. In 2015, a total of 169,917 indigent persons were provided assistance by way of acquittals, dismissal of cases, or for some other reasons, their cases were favorably disposed of. Various assistance were also extended by the Office, such as legal documentation, legal counselling, administration of oaths, among others.

In terms of caseload, the PAO was continuously confronted with heavy volume of caseloads recording 15,039 cases during the year. However, only 39 percent (5,837) were terminated while 61 percent (9,202) were still pending. One of the reasons cited for the substantial backlog is the limited number of public attorneys handling criminal and civil cases before the courts in the region. Eastern Visayas has 87 public attorneys in 25 district and sub-district offices. On the average, each public attorney handled 171 cases in 2015, higher from the 162 cases handled per public attorney in 2014.

## *Jail Management and Penology*

On jail management, the Bureau of Jail Management and Penology (BJMP) VIII has operational control and supervision over four city jails, two female dormitories, 13 district jails and six municipal jails — or a total of 25 jail facilities. Overall, it has an ideal capacity of 429 detainees or inmates. However, as of December 2016, the total jail population reached 2,517, resulting in a jail congestion rate of 510 percent. This poses serious health and security risks among inmates. In addition, the region has only 493 jail personnel to supervise and handle regional operations. The current situation is expected to worsen as an effect of the present administration's drive against criminality and drug-related crimes.

Furthermore, the BJMP VIII continuously implemented livelihood projects,

educational and vocational trainings, recreation and sports, and other religious activities to help reform the criminal offenders and become law-abiding and productive citizens.

Aside from a number of jails providing rehabilitation among law offenders, the Dulag Treatment and Rehabilitation Center, previously known as Saving Lives at a Common Ground (SaLaG), located in Dulag, Leyte provides drug-related rehabilitation services. The center was established through the efforts of the Regional Development Council VIII. This facility and the rest of the jails in the region, however, are not enough to serve the increasing demand in the region. More of these facilities should be established while these existing ones must be improved or expanded to be more responsive to the current need.

## Summary of Challenges and Opportunities

### 1. CPP-NPA-NDF (CNN) affectation in communities

Despite significant achievements in combatting insurgency situation, some barangays/municipalities, particularly in the island of Samar, are still plagued by the CNN. Most of these are interior and hard-to-reach areas. This calls for an urgent action as these municipalities are also among the poorest in the region. The resumption of peace talks between the government and the CNN will pave the way to ending insurgency and eventually attaining a just and lasting peace.

### 2. Threats to peace and order and public safety

While peace and order situation in the

region is generally improving, terrorism, and other forms of criminality continue to threaten public safety. Communities cannot pursue meaningful social, political, economic, even religious activities unless their lives and livelihood are secured. To gain the confidence of investors, tourists, and the people in general, peace and security in the region must be ensured. The current administration's commitment to reduce, if not eradicate, criminalities, illegal drugs, insurgency, and terrorism is expected to address this issue.

### 3. Proliferation of illegal drugs

The widespread use and trade of illegal drugs, as evidenced by the high number of users and pushers who

have surrendered in Eastern Visayas (*see Chapter 10*), poses as a serious threat not only to peace and order but also to the overall socioeconomic condition of the region. The strong correlation between drug addiction and crimes, on top of its health and mental effects in human, requires immediate intervention. The government's all-out war against illegal drugs is seen to curb this problem.

#### 4. Backlog in resolving cases

One of the biggest challenges in the justice system is case congestion. The

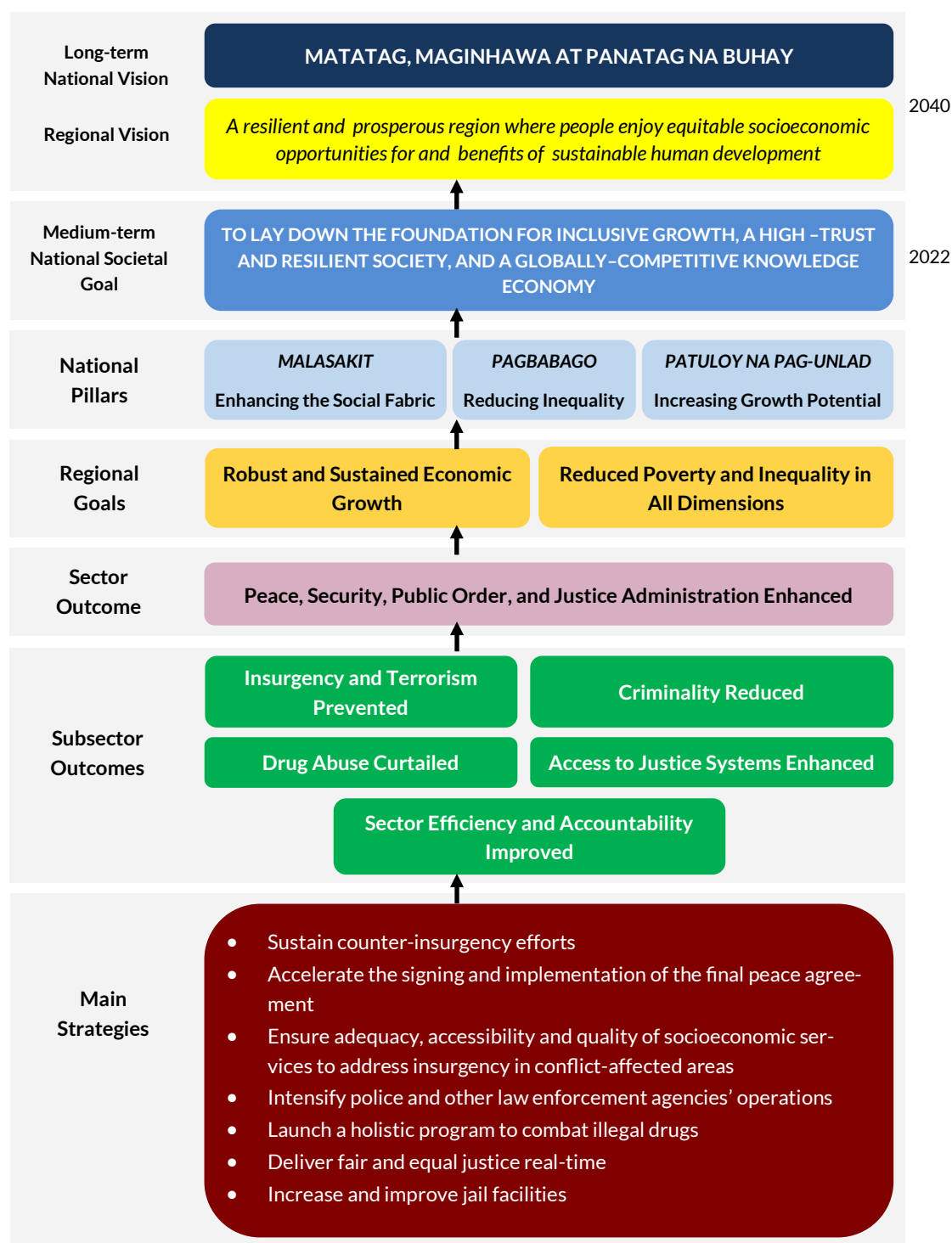
high volume of cases with inadequate number of judges, prosecutors and support personnel often lead to the delay in case investigation, prosecution and trial. Hence, lower disposition of cases filed in courts. As a result, penal facilities in the region are congested with more than 500 percent of its original capacity. Procedural inconsistencies and lapses among the five pillars of the justice system - law enforcement, prosecution, courts, corrections and community - have also contributed to inefficiencies in justice administration.

## Strategic Framework

To contribute to the attainment of building the foundation for inclusive and sustainable development, the region has to enhance the peace, security, public order and administration of justice in the region. This is in cognizance of the fact that total human development cannot be achieved without having a peaceful and safe environment and, at the same time, swift and fair delivery of justice. In particular, Eastern Visayas will ensure that insurgency and terrorism are prevented, criminality is

reduced, and illegal drug trade and use are curtailed. This will be done primarily by sustaining counter-insurgency efforts, ensuring adequate, accessible and quality socioeconomic services to address insurgency in conflict-affected areas, and intensifying police and other law enforcement agencies' operations. To enhance justice administration, litigation of criminal cases will be fast-tracked and delivery of fair and equal justice will be ensured.

**Figure 16.1 Strategic Framework for Peace, Security, Public Order and Justice Administration**



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 16.2 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

**Table 16.2 Targets for Enhancing Peace, Security, Public Order and Justice Administration, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS							END-OF-PLAN TARGETS	
	YEAR	VALUE	2017	2018	2019	2020	2021	2022			
Crime volume	2016	11,782	11,193	10,604	10,015	9,426	8,837	8,248			8,248
Index crimes	2016	3,842	3,650	3,458	3,266	3,074	2,882	2,690			2,690
Non-index crimes	2016	7,940	7,543	7,146	6,749	6,352	5,955	5,558			5,558
Crime rate per 100,000	2016	256.60	243.77	230.94	218.11	205.28	192.45	179.62			179.62
Crime solution efficiency (in %)	2016	54.12	57.12	60.12	63.12	66.12	69.12	72.12			72.12
Crime clearance efficiency (in %)	2016	62.01	65.01	68.01	71.01	74.01	77.01	80.01			80.01
Average monthly crime rate (in %)	2016	21.38	20.31	19.24	18.17	17.10	16.03	14.96			14.96
Average monthly index crime rate (in %)	2016	6.97	6.62	6.27	5.92	5.57	5.22	4.87			4.87
Number of municipalities with insurgency vulnerable barangays	2015	48	40	32	24	16	8	0			0
Number of Preliminary Investigation Resolved Cases	2015	64	70	76	83	89	95	101			101

## Main Strategies

The general strategies outlined below are identified to help achieve the outcomes specified above and the corresponding targets set. These are broad strokes in realizing the sector goal in particular and the regional vision, goals and thrusts.

### 1. Sustain counter-insurgency efforts

To stabilize security in communities affected by armed conflict, counter-insurgency efforts shall be continued. These include peace and development outreach programs, mainstreaming of former rebels as productive members of society, and deployment of uniformed personnel to various rebel-affected barangays.

The new anti-insurgency campaign plan Development Support and Security Plan (DSSP) *Kapayapaan* is seen to support this cause. It has four goals, namely: a) sustained military operation to defeat the foreign and local terrorist organizations, b) contribute to the promotion of peace, c) active support to law enforcement in the war against drugs, and d) contribute to nation building.

The conduct of all peace-building initiatives shall be anchored on convergence for a synchronized and holistic delivery of the communities' needs. This calls for strengthening the regional and local peace and order councils (R/LPOCs) as oversight bodies in promoting peace and development agenda. Partnering with and engaging the different stakeholders is also crucial towards resolving insurgency-related cases. Communities shall be empowered to report and respond to threats through orientations and trainings.

### 2. Accelerate the signing and implementation of the final peace agreement with the CNN

The resumption of time-bound and agenda-based talks with the CNN is imperative to secure lasting peace. Agreements to resolve the conflict will be negotiated and implemented.

The strategy will entail engaging the CNN in accelerated negotiations and related support processes to complete the three remaining substantive agenda of the talks: socioeconomic, political and constitutional reforms (PCR); and end of hostilities and disposition of forces (EHDF). The final peace agreement with the CNN will be composed of the comprehensive agreements on these three reform areas and the Comprehensive Agreement on Respect for Human Rights and International Humanitarian Law.

As agreed upon by the parties, the negotiations will be done through accelerated and simultaneous discussions of the substantive agenda so that the agreement can be implemented within the Duterte administration. Towards this end, Working Groups on PCR, ceasefire and EHDF will be created by the negotiating panels to begin discussions and immediately complete the draft comprehensive agreements, which will be approved by the two negotiating panels.

### 3. Ensure adequacy, accessibility and quality of socioeconomic services in Conflict-Affected Areas (CAAs)

CAAs are characterized by their remoteness and inaccessibility. As a consequence, these communities are often deprived of basic socioeconomic services. Such deprivation makes them vulnerable to the influence of the CNN. To address this, infrastructure build-up has to be prioritized to hasten the delivery and provision of the necessary basic social services to the people. At the same time, community-based livelihood programs and projects should be implemented to provide income opportunities. This can be done through programs and projects, such as PAMANA. However, greater convergence with other existing government programs and local plans is required to ensure synergy and avoid duplication of interventions. Government programs like PAMANA help mitigate existing causes of conflict and prevent the occurrence of new ones.

### 4. Intensify police and other law enforcement agencies' operations

To reduce criminality, proliferation of drugs, terrorism, violent extremism and other security threats in the society, the government must intensify police and other law enforcement agencies' operations through: a) increased police presence in crime-prone areas and strategic locations through recruitment of additional uniformed personnel; b) provision of complete mission-essential equipment and technology, and construction of additional police stations; c) strengthening police and

community partnerships; d) intensifying law enforcement interventions against organized crime groups; e) continuous personnel capability-enhancement activities, including trainings on human rights and law; and f) improving crime investigation, prosecution, and resolution by upgrading crime investigation facilities and equipment, among others.

Police-community partnerships will be forged, complemented by information and education campaigns and community organization and mobilization to prevent and suppress crimes and lawlessness. The government will also pursue programs on counter-radicalization of the youth to prevent and deter recruitment of the youth in sowing violence and terrorism.

In addition, counter-terrorism measures will be enhanced to address the internal security threats posed by local and transnational terrorists and criminal groups, and new and emerging security threats such as cybersecurity.

### 5. Launch a holistic program to combat illegal drugs

The national anti-illegal drug strategy includes suppressing the flow of illegal drugs supply through sustained law enforcement operations and reducing consumer demand for drugs and other substances through drug rehabilitation and massive preventive education and awareness programs. Critical to this strategy is the arrest and prosecution of personalities involved in the use and trade of illegal drugs through counter-intelligence operations. This will employ an effective investigation, prosecution, and monitoring of drug cases from investigation through prosecution. To



do this, government will coordinate closely with local and foreign counterparts and other international anti-drug organizations.

The Philippine Drug Enforcement Agency's campaign plan, *Bandila*, defines the strategies and mechanisms to address the drug problem in the next six years. The implementation of Barangay Drug Clearing Program, a multi-stakeholder strategy to clear the barangay of illegal drug activities and personalities, will be done through partnerships between local enforcement officers and the barangays. Together, they will determine the presence of illegal drug activities and provide the illegal drug users with treatment, rehabilitation, skills training, and support for their reintegration to the society. Family members of surrenderers and the community will likewise be provided with counseling and support services.

Complementary to the above strategy is the Department of the Interior and Local Government's *Mamamayan Ayaw Sa Anomalya-Mamamayan Ayaw Sa Illegal na Droga* (MASA-MASID), which is the government's platform for stronger collaboration between the LGU, community, and national government to fight criminality, corruption, and illegal drugs. It institutionalizes volunteerism in the community, intensifies advocacy and education, and creates an enabling environment that encourages collaboration among community partners to effectively implement a community-based rehabilitation program. Mechanisms to validate information will be put in place to ensure the integrity of the campaign.

## 6. Deliver fair and equal justice real-time

To ensure swift and fair administration of justice, the region shall pursue speedy resolution of cases. Case disposition rate shall be increased to achieve zero backlog. This entails hiring of additional judges, prosecutors, and other personnel to expedite disposition of cases. In turn, this will increase access to legal aid, especially of the poor and marginalized sector. Continuous capacity building shall also be conducted to ensure adherence to processes and other legal requirements. Modern technologies, facilities and systems, such as electronic and multimodal means of providing services and communication, should be adopted to fast-track and improve case handling.

Likewise, coordinative mechanisms shall be put in place to avoid the fragmented mode of delivering justice. Processes will be streamlined and harmonized across concerned agencies. Cooperation, collaboration and partnerships among agencies and stakeholders need to be further strengthened. Increasing community involvement in justice delivery is also crucial towards this endeavor. For instance, the *Katarungang Pambarangay*, which is a venue for amicable settlements of disputes at the community level, should be intensified and capacitated to resolve disputes faster at the local levels, thereby preventing case congestion in courts.

## 7. Increase and improve jail facilities

Measures to decongest and improve the quality of jail facilities should also be implemented to deliver fair and equal justice. This involves construction of new jails and

additional detention cells in existing jails, provision of necessary facilities and hiring of jail personnel. Rehabilitation and reformation programs shall be intensified and paralegal programs that look after the rights of detained individuals on pre- or post-conviction will be sustained.

## Major Programs, Projects and Activities (PPAs)

The following are the PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

1. Peace and development caravans or service missions
2. Critical infrastructure projects for CCAs (roads, bridges, health centers, water, electricity, post-harvest facilities, etc.)
3. Livelihood programs and projects
4. Peace constituency building
5. Youth leaders seminars, fora and dialogues
6. Implementation of the Development Support and Security Plan (DSSP) *Kapayapaan*
7. Healing and reconciliation sessions for former rebels and communities affected by armed conflict
8. PNP information campaign
9. Operation Double-Barrel
10. Drug symposia
11. Monitoring/follow-up of drug surrenderers by barangay officials/ PNP
12. Imposition of curfew hours in barangays
13. *Operation Bakal*
14. Tri-media campaign in promoting the region as tourist and business destinations
15. Implementation of the Zero Backlog policy
16. Expansion of *Justice on Wheels*
17. Implementation/replication of the Automated Hearing System (AHS)
18. Filling-up of vacant and hiring of additional positions of judges, prosecutors and support staff
19. Promote Alternative Dispute Resolution
20. Roll-out of e-subpoena and e-courts systems
21. Institutionalization of the National Justice Information System
22. Institutional Development Program
23. Legal Assistance Program
24. Jail Decongestion Program
25. Construction of jail facilities
26. Drug rehabilitation programs

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

### 1. New Criminal Code

Amending/updating the old Revised Penal Code to be more responsive to new laws, current social conditions and emerging crime trends

### 2. Criminal Investigation Law

Rationalizing the investigation of crimes and criminal complaints by integrating the functions of investigating law enforcers and prosecutors, and repealing RA 5180 or an act prescribing a uniform system of preliminary investigation by provincial and city fiscals and their assistants, and by state attorneys or their assistants

### 3. PNP Reorganization Plan

Strengthening the PNP's organizational and functional structures by streamlining administrative functions from the uniformed to non-uniformed personnel and maximizing various police field services in maintaining peace and rule of law

### 4. Amendment of Republic Act 9165 (An Act Instituting the Comprehensive Dangerous Drugs Act of 2002)

Revising its provisions on very strict rules for evidence to be considered admissible in court proceedings, and for the same to be given weight

### 5. Creation of additional prosecutor and public attorney positions

Increasing the number of plantilla items for public prosecutors and public attorneys (who are assigned to courts for trial duty) as new courts are created

### 6. Revisions on the Local Government Code (LGC)

Increasing the coverage of the *Katarungang Pambarangay*, mandating the composition of the *Lupon Tagapamayapa*, revising Section 399 of the LGC setting the sole requirements for membership as being a resident of or have worked in the barangay concerned, including the accreditation of service by lawyers on the Lupon as legal aid, and institutionalizing the concept of inhibition due to relationship and interest

17

Ensuring  
Good  
Governance



# Ensuring Good Governance

Good governance is one of the foundations upon which the regional goals of high and sustained economic growth and poverty reduction are critically hinged upon. Experience in previous development undertakings showed that programs and projects, no matter how well-meaning they are, lose their efficiency and effectiveness when governance issues pose as hindrances to their implementation.

This chapter is therefore necessary as it discusses the strategies by which an enabling environment for people-centered, clean, efficient, and effective governance to truly happen can be assured. Here, efforts towards strengthening of government institutions, engaging and empowering citizens, and providing enabling mechanisms are highlighted, in order to facilitate smooth implementation of development interventions, which would ultimately result in improved delivery of public goods and services.

## Assessment

This assessment is focused on how the region fared in terms of practicing effective, transparent and participative governance. It looks into the aspects of revenue generation, public financial management, good housekeeping, convergence efforts, and promptness in service delivery.

## Revenue Portfolio

In FY 2015, Eastern Visayas ranked second in the country on LGU revenue generation collection efficiency<sup>1</sup>. Its total collection efficiency was placed at 109

percent, next to Western Visayas' 121 percent (*Table 17.1*). Such performance was pulled up by the average economic enterprise collection, which exceeded the 100 percent target by 30 percent, as well as the average business tax collection, which exceeded the 100 percent target by 16 percent. Higher average collection efficiency could have been attained had the region performed better in terms of collecting fees and charges, and real property tax. Collection rates along these were below target at only 95 and 79 percent, respectively.

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<sup>1</sup> Data was taken from the Revenue Generation Collection Efficiency report of the Bureau of Local Government Finance (BLGF) which based its computation on the collection of current and delinquent local revenues based on the actual collections vis-à-vis the respective targets in all local revenue area.

**Table 17.1 Summary of LGU Revenue Generation Collection Efficiency,  
Eastern Visayas: FY 2015**

REGION	Real Property Tax Accomplishment Rate (%)	Business Tax Collection Efficiency (%)	Fees and Charges Collection Efficiency (%)	Economic Enterprise Collection Efficiency (%)	Total Collection Efficiency (%)
NCR	78	111	100	106	98
CAR	66	91	113	104	92
I	102	105	96	104	102
II	58	100	100	98	87
III	81	119	128	103	101
IV-A	79	106	98	100	92
IV-B	64	130	127	119	100
V	75	104	101	104	95
VI	108	122	128	135	121
VII	76	107	111	116	100
VIII	79	116	95	130	109
IX	58	104	109	103	91
X	76	98	174	81	95
XI	84	103	99	126	101
XII	52	107	86	92	82
XIII (CARAGA)	77	106	111	100	99
TOTAL	79	110	106	107	98

Source: PSA

## Public Financial Management

Assessment along this line was based on the parameters set under the Local Government Unit-Public Financial Management (LGU-PFM) of the Department of Budget and Management (DBM), the Financial Management Performance or Iskor ng Bayan Program of the Department of Finance-Bureau of Local Government Finance (DOF-BLGF), and an analysis on the LGU's Internal Revenue Allotment (IRA) dependency.

### Financial Performance Assessment

The Financial Performance Assessment<sup>2</sup> aims to promote transparency and good governance at all levels. LGUs assessed were rated based on type of local government and income classification, and

in terms of revenue generation capacity (with focus on local revenue collection growth), expenditure management, and compliance with reportorial requirements. The assessment was based on the submitted Statement of Receipts and Expenditures (SRE) from 2009 to 2012.

Of the 146 LGUs assessed, 46.5 percent (68) were rated *needs improvement or poor*, with majority of the municipalities belonging to the 3rd to 6th income class, save for five 1st and second class municipalities and the cities of Maasin, Ormoc and Catbalogan (Table 17.2).

A rating of *needs improvement* means that almost all of the key revenue and expenditure indicators need to be improved, or require further validation and that minimum reportorial requirements are not generally complied with. A rating of *poor* means that all revenue and

<sup>2</sup> Data is based on the Preliminary Financial Performance Assessment of the DOF and the BLGF for 2012.



**Table 17.2 Summary of the Average Fiscal Management Performance of Local Governments, Eastern Visayas, 2009 - 2012**

RATING	PROVINCE	CITY	MUNICIPALITY	TOTAL
Excellent	1 <sup>a</sup>			1
Very Good			1	1
Good	1 <sup>b</sup>		13	14
Average	3 <sup>c</sup>	1 <sup>e</sup>	29	33
Needs Improvement	1 <sup>d</sup>	1 <sup>f</sup>	22	24
Poor		2 <sup>g</sup>	42	44
No approved report as of evaluation			29	29
<b>TOTAL</b>	<b>6</b>	<b>4</b>	<b>136</b>	<b>146</b>

Source: DOF and BLGF

Note: <sup>a</sup> Southern Leyte; <sup>b</sup> Biliran; <sup>c</sup> Leyte, Northern Samar, Eastern Samar; <sup>d</sup> Samar; <sup>e</sup> Tacloban City; <sup>f</sup> Maasin City; <sup>g</sup> Catbalogan City and Ormoc City

expenditure indicators are way below the benchmarks and that the key reportorial requirements are either incomplete, not submitted, or require further validation.

Three of the six provinces in the region were rated average, together with Tacloban City and 29 other municipalities, comprising a total of 22.6 percent of all LGUs assessed in the region. The three provinces are Leyte, Northern Samar and Eastern Samar. They earned respective scores of 57.5, 56.3 and 53.9 percent.

LGUs rated average means that the revenue and expenditure indicators are not significantly changed and are generally average and they have complied with a minimum level of compliance with reportorial requirements.

Only 16 LGUs (10.9 percent) were able to get the *good* to *excellent* rating – with 14 of them rated good (including Biliran Province and 13 municipalities), one *very good* (Dulag, Leyte), and another one *excellent* (Province of Southern Leyte).

A rating of *excellent* means all revenue and expenditure indicators are strong and reportorial requirements are fully complied with.

### LGU-PFM<sup>3</sup>

In order to address the key challenges of controlling government spending and making agencies operate efficiently and effectively, the LGU-PFM has established an LGU self-assessment performance tool. This tool evaluates the performance of the LGUs along seven Critical Dimensions (CD), namely: CD1 – Policy-based budgeting; CD2 – Comprehensiveness and Transparency; CD3 – Credibility of the Budget; CD4 – Predictability and Control; CD5 – Accounting, Recoding and Reporting; CD6 – Internal and External Audit; and CD7 – Citizen's Participation. This system introduces a standard measure to assess the quality performance of the LGUs in the administration of government's financial resources.

With the system only recently introduced,

<sup>3</sup> An initiative that seeks to enhance fiscal and expenditure management among LGUs and strengthen capacities of selected oversight agencies to provide technical assistance to LGUs to ensure that public funds will always be spent in a cost-effective manner and will always be advantageous to government.

the initial application of the tool will gauge the present status of the PFM capacities of the LGUs. The repeated application will indicate whether the performance of the LGU is improving or not, and to what extent. Each of the indicators is selected to measure LGU performance of key PFM elements using a five-point scale from 0 to 4. Guideposts have been developed on what performance would meet a particular score for each of the indicators. The highest score is earned for an individual indicator if the core PFM element meets the relevant objective in a complete, orderly, accurate, timely and coordinated way. The assumption is that the assessments shall be done by the LGUs themselves and verified by internal and external audit.

Initial results of the maiden run of the tool revealed that, on the average, LGUs in the region have elements of an open and orderly PFM system though not complete, but are fully operational. The lowest average of the region fell on CD 6 (internal and external audit). The mean score of 1.89 indicates that the region needs significantly better auditing practice (*Table 17.3*). It is this CD that examines the arrangements for scrutiny of public finances and follow-up by the local chief executive and/or the local *Sanggunian*. Indicators checked under this CD are the effectiveness of internal audit (i.e. existence of an operational Internal Audit System, frequency and distribution of internal audit reports, and extent of management action on internal audit findings) and follow up on external audit by the accounting department of the LGU through compliance with audit recommendations, extent of COA disallowances, and magnitude of COA disallowances settled.

The highest average of the region fell on CD 2 (comprehensiveness and

transparency), with a score of 3.41. The indicators under this CD measure if budget information provides a complete picture of revenue forecasts, prior and current budget year's expenditures, and the expected outputs. They also measure whether fiscal and budget information is accessible to the public.

The region also did relatively well on CD 3 (credibility of the budget), with an average score of 3.29, and on CD 7 (citizen's participation), with an average score of 3.26. In CD 3, the LGU's budget is checked whether it is realistic and implemented as intended. In CD 7, the LGU is checked as to what extent it LGU encourages concerned citizens, organized as CSOs, to become partners of the LGU in the formulation, monitoring, evaluation and improvement of the local budget.

Overall, the average PFM score of the region was only 2.84 – far-off from the ideal score of 4. Biliran posted the highest overall rating with an average score of 3.15, and Northern Samar the lowest with 2.66. Pulling down the score of Northern Samar was its 1.61 average score for CD 6 (internal and external audit). The same can be said for all seven cities of the region, garnering only an average score of 2.70, with significantly low scores under CD1 (policy-based budgeting) and CD 6 (internal and external audit).

### *IRA Dependency*

Provinces, cities, and municipalities in the region depend highly on IRA to fund their operations. Among provinces, Samar, Eastern Samar and Biliran posted high dependency rates of 98.4, 93.03 and 83.9 percent, respectively. Somewhat dependent, albeit significantly lower than the mentioned provinces, are Leyte with 73.5 percent and Northern Samar with 69.3

percent. Southern Leyte has the lowest dependency rate among the provinces in the region at 68.6 percent.

The same picture is reflected among the seven cities in the region, with Borongan City posting the highest dependency rate of 93.2 percent. Tacloban City registered the lowest dependency rate at only 62.7 percent. The dependency rates of other cities are: Baybay City at 90.9 percent, Calbayog City at 91.9 percent, Catbalogan City at 87.5 percent, Maasin City at 83.4 percent, and Ormoc City at 73.1 percent.

The IRA dependency rate of the municipalities of Biliran range from 84.1

percent (Naval) to 96.2 percent (Kawayan). The municipalities of Eastern Samar have a dependency rate ranging from 62.4 percent (Balangkayan) to as high as 99.2 percent (Jipapad). Leyte municipalities range from 26.5 percent (Carigara) to 96 percent (Leyte). In Northern Samar, dependency ranges from 71.8 (Catarman) to 98.4 percent (Silvino Lobos). In Southern Leyte, the range is from 75.7 (Sogod) to 96.6 percent (Limasawa). Samar LGUs run from 81.9 (Paranas) to 99.3 percent (Talalora).

The high IRA-dependency of LGUs in the region is an indicator of their weak capacity to generate locally sourced income.

**Table 17.3 Public Financial Management Assessment Report, Eastern Visayas, 2015**

Province/ Cities	Number of LGUs	Critical Dimensions (CD)							Overall Score
		1	2	3	4	5	6	7	
Leyte	53	2.52	2.97	3.15	2.80	2.63	1.78	3.56	2.77
So. Leyte	18	2.36	3.85	3.22	2.81	3.01	1.76	3.32	2.90
Biliran	9	2.82	3.75	3.92	3.24	3.00	2.09	3.25	3.15
Samar	19	2.84	3.50	3.25	2.85	2.83	2.11	3.42	2.97
E. Samar	23	2.02	3.50	3.12	2.52	2.79	2.15	2.93	2.72
N. Samar	24	2.09	3.15	2.87	2.71	3.35	1.61	2.85	2.66
Cities	7	1.47	3.17	3.50	2.55	3.00	1.72	3.50	2.70
<b>Region VIII</b>	<b>153</b>	<b>2.30</b>	<b>3.41</b>	<b>3.29</b>	<b>2.78</b>	<b>2.94</b>	<b>1.89</b>	<b>3.26</b>	<b>2.84</b>

Source: DBM Region VIII

## Good Local Governance

The Seal of Good Local Governance (SGLG) has been upgraded from the Seal of Good Housekeeping (SGH)<sup>4</sup> to include other critically important functions of the LGUs. Under the new system, the LGUs

must pass the three core areas on Good Financial Housekeeping (GFH), Disaster Preparedness and Social Protection and at least one among the three essential areas on Business Friendly Community (BFC), Peace and Order (PO) and Environmental Management (EM).

<sup>4</sup> The Seal of Good Local Governance is a performance measure introduced by the DILG to standardize the measurement of the quality performance of the LGUs in the delivery of their mandates. It recognizes LGUs with good performance in internal housekeeping, particularly in the areas of local legislation, development planning, resource generation, resource allocation and utilization, customer service, and human resource management and development, as well as, in valuing the fundamental of good governance. The Seal advances the primacy of performance, accountability, transparency, and participation. [http://dilg.gov.ph/PDF\\_File/reports\\_resources/dilg-reports-resources](http://dilg.gov.ph/PDF_File/reports_resources/dilg-reports-resources) (Accessed on March 2017)

In 2015, only 4.8 percent (seven LGUs) of all the 143 LGUs in the region have qualified for the seal. The seal awardees are the provinces of Biliran and Northern Samar and the municipalities of Barugo, Carigara, and Jaro of the Province of Leyte, Gandara of the Province of Samar and Limasawa of the Province of Southern Leyte.

In 2016, the number of LGUs qualifying for the Seal increased to 12 (8.3 percent) which now included Biliran, Eastern Samar, Leyte and Samar though Northern Samar failed to make the cut. Calbayog City became the only city in the region conferred with the award. The seven municipalities that qualified for the Seal are: General MacArthur and Salcedo of Eastern Samar; Barugo, Javier, Tolosa, and Tabango of Leyte; and Saint Bernard of Southern Leyte.

Assessment as of 7 February 2017 by the BLGF showed that all six provinces in the region are 2016 Good Financial Housekeeping passers and passers of After Assessment Compliance, together with seven cities (Borongan City, Baybay City, Ormoc City, Tacloban City, Calbayog City, Catbalogan City, and Maasin City), and eight municipalities (Almeria, Biliran, Cabucgayan, Caibiran, Culaba, Kawayan, Maripipi, and Naval, all from the Province of Biliran).

For the region to break free from the lingering cycle of poverty, each LGU must improve on the SGH area of *Business-Friendly Community*. However, despite improvement in the region's performance on good housekeeping and despite all LGUs being compliant to BPLS (*see Chapter 8*), issuance of business permits and licenses remains to be a major deterrent in attracting investments to the region. Doing business in Eastern Visayas is not at par yet

with other established investment destinations, such as Davao and CALABARZON. This situation is affected by the need for an improved economic infrastructure, particularly those that will increase connectivity, reduce power rates, and enable full automation.

## Convergence Among Local/ National Government Entities and the Civil Society Organizations (CSOs)

The Philippine government launched the Bottom-up Budgeting (BuB) exercise in 2012 in the hope of empowering CSOs and other citizens' groups to engage with local government and national government agencies and make the latter more responsive to the people's needs. Through the BuB exercise, these CSOs are given the opportunity to have a say in the budgeting process, especially in identifying anti-poverty programs and projects.

In 2016, PhP2.25 billion was allocated to Eastern Visayas, the largest chunk of the PhP24.7 billion BUB funds for that year. This was for use in the recovery and rehabilitation of the region from the impact of Yolanda. Of the PhP2.25 billion, PhP736 million was earmarked for DRRM projects, broken down as follows: PhP478 million for evacuation facilities; PhP160 million for flood control projects; and PhP98 million for rescue vehicles and equipment. A total of 1,105 projects across the region received funding under BUB. Of this, 80 were construction and upgrading of evacuation facilities; 68 flood control projects; and 48 acquisition of rescue equipment and vehicles. Also included were ten evacuation facilities worth PhP15 million each, to be located in the towns of Can-avid, Guiuan and Llorente in Eastern Samar; Almagro, Santa

Margarita and Paranas in Samar; and Palo, Dagami, Dulag and Tabango in Leyte.

BuB projects in 2013 and 2014 were mostly on the provision of potable water supply system and improving local access.

## Local Development Framework

Local development plans, particularly the Comprehensive Land Use Plans (CLUPs) and Comprehensive Development Plan (CDPs) at the city and municipal level, and the Provincial Development and Physical Framework Plans (PDPFPs) at the provincial level are critical instruments that ensure policy-based development at the local level.

As of early 2015, 24 of the 136 municipalities have never ever made a CLUP. These are the municipalities of Arteche, Balangiga, Jipapad, Maydolong and Taft (Eastern Samar); Mayorga, San Miguel and Tabango (Leyte); Capul, San Antonio, Silvino Lobos (Northern Samar); Almagro, Matuguinao, Pagsanghan, Pinabacdao, San Jose De Buan, San Sebastian, Santo Niño, Tagapul-an, Talalora and Zumarraga (Samar); and Pintuyan, San Francisco and San Ricardo (Southern Leyte).

The most updated CLUPs are from the LGUs of Lapinig, Las Navas, Lavezares, and Calbayog City (2013) and Babatngon and Baybay City (2011). The remaining 119 municipalities with CLUPs need to update their development plan. The oldest plan was formulated in 1981 (Salcedo, San Isidro, Victoria, and Santa Rita).

As of December 2015, 84 LGUs (58.7% of the 143 cities and municipalities in the region) have updated CDPs, distributed as follows: nine in Northern Samar, ten in

Eastern Samar, 20 in Samar, 16 in Southern Leyte, and 29 in Leyte. However, more noticeable are the 56 LGUs (39% of the total) without CDP – 19 (13.2%) of which have outdated plans, and 37 (25.8%) without CDP. Only Pastrana, Leyte has an updated CDP but yet to pass through the approval process, while Oras, Eastern Samar and Villaba, Leyte are updating their respective CDPs.

This is despite the issuance of a DILG memorandum to concerned LGUs directing them to formulate their respective CDPs, the conduct of coaching/workshop activities for the CDP focal persons, the provision of templates for the CDP mainstreaming training design, and resource person for the CDP training and sectoral workshops, and downloaded funds for the conduct of said activities.

The lack of absorptive capacity of the LGUs in terms of personnel, technical skills and budget was identified as the key hindering factor in the delay or inability of the LGUs to prepare and/or update their CLUPs and CDPs notwithstanding program/project implementation.

Meanwhile, at the provincial level, all six provinces in the region have formulated their respective PDPFPs for the period 2011-2016. All need to be updated following the expiration of the plan period.

## Public Access to Government Management

Provinces, cities and municipalities are fully compliant to the Full Disclosure Policy (FDP). National government agencies, government-owned and controlled corporations, and LGUs are now registered in the Philippine Government Electronic Procurement System (PhilGEPs).

Moreover, Executive Order No. 2, series of 2016 had been issued, which operationalized the freedom of information in the Executive Branch giving the public the legal basis to access certain government data. There is an ongoing roll-out of e-FOI program ([www.foi.gov.ph](http://www.foi.gov.ph)), an online platform for 17 pilot agencies that will provide an alternative avenue for Filipinos to file their requests for information.

## Anti-Red Tape Governance

A total of 69 service offices from 13 government agencies were subjected to the Report Card Survey<sup>5</sup> of the Anti-Red Tape Act (ARTA) program of the Civil Service Commission. Out of this total, 68 (98.55%) obtained passing marks while one office (1.45%) earned a failed rating.

Among the passers (i.e. those which obtained a score of 70-100), 16 offices were given a rating of excellent, 49 good, and three acceptable. The service offices

rated excellent are all regional line agencies. These are: Bureau of Internal Revenue (BIR) District No. 85 – Catarman, Northern Samar; Government Service Insurance System (GSIS) in Catbalogan City, Maasin City and Catarman, Northern Samar; Land Transportation Office (LTO) in Borongan, Eastern Samar and San Juan, Southern Leyte; PhilHealth Insurance Corporation (PHIC) in all seven cities of the region; and Social Security System (SSS) in Maasin City and Calbayog City.

The BIR Revenue District Office No. 89 and Land Registration Authority (LRA) in Ormoc City, and Professional Regulatory Commission (PRC) in Tacloban City were all rated acceptable. Those rated good are various offices of BIR, GSIS, Home Development Mutual Fund (HDMF), Land Bank of the Philippines (LBP), the LGUs of Tacloban City, Ormoc City and Calbayog City, LRA, LTO, PHIC, Philippine Statistics Authority (PSA) and SSS. Only NSO (now PSA) Biliran Provincial Office failed the survey.

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<sup>5</sup> The RCS provides a quantitative measure of client perceptions on the quality, efficiency, and adequacy of public services. The CSC runs the survey as the lead implementer of RA 9845 or the Anti-Red Tape Act of 2007. Services obtaining a score of 90-100 are rated excellent; those with scores of 80-100 but have a failing mark in one area are rated outstanding. Scores of 80-89.99 are rated good; 70-79.99 are acceptable; and 69.99 and below are failed. Offices that fail in any of the two core areas, regardless of the final numerical rating also incur a failed rating.



## Summary of Challenges and Opportunities

### 1. Unstable foundations for good governance

#### *Outdated and unintegrated local development plans/frameworks*

The outdated and unintegrated nature of the development plans in the region is an important concern considering that these development plans, particularly the CLUP, is a critical document in attracting investments and rationalizing physical resources (i.e. spaces for living, business areas and disaster preparedness and mitigation). Most LGUs settle for the Annual Investment Plans (AIPs) which are largely prepared arbitrarily and biased on the current local chief executive's priorities.

#### *Limited development planning capabilities among public institutions*

This challenge is characterized by the very low SGLG passers, weak alignment of plans and budget, weak monitoring and evaluation, very limited data available for planning in LGUs, no system of data banking and management among RLAs and LGUs, outdated CLUPs among majority of cities and municipalities, unfriendly business environment due to tedious processing of business permits and licenses, and unresponsive economic development plans.

#### *Lack of manpower in LGUs*

Key positions such as *Municipal Nutrition Action Officers (MNAO)* and *Disaster Risk Management Officers*

(*DRMO*) in LGUs are generally filled with designates for lack of available plantilla position. LGUs, however, are constrained in hiring another personnel for these positions as they are limited by the Personnel Services (PS) cap which refers to the maximum salaries and benefits for employees of an LGU.

### 2. Poor financial capacity and fiscal management among public institutions

This challenge is characterized by (1) weak public fiscal management system across public institutions in the region, as seen in the Financial Performance Assessment, (2) low absorptive capacity of RLAs and LGUs, and (3) poor allocation and utilization of financial resources.

#### *Poor LGU revenue generation*

This is manifested in poor local revenue collection and high dependence of LGUs on IRA for its day-to-day operations. This stems from the lack of skills of the local government on project development (including preparation of project proposals). Poor revenue collections by LGUs hinder the state's ability to deliver quality public services with long-term negative consequences.

#### *High cost of doing business*

Despite improvements introduced by BPLS, the cost of doing business remains high. The lack of incentives, complicated business permit and licensing process, and lack of public investment to create an enabling



environment to allow citizens to establish businesses are more than enough to discourage investors to locate in the region.

### **Weak procurement planning**

RA 7160 or the Local Government Code of 1991 mandated the devolution of power, authority, resources, responsibilities, and accountabilities from the national government to the provincial, city, and municipal governments. Some project and program funds of the national government agencies are transferred from the national government, usually through line agencies, to LGUs. However, as reported during the post-Yolanda phase, downloading of funds for rehabilitation and recovery interventions was hindered among LGUs with unliquidated cash advances. This affected the fund utilization rate of the national agencies. It is imperative for the government to review and probably relax the existing policies and guidelines on cash advances to attune to the needs of emergency situations. This way, rebuilding of disaster-stricken LGUs will not be delayed, and subsequently, the government's fund utilization will be optimized.

the local development councils, limited information system to propel participation, and the low CSO participation in the local budget process.

It is observed that in many local bodies, the number of seats allocated for private sector representatives (supposedly one-fourth of the total membership) is not fully occupied. This is oftentimes due to the limited presence, if not absence, of local CSOs and private organizations in the locality.

### **Limited access to information of the public**

Executive Order No. 2, s. 2016 popularly known as the *Freedom of Information Bill* is only applicable to offices or agencies under the Executive branch of the government. For the public to gain access to all relevant government data, the FOI Bill must be enacted into law.

## **3. Foundations for cooperation**

### **Low participation of the CSOs and the private sector**

Despite the campaign for participatory governance, the CSOs and private sector in general still have low participation in government processes as characterized by their limited participation in local special bodies and

## Strategic Framework

The foundation of a high-trust society is a government that practices good governance. The strategies identified here are focused on sustaining the gains in transparency and accountability among government institutions in the region, promoting public participation, and promoting volunteerism.

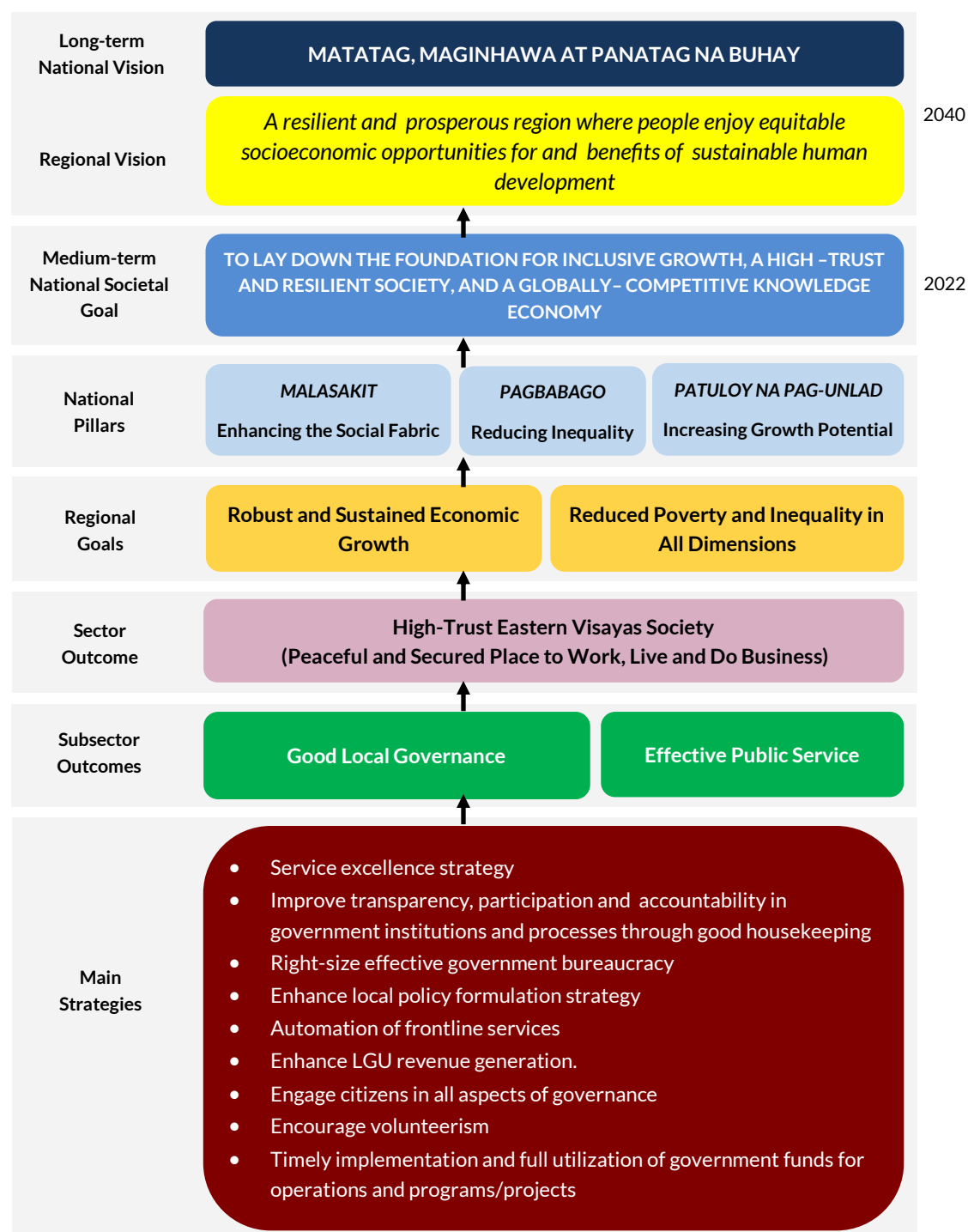
The strategic framework will also ensure the necessary enabling environment to support the region's key priority thrusts on agriculture and fishery (A&F), manufacturing, and tourism.

For A&F, this will entail improving services on agriculture, particularly in providing technical assistance to farmers, such as organizing into cooperatives, micro-financing, crop insurance, among others. Optimal utilization of fund allocation for this sector must be also achieved.

For manufacturing, this will involve creating a business-friendly environment to attract investors and provision of assistance to MSMEs, particularly in removing bottlenecks on funding, referrals to secure assistance on skills training, product development and packaging, assistance to marketing, and the like.

For tourism, this will call for LGUs to make tourism-related activities as one of their priorities. These include accreditation, and developing/improving tourist destination areas, in coordination with concerned national government agencies. LGUs should provide enabling bodies and mechanisms that will facilitate needed actions at the local level, such as hiring of personnel, passing of ordinances, and undertaking LGU-implemented projects.

Figure 17.1 Strategic Framework for Good Governance



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 17.4 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

**Table 17.4 Governance Targets, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Number of accredited public institutions (ISO 9001 Quality Management Systems and other forms of accreditation)	2015	9	14	16	21	24	28	35	35
Accredited RLAs	2015	4	5	6	7	8	10	12	12
Accredited GOCCs	2015	1	1	1	2	2	2	3	3
Accredited SUCs	2015	2	4	5	6	7	8	10	10
Accredited LGUs	2015	2	4	5	6	7	8	10	10
Number of selected/targeted service offices passing the ARTA-RCS	2015	68	88	108	128	148	168	188	188
Number of LGU Seal of Good Local Governance passers	2016	12	45	53	63	75	89	106	106
Number of LGUs conferred with Good Financial Housekeeping (GFH)	2016	114	149	149	149	149	149	149	149
Number of Disaster Prepared LGU passers	2016	20	28	40	57	81	115	149	149
Number of Socially Protective LGU passers	2016	36	47	61	79	103	134	149	149
Number of government institution with "Data Privacy Statements" in their official portals	2015	0	39	78	117	155	194	233	233
Number of RLAs	2015	0	12	25	37	49	62	74	74
Number of SUCs	2015	0	2	3	5	7	8	10	10
Number of LGUs	2015	0	25	27	28	30	32	149	149
Number of GOCCs	2015	0	8	9	11	13	14	45	45
Number of LGUs with business registry database system adopting the Philippine Standard Industrial Classification (PSIC)	2015	0	24	48	72	95	119	143	143
Number of Full Disclosure Policy (FDP) compliant LGUs	2015	100	100	100	100	100	100	100	100
Sustain 100% Transparency Seal compliance									
RLAs	2015	100	100	100	100	100	100	100	100
GOCCs	2015	100	100	100	100	100	100	100	100
LGUs	2015	100	100	100	100	100	100	100	100

**Table 17.4 Governance Targets, Eastern Visayas, 2017-2022 (cont.)**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGET
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Number of LGUs with strong predictability and control practices (PFMAT CD4 Rating of $\geq 3.0$ )*	2015	13	29	45	62	79	96	114	114
Number of LGUs with strong accounting and auditing practices (PFMAT CD5 Rating of $\geq 3.0$ )*	2015	26	41	56	71	86	101	114	114
Number of RLAs with absorptive capacity of $\geq 95\%$	2015	6	25	44	63	82	101	114	114
Number of LGUs with overall PFMAT rating of $\geq 3.0$ *	2015	18	34	50	66	72	96	114	114
Percentage of public institutions registered with PhilGEPs	2015	100	100	100	100	100	100	100	100
Number of LGUs exercising policy-based budgeting with PFMAT CD1- Rating of $\geq 3.0$ *	2015	8	25	42	59	76	93	114	114
Number of LGUs comprehensively providing services (LGUs with a PFMAT-CD2 Rating of $\geq 3.0$ )*	2015	46	57	69	80	91	103	114	114
Increased number of LGUs with credible budgets (PFMAT-CD3 Rating of $\geq 3.0$ )*	2015	36	49	62	75	88	101	114	114
Increased number of LGUs with a PFMAT-CD6 Rating of $\geq 3.0$ *	2015	5	23	41	60	78	96	114	114
Increased number of LGUs promoting participatory governance (PFMAT CD7 Rating of $\geq 3.0$ )*	2015	47	58	69	81	92	103	114	114

Note: \* where 4 is the highest

## Main Strategies

The general strategies outlined below are identified to help achieve the outcomes specified above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals and thrusts.

### 1. Service Excellence Strategy

This strategy involves the capacity and capability enhancement of service providers, which is critical in quality public service delivery. Under this strategy, interventions to enhance the capabilities of civil servants include, among others, trainings on planning, investment programming, monitoring, and evaluation. This strategy also covers advocacy for an effective service delivery, institutionalizing awards or incentive systems, monitoring of performance and quality performance planning, and promotion of scorecards system among public institutions.

Among the core interventions that will be pushed are the national programs on Anti-Red Tape Act-Report Card System (ACRA-RCS), Program to Institutionalize Meritocracy and Excellence in Human Resource Management (PRIME-HRM), the Strategic Performance Management System (SPMS), and the campaign to include the Local Project Monitoring Councils (LPMCs) as one of the criteria in the Seal of Good Local Governance.

### 2. Improve transparency, participation and accountability in government institutions and processes through good housekeeping

The fundamentals of good governance are transparency, participation and accountability. Transparency in

government activities leads to a more informed citizenry and persuades people to participate in government activities. Encouraging citizens to participate in formulating policies and priorities of government helps people to feel that their interest are valued and becomes supportive of government activities. On the other hand, accountability is practiced when citizens themselves hold their officials answerable for their actions. It is a deterrent to committing unethical and illegal acts.

This can be achieved by improving citizen's access to information and strengthening the Citizen's Feedback System, encouraging citizens to participate in local special bodies and in seeking good governance, implementation of the FDP, promoting broad participation in establishing public priorities and policies, empowering citizens to hold government institutions, officials and officers accountable, effectively engaging CSOs in governance, and creating Citizen's Watch in Eastern Visayas.

### 3. Rightsizing the government bureaucracy

This strategy is imperative to make the government more efficient and effective. It shall pursue capacity build-up of core government institutions to ensure public service delivery down to the municipal level. Decentralization of government functions caused gaps in the delivery of services at the LGU

level. Likewise, the rationalization program of the national government in recent years resulted in gaps in the delivery of national government services. The strategy aims to fill-up the much-needed personnel, eliminate duplicative positions, and streamline the government structure.

#### 4. Enhancing local planning and policy formulation

The strategy involves fast-tracking the formulation and updating of significant development plans of LGUs and the various sectoral value chains and roadmaps at the regional level. These are critical policies that will direct the development of the region for the coming years. Codes on investment, mining, children, women, and gender will also be produced along this strategy. Related trainings on project development, plan formulation, and policy analysis will be pursued.

#### 5. Automation of Frontline Services Strategy

This strategy will pursue automation of core public services, budget preparation and execution, installation of monitoring and data banking systems, and roll-out of systems manuals necessary for automation. Sharing of results of the automated services will also be pursued to complement this strategy.

#### 6. Enhancing LGU revenue generation

Focus will be on updating of revenue codes, roll-out of resource generation manuals, and implementing local income-generating projects.

#### 7. Engaging citizens in all aspects of governance

Engaging the citizens will mean promoting participatory governance where citizens are able to submit complaints on lapses in government services, and proactively negotiate with the government for delegated power of services or programs that would be beneficial to their communities.

#### 8. Encouraging volunteerism

Volunteerism shall be a core modality in harnessing citizen engagement to increase public participation in the affairs of the government, promote a consultative process in policy and decision-making, and enhance public accountability in managing development programs and activities. The national and local governments and the civil society, in general, shall work closely and open platforms for inclusive volunteering to enable ordinary citizens and the marginalized to take active roles in information sharing, public resource management, conflict resolution, among others, aimed at strengthening these democratic institutions for nation building.

#### 9. Timely implementation and full utilization of government funds for operations and programs/projects

The achievement of meaningful national development goals is anchored on the timely implementation and full utilization of government funds for operations and programs/projects. This reduces resource unpredictability and delays in the project/program implementation. The strategy applies to both national line agencies and LGUs.



## Major Programs, Projects and Activities (PPAs)

The following are the PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

### 1. Service excellence

- ARTA-RCS
- PRIME-HRM
- Strategic Performance Management System
- Establishment of an award system for LGUs with comprehensive databank
- Conduct of training on the following:
  - Planning, investment programming, monitoring and evaluation
  - Automated monitoring and evaluation of performances
  - Use of Geographic Information System
  - RA 9184 (Procurement Law)
- Institutionalize automated monitoring and evaluation of performances
- Establishment of real-time system of monitoring of project implementation
- Formulation of competency assessment of government service providers
- Synchronization of planning calendar from regional, provincial and the LGUs
- Sustain the use of scorecards to measure performance at all levels of service providers
- Strengthen/Enhancement of scholarship programs (field-focus courses)
- Streamlining of documentary and other requirements for credit access

- Continued use of the BPLS
- Improve local data base/statistics buildup
- Synchronization project of the CBMS database program (every 3 years) to be funded by the national government

### 2. Rightsizing the government bureaucracy

- Create necessary and functional offices and plantilla positions (Tourism Officer, Municipal Environment and Natural Resources Office, Municipal Nutrition Action Officer, Disaster Risk Management Officers) and Internal Auditing Teams
- Abolish duplicative and redundant positions/offices

### 3. Enhancing local planning and policy formulation

- Formulation/updating of development plans (CLUP, SWMP, CDP, Closure Plan)
- Formulate sector/value chains and road maps
- Formulation of local Environmental, Children, Mining Codes and Ordinances
- Formulate/update Tax and Investment Codes
- Mainstreaming of sectoral issues/concerns, DRR, LCC to plans
- Strengthening development councils

#### 4. Automation of frontline services

- Development of an on-line procurement system
- PFM Roll-out Program
- PFM Improvement Plan Validation Program
- Conduct of regular RLAs Full-time Delivery Unit (FDU) meeting

#### 5. Enhancing LGU revenue generation

- LGU Income generating projects
- Training on Local Enterprise Enhancement Program
- Updating of LGU revenue codes
- Formulate/update Tax and Investment Codes

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

#### 1. Amendment of the Local Government Code

Amend the LGC to address the challenges in local service delivery

#### 2. Passage of the Unified National Identification System Act

Expand EO 420 to harmonize ID systems, and cover the self-employed, unemployed, minors and those working abroad

#### 3. Amendment of the Corporation Code

Address the bottlenecks in starting an enterprise, protect minority investors, improve visitorial powers of the Securities and Exchange Commission, penalize fraud and graft and corruption, and provide mechanisms to avoid protracted litigation

#### 4. Passage of the Freedom of Information Bill

Require government agencies to allow public review and copy of official information to promote meaningful

and increased participation of the people in government decision-making and public accountability

#### 5. Institutionalization of citizens' participation in the budget process

Allow the public to participate in decisions regarding the local budget which promotes shared accountability

# 18

Maintaining Ecological  
Integrity and a Clean and  
Healthy Environment



# Maintaining Ecological Integrity and a Clean and Healthy Environment

The environment and natural resources (ENR) sector plays an important role in the development of the region through the delivery of ecosystem services, such as regulating (e.g. local climate and air quality, carbon sequestration and storage, soil erosion prevention), providing (e.g. food, raw materials, freshwater), supporting (e.g. habitats for species, maintenance of genetic diversity), and cultural (e.g. recreation, tourism). These ecosystem services support the growth and performance of agriculture and fisheries, industry and services, and provide livelihood, especially to resource-dependent communities. However, these critical services, including the maintenance of a healthy and a clean environment, has been increasingly undermined due to environmental degradation brought about by resource mismanagement, misuse and exploitation.

In order to attain the regional twin goals of robust and sustained economic growth and reduced poverty, ecological integrity and a clean and healthy environment should be maintained. The RDP 2017-2022 contains proactive strategies towards this end.

## Assessment

### Forestry

The 2015 forest cover of the region is at 514,464 hectares (ha), which is around 24 percent of the total land area of the region of 2,143,169 ha. This total forest cover consists of closed forest, open forest, and mangrove areas (*Table 18.1*).

There is a number of key drivers of deforestation and forest degradation in the country<sup>1</sup> classified into direct and indirect drivers. The direct drivers of deforestation and forest degradation include: 1) forest products extraction (legal/illegal logging,

charcoal making, fuelwood gathering, and non-timber forest product gathering); 2) agricultural expansion (*kaingin*-making, conversion of forests to other land uses, and grazing); 3) infrastructure expansion (mining, road construction, hydropower dam construction, and tourism facilities); and 4) biophysical factors that include climate change, typhoons, floods, landslides, and forest/brush fires. Drivers of deforestation include: 1) *kaingin*-making, 2) mining, and 3) land use conversion. Forest degradation, logging – whether legal or illegal – is on top of the list for this category, though specific to Southern

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<sup>1</sup> Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. 2012. *Analysis of Key Drivers of Deforestation and Forest Degradation in the Philippines*

**Table 18.1 Statistics on Forestry, Land Management, Protected Areas, Wildlife and Coastal Zone Management, Eastern Visayas, 2011-2016**

SUBSECTOR OUTCOMES	INDICATORS/UNITS	ACTUAL ACCOMPLISHMENTS					END-OF-PLAN TARGETS
		2011	2012	2013	2014	2015	
Healthy ecosystems sustained	Proportion of land area covered by forest (%)	12	24	24	24	24	21
	Total land area covered by forest (ha)	514,261	514,464	514,464	514,464	514,464	785,828
	Rehabilitated and maintained forest production areas (ha)	10,869	8,145	10,516	19,237	16,052	19,018
	Rehabilitated and maintained mangrove areas (ha)	400	-	-	2,679.68	13,633	500
	Number of beneficiaries with secured land tenure in public agricultural A&D land	12,500	19,277	2,216	-	6,000	11,422
	Number of beneficiaries with secured land tenure in residential land	12,500	12,500	12,500	11,422	11,422	8,764

Source: Department of Environment and Natural Resources (DENR) VIII, DENR-Environmental Management Bureau (EMB) VIII, DENR-National Mapping and Resource Information Authority (NAMRIA), DENR-Forest Management Bureau (FMB)

Note: - no data

Leyte. Fuel wood gathering forms a significant part of the drivers. Meanwhile, indirect drivers of deforestation and forest degradation include: 1) policy-institutional-governance, 2) socio-demographic-cultural, and 3) economic-market-technological.

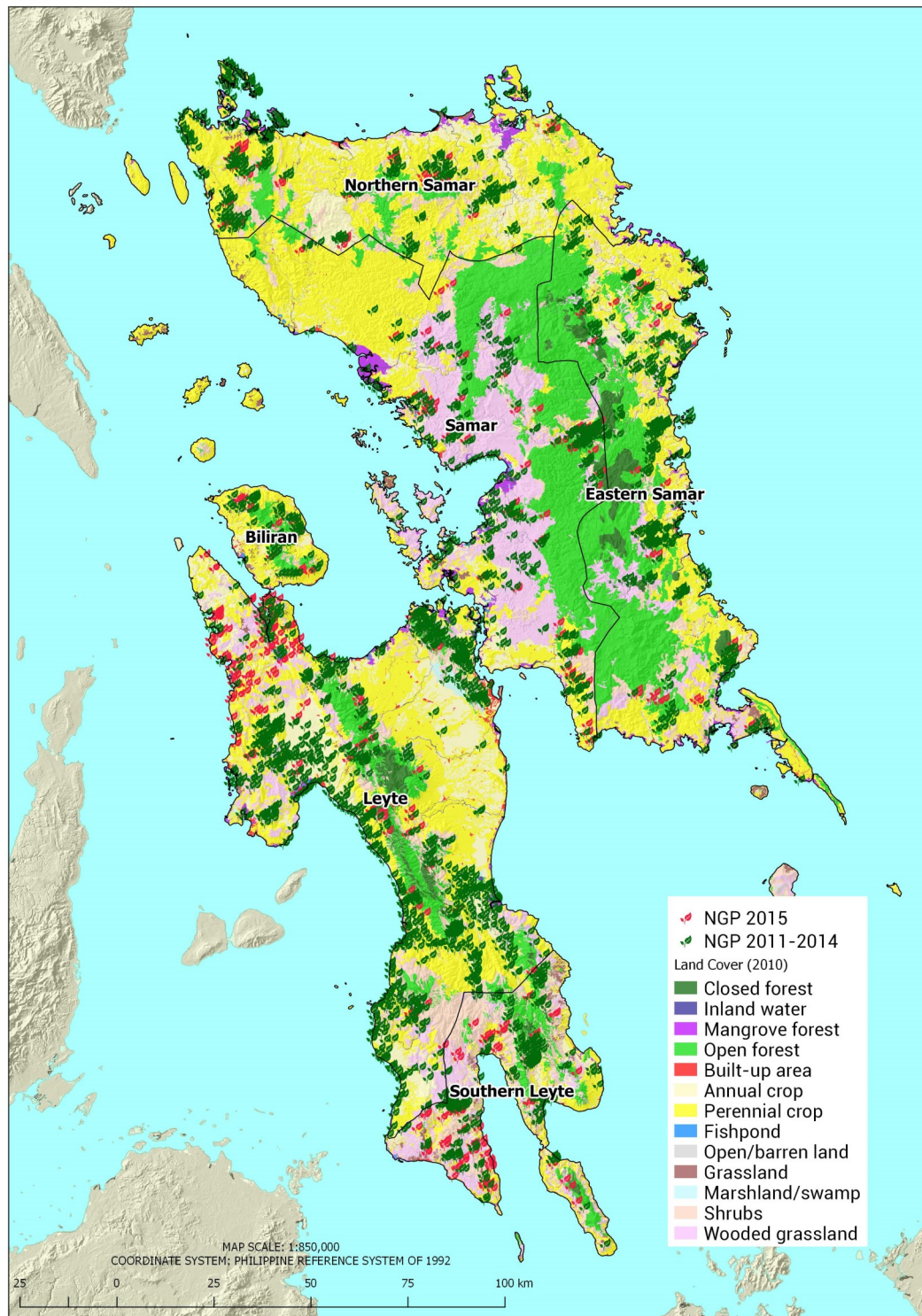
The National Greening Program (NGP) project, hailed as the national strategy for increasing the forest cover of the country and rehabilitation of denuded areas, started its implementation in 2011 by virtue of Executive Order No. 26 issued in February 2011. The NGP seeks to grow 1.5 billion trees in 1.5 million ha nationwide for a period of six years from 2011 to 2016. Within the program implementation, the country earned its rank in the Food and Agriculture Organization's (FAO) Global Forest Resources Assessment for 2015 as fifth in the world for having the greatest forest area gain.

The region had around 82,741.5 ha of areas planted under the NGP for the period 2011-2015. This five-year

accomplishment is around 25 percent of the total area reforested in the country of 334,364 ha. The commodities being planted in the different sites are: agro-forestry species (coffee, jackfruit, cacao, and tamarind), bamboo species, fast-growing trees (Manguim, Acacia, and Antipolo), forest trees (Narra, Toog, Kamahuyan), fuel wood, indigenous tree species (Toog, Narra, Kamlumpit, Tugas, Lauan), mangrove species, ornamentals (Caballero, Morning Glory, Poinsettia), rattan, rubber trees, and timber tree species.

From 2011 to 2015, there was an increase of 72 percent in areas rehabilitated and maintained as forest production areas (*Figure 18.1*). Over the years, there has also been an uptrend in the areas rehabilitated. In certain years, some plantation areas were heavily destroyed by natural calamities (e.g. Supertyphoon Yolanda in 2013, Typhoons Ruby and Seniang in 2014, and Nona in 2015). Specifically in 2015, only 86 percent of the 18,750 ha

**Figure 18.1 National Greening Program Areas of Implementation, Eastern Visayas, 2011-2015**



Source: DENR VIII, NAMRIA



targeted for forest production areas were rehabilitated due to Nona's damage in the latter part of the year.

In terms of survival rate of the areas being reforested/rehabilitated under NGP, the region was able to achieve an 85 percent survival rate from 2011 to 2014. This means eight out of every ten seedlings planted survived beyond the planting stage.

With storm surges brought by typhoons that entered the region, the importance of mangrove forests as natural defense against the strong winds and waves was underscored. Mangrove forests provide the following benefits as natural defense: 1) 13 to 66 percent reduction of the wave height of wind and swell waves by over 100 meters of mangroves, 2) storm surge attenuation of five to 50 centimeters per kilometer of mangroves, 3) reduction of more than 75 percent of surface wind waves over one kilometer of mangroves, and 4) 50 percent reduction in storm surges by a seven-kilometer band of mangroves.<sup>2</sup>

The region was able to surpass its annual targets for mangrove reforestation from 2011 to 2015. Notably for 2015, the region had a remarkable accomplishment of 13,633.1 ha against the 599 ha annual target. This is because the region is a recipient of the Mangrove and Beach Forest Development Project (MBFDP).

## Land Management

From 2011 to 2012, the region consistently attained its annual target of 6,627 patents

issued to beneficiaries of residential land under Republic Act (RA) 10023, otherwise known as *Free Patent Act for Residential Lands*. However, due to heavy damage from Yolanda, there was a significant drop in patents issued. Rehabilitation and reconstruction of records through air drying and cleaning of survey records (e.g. maps, survey envelopes) were priority activities. The region was able to accomplish 91 percent of the targeted 7,621 patents for 2015. This number equaled to 273.88 ha of residential land with proper land title and ownership.

The region attained the annual target for patent issuance to agricultural lands under the Comprehensive Agrarian Reform Program (CARP) in 2011, and surpassed it in 2012. Of the 2,500 patents in public agricultural alienable and disposable (A&D) land, the region was able to accomplish only 53 percent of the targeted 11,422 patents in 2015. This number covered an equivalent land area of 4,085.22 ha.

## Protected Areas, Wildlife and Coastal Zone Management

The seven Protected Areas (PAs) of the region, covering a total area of 453,264.138 ha, were continuously monitored for better management. The extent of PA facilities provided, information, education and communication (IEC) campaign, and capability building sessions conducted were the subject of monitoring.

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<sup>2</sup> Primavera, J. H. 2015. *Restoration and Rehabilitation of Mangroves and Beach Forests*. A PowerPoint Presentation material presented during the Regional Development Council (RDC) VIII-Economic Development Committee (EDC) 3rd Quarter 2015 Meeting. Zoological Society of London (ZSL). Iloilo City, Philippines

Five of the region's PAs are terrestrial while two are marine or aquatic. These existing PAs are the: 1) Mahagnao Volcano Natural Park in Leyte, 2) Lake Danao Natural Park in Leyte, 3) Cuatro Islas Protected Landscape and Seascape in Leyte, 4) Calbayog Pan-as Hayiban Protected Landscape in Samar, 5) Guiuan Marine Reserve Protected Landscape and Seascape (GMRPLS) in Eastern Samar, 6) Biri-Larosa Protected Landscape and Seascape in Northern Samar, and 7) Samar Island Natural Park (SINP).

Each PA has a functional Protected Area Management Board (PAMB). In order to ensure the sustainability of management plans for the PAs, PAMB meetings yielded approvals of proposed projects and policy issuances within the PAs. From 2011 to 2015, other activities were also conducted in each of the PAs, such as: 1) updating of PA management plans, 2) biodiversity monitoring activities, 3) engaging with biodiversity volunteers in the protection of PA, 4) IEC campaigns, 5) establishment and monitoring of permanent vegetation plots, 6) construction and maintenance of PA facilities, 7) capacity building of the PAMB, and 8) preparation of the Ecotourism Management Plan.

## Environmental Management

### Air Quality

The contribution of the region to global greenhouses gases (GHGs) emission is very minimal due to its current state of industrialization. Compared to industrialized regions which are expected to generate more pollution, the region had Coarse Dust Particles (PM<sub>10</sub>) of less than the standard 90 ug/Ncm from 2011 to 2015. This means the region is less polluted in terms of ambient air for the

past five years. However, this does not discount the fact that Region VIII is still vulnerable to extreme weather events exacerbated by climate change.

The sustained low levels of total suspended particulates (TSP) in the region can be attributed to the establishment of the Tacloban City *Airshed* in compliance to RA 8749, otherwise known as the *Clean Air Act of 1999*. Through the *Airshed*, the city's air quality had been effectively managed. As of 2015, there are three ambient air monitoring stations strategically located in the city: 1) Robinsons Place, 2) TESDA Regional Office VIII, and 3) Eastern Visayas State University Tacloban Campus.

### Water Quality

Domestic waste from human settlement areas and effluents from manufacturing plants flow into water bodies like rivers. Hence, these water bodies are regularly monitored for water quality by the Multipartite Monitoring Team. From 2011 to 2013, the number of target water bodies monitored showed good water quality as indicated by within-standard levels of dissolved oxygen (DO) and biological oxygen demand (BOD).

In 2014, only four rivers were monitored. These are the: 1) Taluto Creek in Caibiran, Biliran; 2) Victory River in Caibiran, Biliran; 3) Kawayan Creek in Macarthur, Leyte; and 4) Bilwang Creek in Isabel, Leyte. In 2015, four other rivers were also monitored for the same indicators. These are the: 1) Combatista River, Tanauan, Leyte; 2) Malbasag River, Ormoc City, Leyte; 3) Anilao River, Ormoc City; and 4) Barugohay River, Carigara, Leyte. Results of monitoring showed that these water bodies are still within standards.

In 2014 and 2015, the *Adopt-an-Estero*

Program of the government gained grounds as more partners, both public and private, supported the improvement of waterways. This indicates a growing consciousness and proactive stance towards environmental protection resulting from an intensified IEC drive. Because of this, the targets were not only reached; the end-of-Plan target was notably surpassed.

Meanwhile, through the *Beachwatch* Program, the presence of *Coliform* (disease-causing bacteria) in identified bathing beaches was also monitored. DENR Administrative Order (DAO) No. 34, Series of 1990, stipulates that beach waters intended for bathing or contact recreation should not have a fecal *Coliform* count greater than 200 most probable number (MPN) per 100 milliliters (mL). Above the said value, bathing beaches are considered unsafe for swimming as they may pose danger to human health.

In the second quarter of 2014, seven monitored beaches tested positive for *Coliform*. Moreover in June 2015, most of the monitored bathing beaches in the region reported more than 200 MPN/100 mL of *Coliform*. Both findings were likely due to the weather condition that affected the occurrence and amount of *Coliform*. The highest number of bacteria is expected after a rainy weather while the lowest may be found during dry season. *Coliform* prefers to stay in a warm temperature area and multiplies at a temperature of 44.50 Celsius. Another contributory factor is the presence of more beachgoers during summer.

Positive fecal *Coliform* bacteriological tests indicate that the water body has received fecal matter from on-source or another. Sources of the bacteria may vary from domestic and industrial wastewater discharges, septic tanks to domestic and

farm animals, and wildlife. The concerned LGUs were provided with the bacteriological *Coliform* test results for their appropriate and immediate action.

## Solid Waste Management

In the last five years, the region had been exerting efforts to comply with RA 9003 or the *Ecological Solid Waste Management (ESWM) Act of 2000*. Because of government's technical assistance and intensified monitoring and regulatory activities, more LGUs have become compliant. From 2011 to 2012, there were more compliant LGUs. For instance, Calbayog City and Ormoc City have already established their respective sanitary landfills. Other cities in the region availed of funds for the establishment of their own, either from the internal revenue allotment (IRA) or from cash incentive given by the DILG. In 2013, seven additional LGUs were found to be compliant. Technical assistance on the development of sanitary landfills and other cleaner and safer forms of disposal system was extended to LGUs during the year. More compliant LGUs came about in 2014. The increase is attributed to the assistance provided to the LGUs in the proper closure and rehabilitation of open and controlled dumpsites. During the year, 32 LGUs received such assistance. Out of this number, six submitted their respective Safe Closure and Rehabilitation Plans (SCRPs), which were consequently evaluated and processed.

Also, 12 LGUs previously issued with Authority to Close (ATC) were monitored whether or not they have implemented their respective SCRPs. In 2015, 25 LGUs were given the same assistance. In addition, three sanitary landfills (SLF) were monitored. These are: 1) Calbayog City SLF; 2) Ormoc City SLF; and 3) Burauen,

Leyte SLF. On the other hand, alternative solid waste management technologies were monitored in: 1) Palompon, Leyte Eco-Park; 2) Leyte, Leyte Material Recovery Facility (MRF); and Calbiga, Samar MRF and Composting. A number of LGUs also submitted their SCRPs while nine were monitored for the implementation of their SCRPs. Meanwhile, four LGUs were provided with technical and financial assistance for the establishment of MRFs. These are: 1) Macrohon, Southern Leyte; 2) Inopacan, Leyte; 3) Leyte, Leyte; and 4) Motiong, Samar.

LGUs were also assisted in the development of their ten-year Solid Waste Management Plan (SWMP). Out of 143 LGUs in the region, 104 (73%) have already submitted their SWMP. The provinces of Biliran and Southern Leyte posted 100 percent compliance.

Although municipalities and barangays with a solid waste segregation and disposal system are increasing in number, sustaining ESWM practice at the local level is still a big challenge. It has been observed that some LGUs tend to revert to their old disposal method. This happens when the proper disposal system is no longer supported when local leadership changes.

Since 2011, there had been more MRFs established in the region. However, in 2013, the 15 existing MRFs were all destroyed by Yolanda. Nevertheless, 17 new MRFs were built in 2014 as targeted. In 2015, nine additional MRFs were established, bringing the total to 28. This total, however, was below target. This underperformance can be explained by the fact that most activities during the year were on the provision of technical assistance on safe closure and rehabilitation of LGUs' disposal facilities that are not RA 9003-compliant. Four

LGUs though were extended financial assistance for the establishment of MRFs, namely: 1) Macrohon, Southern Leyte; 2) Inopacan, Leyte; 3) Leyte, Leyte; and 4) Motiong, Samar. This financial assistance was a deviation from the usual technical services provided. During the year, five LGUs were granted such financial assistance that enabled them to repair their Yolanda-damaged MRFs.

## Mineral Resources

The region has rich mineral resources. Some of these are as follows: 1) nickel in Jaro, Leyte; 2) iron and copper in various municipalities in the island of Samar; 3) chromite in Llorente and Homonhon Island, Eastern Samar; 4) calcite in various areas in Leyte and Samar Islands; and 5) sulfur in Biliran and Hinabangan, Samar.

As of 2015, almost three percent or 59,760 ha of the region's total land area is covered by approved mining permits. However, there is still 18 percent or 400,791 ha with pending contract/permit applications. Regular monitoring of approved mining contracts/permits is done to prevent unregulated mining due to its negative effects to the environment through siltation brought upon by excessive sedimentation in the coastal areas.

In 2013, 40 mining contracts/permits were monitored quarterly, posting a 100 percent accomplishment of the annual target. Six of them were exploration projects, while 34 were mining operations. A total of 140 mining visits were conducted during the year. To rehabilitate mined-out areas, reforestation in those sites was also done.

In 2014, targets were also hit. There were 18 Mineral Production Sharing Agreements (MPSAs), five Exploration Permits (EPs), and 17 Induced Polarization

(IP) Surveys monitored during the year. Also, 23 mining-related complaints/conflicts were investigated, which was 192 percent of the eight complaints/conflicts targeted for the year.

Then in 2015, 40 contracts/permits were monitored. These included 19 MPSAs, six EPs, and 15 IP Surveys. Also, 72 mining-related complaints/conflicts against the ten

targeted number of cases for the year were investigated. On a year-on-year review, the number of mining-related complaints/conflicts more than doubled that of the prior year. Mining-related complaints/conflicts included investigation of apprehensions relative to the transport of illegally-sourced minerals and conflicts on illegal mining operations.

## Summary of Challenges and Opportunities

### Forestry

#### 1. Deforestation and land degradation

Continued practice of timber poaching and *kaingin* system continues to destroy the region's forest cover. Unceasing deforestation and land conversion lead to loss of biodiversity and declining and degrading forests, and further contribute to carbon emission, leading to the degradation of the ecosystem.

#### 2. Weak implementation of Forest Land Use Plans (FLUPs) by the LGUs

Through the FLUPs, LGUs and line agencies of the government are supposed to jointly plan and implement proactive programs to encourage upland forest occupants to adhere to land management practices. However, not all LGUs in the region have formulated their FLUP due to limitations on financial capacity, technical expertise, personnel, and community acceptance.

With the above-mentioned challenges, opportunities of the forestry subsector within the medium-term are the following:

##### a. Sustaining the gains of NGP

EO 193 signed by Pres. Aquino on November 12, 2015 expanded the NGP to cover the remaining 7.1 million ha of unproductive forestlands and address climate change. The period of implementation will be from 2016 until 2028. In the expansion of coverage and implementation of the NGP, certain recommendations<sup>3</sup> can be adopted by the region, such as: 1) enhancement of the design by properly executing reforestation activities, 2) change the formula for the reporting of area planted by the survival rate and the corresponding change in its formula for computation, 3) construction of access road in reforestation areas, 4) improvement of monitoring of impacts of reforestation projects, and 5) tie-up reforestation projects to a forest-based and community-based entrepreneurial business plan.

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<sup>3</sup> Philippine Institute of Development Studies (PIDS). 2016. *Economic Policy Monitor 2015-2016. Risk, Shock, and Building Resilience: Philippines*. Manila

**b. Full professionalization of the forestry profession**

RA 10690, otherwise known as *Forestry Profession Act*, was signed into law in October 2015. This will facilitate better professional practice of forestry by developing and nurturing competent professional foresters who will observe the highest standards of excellence in safeguarding the region's forests.

## Land Management

### 1. Unregulated land conversion

Requests for land reclassification ordinances are not submitted to concerned national government agencies, thus, land conversion activities are not properly monitored. There are no existing orders to prohibit processing of all applications for land use conversion of agricultural lands for non-agricultural uses.

### 2. Weak implementation of the Land Distribution Program

There were numerous problems in implementing the land reform program in the region. In some cases, erroneous technical descriptions, which determine the boundaries of the land, found in the land titles had to be corrected. Some titles had been destroyed by Yolanda, and had to be reissued through a court process, similar to filing a case. Disagreements among potential beneficiaries on who should or should not be qualified persist. These disputes have to be mediated or resolved by the government. In certain cases, landowners in the region petition that

their lands be exempted or excluded from CARP coverage, and some of these petitions have gone up to the Supreme Court.

Another relevant case are the many untitled but occupied lands, particularly in Eastern Samar. This significantly affects the availability of resettlement sites and was cited as one of the reasons for the delayed implementation of Yolanda resettlement projects.

Despite these challenges, there is a national policy on the issuance of free patents to residential lands. RA 10023 and its corresponding IRR, otherwise known as *An Act Authorizing the Issuance of Free Patents to Residential Lands*, fast-tracks the issuance of free patents to all lands zoned as residential areas. This provides the legal and executive support in the management of residential lands in LGUs.

## Protected Areas, Wildlife and Coastal Zone Management

### 1. Weak implementation of the Biodiversity Conservation Program at the community level

Strong institutional linkage is essential in the sustainable use of ecosystems and biodiversity conservation. Policies at the local level are missing in terms of provision of incentives for sustainable resource management.



## 2. Depletion of coastal and forest resources due to mine tailings

Mining leads to contamination of soil, groundwater, and surface water; erosion; and loss of biodiversity by the chemicals utilized and produced during the process. Destruction of certain habitats is the main element of biodiversity loss in coastal and forest areas. The problem emanates from the inadequate monitoring of mining areas, coupled with the issuances of small mining permits.

The following opportunities could curb down the list of identified challenges that the region has:

### a. Identified priority ecotourism areas

The region has identified tourism development areas and a number of this sites could provide ecotourism activities (see *Chapter 9*). With this, involvement of local communities in the protection of biodiversity by providing them with alternative livelihood will provide the link towards increasing community awareness to biodiversity conservation.

### b. Rich biodiversity and natural resources

The region has four established key biodiversity areas (KBAs) and two candidate KBAs that are within and/or along NIPAS-proclaimed areas. The established KBAs are: 1) the Samar Island Natural Park, 2) the Biliran and Maripipi Islands, 3) Anonang-Lobi Range within the mountainous areas of Burauen-Jaro-Javier-Albuera, and

4) the Mt. Nacolod Range within the areas of Mahaplag-Sogod-Libagon-Saint Bernard-Hinunangan-Silago-Abuyog. These areas have species identified under to restricted range species up critically endangered species. Some bird species found in the areas are the Philippine Eagle, Philippine Duck, Philippine Eagle-owl, Samar Hornbill, and Mindanao Bleeding-Heart. The candidate KBAs are: 1) Panaon Island in Southern Leyte, and 2) Homonhon Island, which are identified as biologically important areas, especially to Arthropods or most insects.

In a biodiversity assessment<sup>4</sup> at the Mt. Nacolod Range in November 2011, two new species of frogs were discovered. The month-long ground surveys in Southern Leyte recorded a total of 229 floral species (31 of which are unique to the Philippines) and 212 terrestrial vertebrates species, comprising 112 species of birds (41 species are unique to the Philippines; 11 of which are threatened to extinction), 36 species of mammals (17 species are unique to the Philippines) and 64 species of amphibians and reptiles (more than half of which are found only in the Philippines).

## Environmental Management

### 1. Threatened air quality due to shortage of air monitoring equipment

With the rise of metal industries operating at the LIDE, air pollution can go beyond the acceptable standard

<sup>4</sup> *Flora and Fauna International (FFI). 2012. Report on: Biodiversity Assessment in Southern Leyte*



of 90 ug/Ncm. The existing air monitoring equipment cannot accommodate the required air monitoring activities to sustain the acceptable air quality in the region.

## **2. *Absence of local ordinances to advocate RA 8749 (Clean Air Act)***

There are difficulties in advocating RA 8749 at the local level since LGUs do not have policies to support the law, such as Open Burning and Anti-Smoking ordinances, and ordinances for public utility vehicles.

## **3. *Low level of awareness and knowledge on air pollution***

Despite the lessons learned from disasters caused by climate change, environmental protection awareness of the people is still lacking, particularly at the local level.

## **4. *Weak implementation of the Adopt-an-Estero Program***

Such implementation is largely hinged upon volunteerism. Stipulations in the Memorandum of Agreement (MOA) with donor-partners are limiting since in looking for donor-partners, the MOA specifies that assistance and services extended to the community in the waterbody are purely voluntary. Therefore, the government cannot oblige the donor-partners to perform.

## **5. *Lack of laboratory facilities to accommodate the water samples for analysis***

It is projected that in the next five years, there shall be an influx of samples to be analyzed. The region

needs to establish more operational laboratories to meet the increasing demand.

## **6. *Weak enforcement of RA 9003 (Ecological Solid Waste Management Act)***

There are outdated ordinances on Solid Waste Management (SWM) at the local level, which are not comprehensively adopting RA 9003 and are also not enforced.

## **7. *Inactive and unorganized city/municipal SWM Boards***

These Boards are mandated to assist barangays in formulating their SWM plans, conduct capacity-building activities, and establish support system. Local officials should be encouraged to implement and enforce SWM at their level.

## **8. *Limited awareness of communities on waste segregation and recycling and composting technologies***

Information dissemination is important to infuse values formation among households on the importance of waste segregation and recycling. However, behavior change can only happen if there are tangible incentives. For instance, the local government or housing associations can strictly enforce penalties for households that do not correctly segregate their waste. Conversely, the LGU can incentivize households practicing and advocating proper waste segregation by exemption from payment of local garbage collection fees.

### **9. Absence of and/or limited facilities and infrastructure to support waste segregation**

Waste segregation and collection are limited to town centers or urban areas. Hence, burning and dumping of garbage in rivers still occur in some rural areas. This is largely a result of lacking infrastructure support.

### **10. High cost of initial capital investment for MRFs and SLFs**

The annual costs of establishing and operating MRFs and SLFs take up much of the LGUs' budget. High cost hinders the LGUs to give priority to the establishment of these facilities. Hence, the private sector can come in by providing such service for the public. They can innovate and provide funding while the government will provide incentives and the enabling policy environment. In exchange, the private sector can profit by earning from the basic service to the public as a business enterprise. As an example, a local government can tie up with a leading recycling factory to set up MRFs in strategic areas in the former's jurisdiction, on condition that the residents will segregate and drop their wastes in these MRFs.

### **11. Weak implementation of the Closure and Rehabilitation of Open Dumpsites of Sanitary Landfills**

Most LGUs in the region do not have Safe Closure and Rehabilitation Plans (SCRPs) for approval and adoption by

the local council. The SCRPs are essential for securing the Authority to Close (ATC) any dumpsite or landfill area that is non-compliant to RA 9003.

### **12. Weak information dissemination on the revised IRR on Chemical and Hazardous Waste Management**

The region needs to carry out an intensive information campaign to all concerned industries and stakeholders on the law. Only few industries in the region are compliant to RA 6969 (Toxic Substance and Hazardous Waste Act).

### **13. Lack of funds for the reconstruction of the Toxic Chemicals and Hazardous Waste Laboratory**

The existing laboratory in the region, totally damaged by Yolanda, has not been restored. Its unavailability hampers the conduct of activities relative to chemical and hazardous waste management as mandated by law.

However, despite the numerous challenges the subsector has identified, there are also opportunities that may further maintain and enhance the state of environment. These include:

#### **a. Supportive provincial and municipal governments in the promotion and conduct of environmental protection program**

Despite the lack of local ordinances to support nationally proclaimed environmental laws and policies (e.g.

RA 9003, RA 8749), LGUs play a crucial role in the protection and maintenance of the state of their environment as mandated by the Local Government Code of 1991.

**b. Formulation of a ten-year SWMP**

A number of LGUs are now formulating their SWMP in compliance with RA 9003. This indicates that LGUs have within their executive and legislative agendas the reduction of their solid wastes.

**c. Presence of Provincial Environmental Codes**

The country has Presidential Decree 1152, otherwise known as the Philippine Environmental Code, which establishes specific environment management policies and prescribing environment quality standards. However, in Eastern Visayas, only the provinces of Leyte and Southern Leyte have locally enacted the IRR through their respective Provincial Environmental Codes.

## Mineral Resources

### 1. *Weak enforcement of mining laws*

Environmental experts claim that mining companies get away with environmentally destructive practices because laws and policies are not clear and firm. Mining companies do not identify the possible ill effects or dangers posed by mining operations in their Environment Impact Statement (EIS).

Mining is always presumed to bring detrimental effects to the environment.

However, there are also beneficial contributions to socioeconomic development of the subsector, if implemented properly and effectively.

### 2. *Administrative Orders pertaining to mining activities*

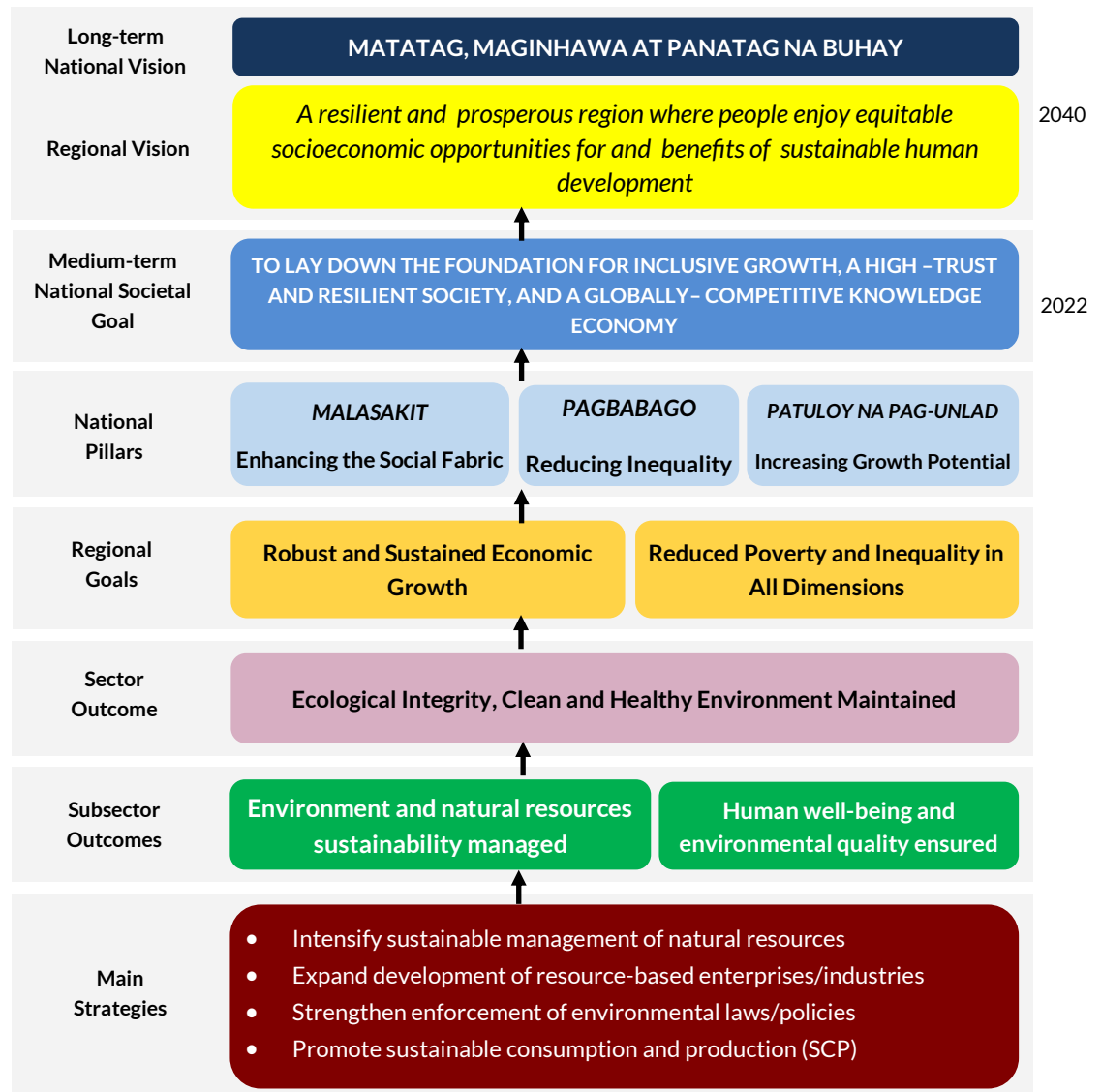
DENR Administrative Order (DAO) No. 2015-02 (Harmonization of the Implementation of the Philippine Environmental Impacts Statement System) and the Philippine Mining Act of 1995 direct the multipartite monitoring team of mining contractors and permittees to develop a manual of operations that will serve as monitoring guide. Also, there exists DAO No. 2015-03 on the Revised Implementing Rules and Regulation (IRR) of RA 7076, otherwise known as the People's Small Scale Mining Act of 1991, which permits the practice of small-scale mining of non-metallic minerals, such as quarry materials, but limits small-scale mining of metallic minerals to gold, silver, and chromite. Further, the Order grants local chief executives the power to award small-scale mining contracts by transferring the authority to provincial and city mining regulatory boards.

## Strategic Framework

Maintaining ecological integrity and a clean and healthy environment is an important foundation supporting the three national pillars: 1) enhancing the social fabric, 2) reducing inequality, and 3) increasing growth potential. The key outcome under

this sector is to have ecological integrity, clean and healthy environment maintained which is a precursor to attain the regional twin goals of robust and sustained economic growth and reduced poverty.

**Figure 18.2 Strategic Framework for Environment**



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 18.2 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

**Table 18.2 Environment Targets, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGETS
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Forest plantation for forest cover of 514,820.0 hectares developed (ha)	2016	179,359	20,238	16,715	15,150	13,500	11,500	9,500	265,962
Forest production areas rehabilitated and maintained (ha)	2015	63,265	51,978	52,640	52,103	43,365	40,150	34,500	274,736
Mangrove areas rehabilitated and maintained (ha)	2015	13,633	13,633	13,633	833	833	833	833	30,598
Terrestrial areas effectively managed (ha)	2015	347,496	341,754.74	341,754.74	341,754.74	341,754.74	341,754.74	341,754.74	341,754.74
Coastal marine areas effectively managed (ha)	2015	106,440	111,509.39	111,509.39	111,509.39	111,509.39	111,509.39	111,509.39	111,509.39
Number of developed Integrated watershed area	2015	0	1	2	1	1	1	1	7
Number of Protected Area with Biodiversity Monitoring System implemented	2015	0	1	2	1	1	1	1	7
Land reclassification and conversion rate (percent)	2017	50	50	50	50	50	50	50	50

*Table 18.2. Environment Targets, Eastern Visayas, 2017-2022 (cont.)*

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGETS	
	YEAR	VALUE	2017	2018	2019	2020	2021	2022		
Number of beneficiaries with secured land tenure in residential land	2015	6,817	6,000	6,000	5,500	5,500	5,300	5,200	33,500	
Number of beneficiaries with secured land tenure in public agricultural land	2015	6,289	1,700	1,600	1,500	1,400	1,300	1,200	8,700	
Number of patents issued	2015	13,108	7,785	7,600	7,000	6,900	6,600	6,400	42,285	
Air quality value within Tacloban City maintained (ug/Ncm)	2015	Annual geometric mean below 60 ug/Ncm	Annual geometric mean below 60 ug/Ncm	Annual geometric mean below 60 ug/Ncm	Annual geometric mean below 60 ug/Ncm	Annual geometric mean below 60 ug/Ncm	Annual geometric mean below 60 ug/Ncm	Annual geometric mean below 60 ug/Ncm	Annual geometric mean below 60 ug/Ncm	Annual geometric mean below 60 ug/Ncm
Water quality within standard effectively monitored in 7 priority rivers (%)	2015	100	100	100	100	100	100	100	100	
Water quality within standard effectively monitored in 15 bathing beaches frequently visited by local and foreign tourists (%)	2015	100	100	100	100	100	100	100	100	

Table 18.2. Environment Targets, Eastern Visayas, 2017-2022 (cont.)

INDICATOR	BASELINE		ANNUAL PLAN TARGETS						END-OF-PLAN TARGETS
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Solid waste diversion rate effectively monitored in 25 priority LGUs (%)	2015	100	100	100	100	100	100	100	100
Rehabilitation of the abandoned Bagacay Mine completed (%)	2015	82.5	85	87	90	95	97	100	100
Number of water bodies under the <i>Linis Estero</i> /Adopt a Waterbody Program monitored	2016	24	24	28	32	36	40	44	204
Number of LGUs with solid waste diversion maintained	2015	25	25	25	25	25	25	25	25
Number of MRFs established	2015	9	2	2	2	2	2	2	12
Number of SLFs established	2017	3	3	3	3	3	3	3	18
Number of mining contracts and permits monitored	2015	41	45	45	45	45	45	45	270



## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals, and thrusts.

### 1. Intensify sustainable management of natural resources through adoption of ridge-to-reef approach or the integrated ecosystems management (IEM) approach

Taking into account past best practices, conservation, protection and management of natural resources for the next six years will be strengthened to ensure that the provisioning, regulating, and cultural functions of ecosystem services will be adequately available in order to meet the demands of resource-based communities. This approach will ensure interconnectivity and continuity of different interventions from the upland areas to coastal communities. It will also ensure that ENR management will not be confined to the premises of one political jurisdiction but will encourage convergence among different stakeholders (see *Chapter 3*).

### 2. Enhance the National Greening Program

This strategy will be achieved by transforming NGP areas into vibrant economic zones through agro-forestry. The enhanced NGP will undertake the following approaches:

- Link communities to the value chain and promote social entrepreneurship;
- Adopt soil and water conservation approaches (i.e., contour farming and hedgerow establishment);

- Increase and expand areas for agroforestry and implement convergence with DA to include cash crops (i.e., fruit trees, hedgerows, urban species);
- Increase area for rehabilitation/ replantation of suitable mangrove species in specific sites; and
- Engage in seedlings production with POs through the following:
  - a. Adopt an integrated area development/ management approach;
  - b. Implement Forest Certification system for the established forest plantations; and
  - c. Use convergence approach among NGAs, LGUs, and CSOs

### 3. Strengthen the implementation of Forest Land Use Plans at the local level

The purpose of the FLUP is to build consensus and develop recommendations on the best uses of forest lands, which include the important steps of identifying open access areas and determining appropriate management and best resource managers for these open access areas. The FLUP provides the basis for allocating Forest and Forest Land (FFL) under appropriate management and tenure arrangement and its consequent assignment to qualified and responsible stewards or managers with established

accountabilities. It also utilizes the portfolio planning approach, wherein the government pre-identifies sites for development in consultation with key stakeholders. Implementation of the FLUPs will also require strengthening collaboration with LGUs, CSOs, and other stakeholders in the management of forest resources.

#### 4. Intensify Forest Protection Program

The Forest Protection Program aims to provide a stronger mechanism to protect the remaining natural forests. It complements the NGP in expanding the forest cover. The program will also undertake the following approaches:

- Adopt community-based forest protection system;
- Forge partnership with PNP and AFP to crackdown on all violators; and
- Use advanced technology in monitoring/surveillance (i.e., satellite imageries, drone, and *Lawin* Forest and Biodiversity Protection System)

#### 5. Adopt Sustainable Integrated Area Development (SIAD)

Sustainable integrated area development (SIAD) is an approach in building ecosystems integrity that is centered on watershed ecosystem rehabilitation and development. This program will rehabilitate and develop degraded watershed from the negative effects of unmanaged mining activities by adopting a watershed and replicating the gains to other areas.

#### 6. Intensify Land Administration and Management

Strengthened partnership between land-related agencies and LGUs in the updating/formulation of CLUPs and zoning ordinances will be prioritized to ensure that zoning of public lands as residential areas will be finalized. This will be supported by the formulation of appropriate legislation for the adoption of the cadastral survey results and the integration towards the national spatial strategy in the implementation of land administration and management reforms. Acceleration of public and private land titling process (residential, agricultural, and other patents) shall be one of the priority strategies.

#### 7. Strengthen Protected Areas, Wildlife and Coastal Zone Management

To effectively manage PAs, key strategies will include biophysical, vulnerability and socio-economic assessment of the PAs that will be crucial in the updating/enhancement of PA management plans. Specific strategies are:

- Intensify promotion of biodiversity awareness across national government agencies, LGUs and schools;
- Integrate biodiversity and ecosystem services in local development planning;
- Strengthen wildlife law enforcement; and
- Revitalize marine protected areas (MPAs)

## 8. Expand development of resource-based enterprises/ industries

There should be emphasis on the number of poor households in the upland and coastal areas that are dependent on natural resources for livelihood. In addition, development of ecotourism products and services must be strengthened because these provide jobs or employment while contributing to the conservation of biodiversity and natural resources. This shall include, among others, development and promotion of ecotourism sites, particularly in key upland and coastal destinations, including wetlands, caves and cave systems (see *Chapter 9*). Ecotourism will enable communities to have alternative sources of income, thereby allowing investment to flow into rural areas within upland and coastal communities.

## 9. Strengthen enforcement of environmental laws/policies

Enforcement and monitoring of compliance to existing environmental laws and regulations will be intensified. Reduction of pollution and waste generation will be pushed through stricter imposition of standards.

## 10. Enhance air quality management

This shall be done by strengthening the *Airshed* Governing Boards for more proactive interventions on air quality problems, and intensifying monitoring and strict implementation of air quality-related policies.

## 11. Intensify water quality management

Along this line, monitoring will be continuously done to strictly enforce water-related policies. This is to ensure that water quality of major rivers in the region will be improved. The *Adopt-an-Estero* Program shall also be expanded. To institutionalize water quality management, the Water Quality Management Area Governing Boards should be strengthened. Environmental education should also be integrated in the school curriculum as mandated by RA 9512 (An Act to Promote Environmental Awareness through Environmental Education and Other Purpose). Moreover, students can be engaged in water quality sampling and monitoring, biodiversity assessment, solid waste management, and tree planting/growing. For this purpose, there should be proper and stronger convergence with the DepEd and CHED.

## 12. Institutionalize waste management

This shall entail more proactive campaign on waste segregation, stronger partnership with DepEd for awareness raising and practice on waste segregation and management, enforcement of regulations on effective management of toxic chemicals, hazardous wastes, health care wastes, and solid wastes. Likewise, there should be budget allocation for activities on information dissemination, purchase of equipment, and repair of laboratories in the management of hazardous wastes.

### 13. Ensure strict mineral resource management

To prevent destructive mining practices, there should be a mechanism for accountability of mining firms. Strict monitoring of mining contracts and permits should be unrelentingly carried out to ensure adherence to laws.

### 14. Promote sustainable consumption and production

The region will develop and implement sustainable consumption and production policies and initiatives over the medium-term. This will cover practices and technologies that will facilitate attainment of a robust and sustained economic growth and reduced poverty within environmental standards. This will entail collaboration and partnership among concerned

agencies and stakeholders to ensure harmonization of efforts. In particular, the following strategies will be pursued:

- a. Develop, promote and transfer cleaner production technologies, including water and energy-efficient practices (e.g. rainwater catchment facility, cleaner fuels, energy-efficient facilities/green buildings) (*see Chapters 14 and 15*);
- b. Strengthen the implementation of RA 10771, otherwise known as Green Jobs Act (*see Chapters 7, 8 and 9*);
- c. Incentivize eco-friendly government offices (e.g. energy efficiency rating of the DOE); and
- d. Promote environmentally sustainable transport system, including mass transport (*see Chapters 14 and 15*)

## Major Programs, Projects and Activities (PPAs)

The following are the PPAs to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

### Forest and watershed

1. Enhanced National Greening Program (eNGP)
2. Socio-economic survey/assessment of NGP sites
3. Sustainable Integrated Area Development (SIAD) Program
4. Integrating FLUP into local development plans and zoning ordinances

### Land Administration and Management

1. Close open access areas of forestlands by granting appropriate tenure/management arrangement
2. Complete the computerization of public land and survey records and adopt the Land Administration and Management System (LAMS) on land-related transactions
3. Conduct inventory, assessment and collection of appropriate fees and fines in foreshore lease areas

4. Improved Land Administration and Management Program

## Protected Areas, Wildlife and Coastal Zone Management

1. Integrated Coastal Management (ICM) Plan Development
2. Protected Area (PA) and Critical Habitat (CH) Protection Program
3. Coastal and Marine Conservation Program

6. *Beachwatch* Program
7. *Adopt-an-Estero* Program
8. Solid Waste Management Development Program
9. TA on the implementation of ESWM
10. Close all open dumpsites and establish Material Recovery Facilities (MRFs)
11. File appropriate cases to LGUs violating certain provisions of RA 9003

## Environmental Management

1. Conduct of ENR-Responsive Research and Development
2. Environmental Education and Information Campaigns
3. Monitoring of priority rivers
4. Ambient Air Quality Management Program
5. Establish more air quality monitoring equipment in major urban areas

## Mineral Resource Management

1. Responsible Mining (includes small- and large scale mining)

## Others

1. Preparation/updating of RPFP, PDPFPs and CLUPs

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

1. Passage of a National Land Use Act to unify all laws pertaining to land and natural resource management
2. Passage of a National Coastal Greenbelt law
3. Enhancing the NIPAS law
4. Passage of a Land Administration Reform Act
5. Passage of an Integrated Coastal Management Act
6. Passage of a Forestry Boundary Limit Act
7. Amendment of some provisions in the Mining Act
8. MOA on inclusion of environmental education in the curriculum between and among DepEd, CHED, LGUs and other key players

19

Promoting Eastern  
Visayas Culture and  
Values Reformation





## Promoting Eastern Visayas Culture and Values Reformation

Awareness and appreciation of culture coupled with values reformation is a requisite of a high-trust society. It is the thread that binds together the social fabric, thus, has been identified by the United Nations Educational, Scientific and Cultural Organization (UNESCO) as one pillar to achieve inclusive, sustainable, and human-centered development.

This RDP considers culture and positive values as requirements for the attainment of the region's goals of economic growth and poverty reduction.

With the goal of strengthening a culture-based and values-ridden regional development, the priority strategic areas of the Eastern Visayas cultural agenda are to: 1) deepen appreciation of cultural diversity in the region, 2) enhance and maintain cultural assets to foster creativity and innovation for socioeconomic growth, and 3) reform the prevailing values system in the region to get rid of the negative ones posing as hindrances to development, and uphold the positive ones as motivators for people to take positive actions that will catalyze progress.

### Assessment

There is no existing baseline to serve as a starting point for a complete assessment of the promotion of the region's cultural diversity and values system. Data on culture are sparse, scattered and erratically

gathered. Information on the values system is purely anecdotal and based on observation. Hence, the assessment presented below is limited to language, religion and heritage.

### Socio-Ethnolinguistic Situation

The people of Eastern Visayas are identified by the language they speak, thus, are called either a *Waray* (also called *Waray-waray*), a *Bisaya* (also called *Cebuano*), or an *Abaknon* (also called *Capuleño*, *Kapul* or *Sama*). One of these three languages becomes the first language of a native of Eastern Visayas – the *Waray* language (with three noted dialects) for those living in the northern parts of Leyte, the island of

Samar, and the eastern half of Biliran; *Bisaya* in the southern parts of the island of Leyte; and *Abaknon* in the island of Capul in Northern Samar.

*Waray* and *Bisaya* are classified under the *Bisayan* sub-group of the Greater Central Philippine group under the Austronesian (Malayo-Polynesian) language family.<sup>1</sup> Both languages are categorized as living and

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<sup>1</sup> Zorc, David Paul. *The Bisayan Dialects of the Philippines: Subgrouping and Reconstruction*. Canberra, Australia: Dept. of Linguistics, Research School of Pacific Studies, Australian National University, 1977

indigenous languages of Eastern Visayas.

Though belonging to the same language family, *Abaknon* is not considered an indigenous language of the region, with the language classified under the Sama-Bajaw sub-group of the Greater Barito language group. The 2010 Census of Population

and Housing has not recorded any speaker for the language although in the same year, *Ethnologue*<sup>2</sup> has recorded 3000 monolinguals, all of them children. This puts the language in the category of in trouble languages<sup>3</sup>, especially that at least 500 *Abaknons* leave the island annually to find economic opportunities elsewhere.

**Table 19.1 Household Population by Ethnicity, Eastern Visayas, 2010**

CITY/PROVINCE	POPULATION	WARAY	BISAYA	OTHER LANGUAGES
Tacloban City	219,314	201,130	11,823	6,361
Leyte	1,563,364	685,940	855,456	21,968
Southern Leyte	398,577	1,815	390,700	6,062
Biliran	161,250	62,958	93,764	4,528
Samar	731,669	678,171	43,868	9,630
Eastern Samar	427,974	418,235	4,026	5,713
Northern Samar	587,586	566,873	14,319	6,394
<b>TOTAL</b>	<b>4,089,734</b>	<b>2,615,122</b>	<b>1,413,956</b>	<b>60,656</b>

Source: PSA (2010 Census of Population and Housing)

The 2010 Census revealed that 64 percent (2.6 million) of the region are *Waray* and 35 percent (1.4 million) are *Bisaya*, the remaining one percent (60,000) are languages spoken by immigrants from other regions or countries such as English, *Tagalog*, *Hiligaynon*, *Ilocano*, *Karay-a*, *Maranao*, and *Chabacano* (Table 19.1, Figure 19.1). *Bisaya* ranks as the second language with the most number of native speakers in the country, and *Waray* as the country's sixth largest cultural linguistic group. The literate community has Filipino and English as their second languages since these were the media of instruction in

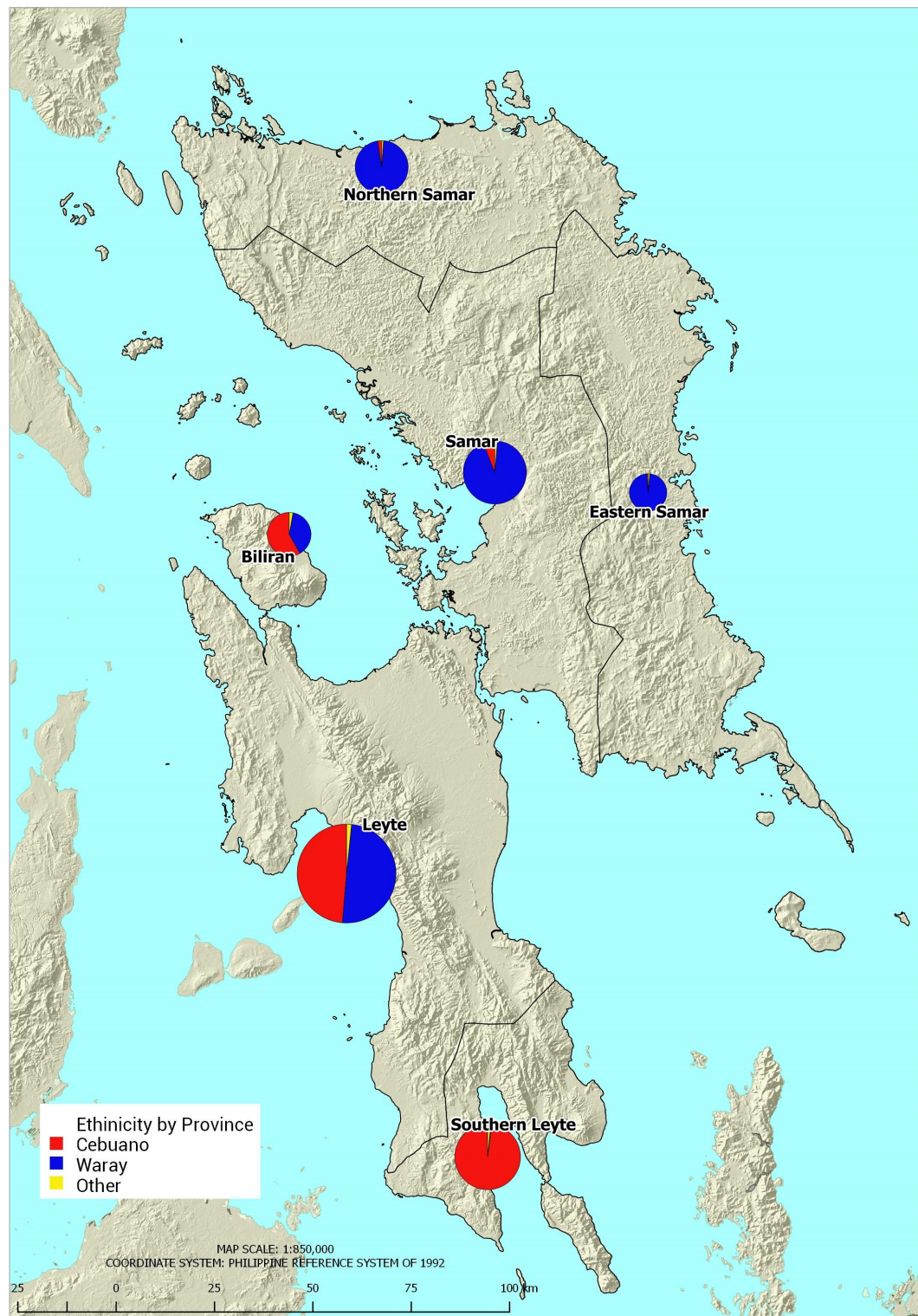
schools under the old curriculum prior to the K to 12 implementation and the official languages in the workplace. This makes the people of Eastern Visayas trilingual, at the very least.

Local historian Rolando O. Borrinaga refers to the *Warays* as a scorned linguistic group and stereotyped as fierce people when provoked. This label has been immortalized by the circa-1960 movie *Waray-waray*, starring the late Nida Blanca, which became the benchmark spoof of the *Warays* and their culture.

<sup>2</sup> *Ethnologue: Languages of the World* is a comprehensive reference work cataloging all of the world's known living languages. See [www.ethnologue.com](http://www.ethnologue.com)

<sup>3</sup> Definition of in trouble language: Intergenerational transmission is in the process of being broken, but the child-bearing generation can still use the language so it is possible that revitalization efforts could restore transmission of the language in the home.

**Figure 19.1 Household Population by Ethnicity, Eastern Visayas, 2010**



**Table 19.2. Population by Religious Affiliation, Eastern Visayas, 2010**

CITY/PROVINCE	POPULATION	ROMAN CATHOLIC	OTHER RELIGION
Tacloban City	219,314	207,913	11,401
Leyte	1,563,364	1,464,181	99,183
Southern Leyte	398,577	349,705	48,872
Biliran	161,250	139,582	21,668
Samar	731,669	686,037	45,632
Eastern Samar	427,974	411,788	16,186
Northern Samar	587,586	555,400	32,186
<b>TOTAL</b>	<b>4,089,734</b>	<b>3,814,606</b>	<b>275,128</b>

Source: PSA (2010 Census of Population and Housing)

## Religion

Similar to the rest of the country, Roman Catholicism is the predominant religion and the largest Christian denomination in the region, with 93 percent of the population belonging to this faith (*Table 19.2*). Several Catholic traditions are largely observed such as fiestas, festivals, Christmas, Holy Week, All Saints' Day and All Souls' Day (visiting and clearing of graves and offering prayers), and feasting.

There are about 40 different festivals in Eastern Visayas, the more famous of which are *Sangyan* and *Pintados-Kasadyaan* (held every June in Tacloban City), *Simulog* (every 3rd week of January in Maasin City), *Lingganay* (every 19th of June in Alang-alang), *Buyogan* (every 19th of August in Abuyog), *Tugob* (every 20th of October in Ormoc City), *Balangiga Massacre* (every 21st of September in Samar), *Banigan* (every 29th of September in Basey, Samar), and *Kadayaw* (every 15th of January in Pambujan, Northern Samar). These are

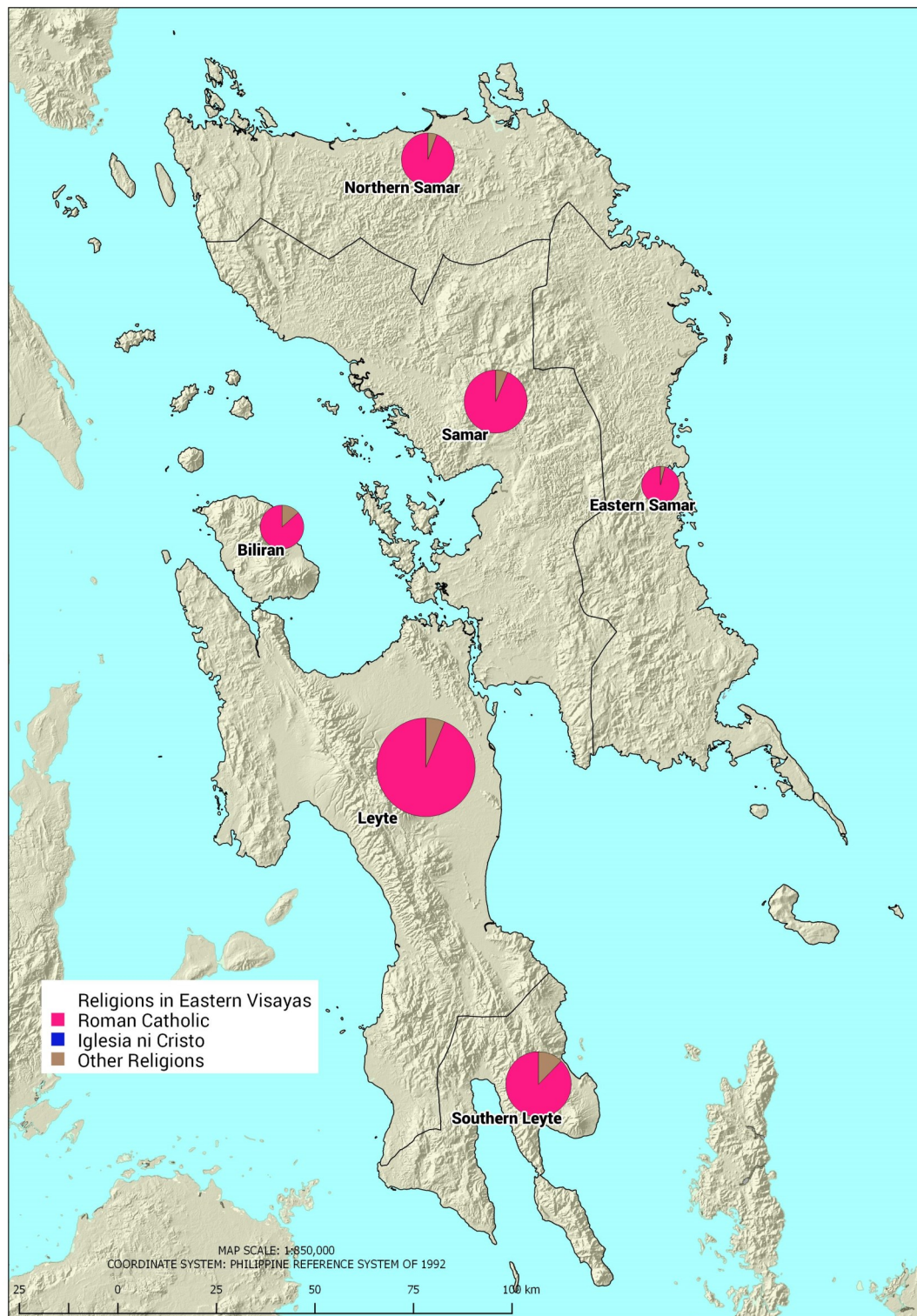
mostly festivals held during fiestas in honor of a saint, usually Santo Niño.

In some fora and program evaluations, the tradition of celebrating fiestas has been purported as one of the culprits to the livestock and poultry dispersal programs implemented by government and NGOs. Development workers assigned to such programs observed that dispersed swine, chicken, and the like, are slaughtered during fiesta celebrations. In certain instances, said livestock become the traditional *lechon* that beneficiaries serve to their visitors. With this, the objective of livestock dispersal, which is to increase the breeder base through direct infusion of breeder animals and production of quality stocks, in many a case fails.

Other religions, predominantly of Christian denomination, accounts for the remaining seven percent. Islam is only .06 percent of the population.



**Figure 19.2. Household Population by Religious Affiliation, Eastern Visayas, 2010**



## Heritage

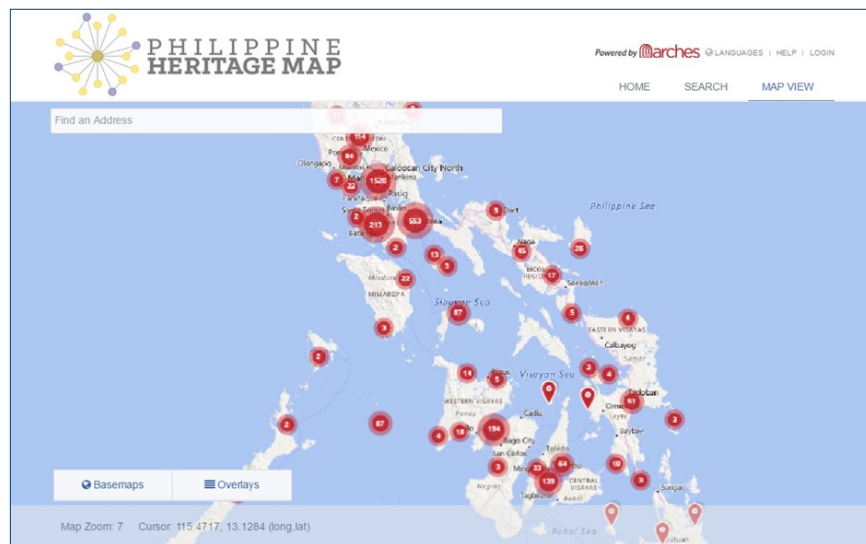
Cultural and historical heritage and resources in Eastern Visayas are given little attention and are largely not developed. This is despite passage of national laws mandating preservation and conservation of these resources. A complete assessment of the country's cultural heritage is constrained by inadequate data on culture and heritage.

Identifying tangible and cultural heritage resources that need to be preserved and protected against the risks of human development, natural disasters and climate change is currently being done through the Philippine Heritage Map website (<http://www.philippineheritagemap.org>). Said website provides information on historic monuments and sites as well as historic events recorded through previous efforts at the institutional and volunteer levels. It

was promoted by the Leyte-Samar Heritage Center (LSHC) of the University of the Philippines in the Visayas Tacloban College (UPVTC), together with Grupo Kalinangan, Inc., a non-profit cultural organization.

There are currently 76 sites identified in the map (Figure 19.3). Thirteen of these are tagged as historical markers by the National Historical Commission of the Philippines (NHCP). These are *Bantayan ng Biliran*, *Simbahan ng Balangiga*, Leyte Landing, Price Mansion (Provisional Capitol), Church of Tanauan, Leyte Provincial Capitol, Plaza Libertad, Cathedral of Palo, *Lumang Simbahan ng Palapag*, Capul Lighthouse, *Simbahan ng Capul*, Oppus Ancestral House and the *Katedral ng Maasin*.<sup>4</sup>

**Figure 19.3 Heritage Sites Identified in the Philippine Heritage Map**



Source: [www.philippineheritagemap.org](http://www.philippineheritagemap.org)

<sup>4</sup> NHCP. 2013. National Registry. [http://philhistomarkers.nhcp.gov.ph/?declarative\\_region=leyte](http://philhistomarkers.nhcp.gov.ph/?declarative_region=leyte) (accessed on 25 January 2017)

## Values

Filipino values, such as the *bahala na* and wait-and-see syndrome, have been observed to be particularly true among the people of Eastern Visayas. Some literature goes to the extent of pinpointing these values as a contributory factor to the lingering poverty problem in the region. Various unverified opinions and anecdotes relate such values to the observation that the people of the region believe success as something that should come naturally (i.e. one should not exert effort to achieve it), believing that in the afterlife, the weak will be strong, the last will become first, and the small will become great.

Such values system can be observed in the farming community's seeming contentment on subsistence farming, stubbornly sticking to traditional farming practices despite introduction to innovation, and apprehension in adopting new farming

technologies to improve agricultural production and productivity.

The low appreciation for agriculture as a means of livelihood is attributed to the *colonial mentality* and *preference for white-collar jobs* persisting among the youth and their parents/guardians. The more popular choice in terms of courses are those that are perceived to have greater chances of landing a higher-paying job abroad or at the very least, white-collar jobs in the country. The Visayas State University (VSU), a premier government school on agriculture, shared that scholarship offers on agriculture and other agriculture-related courses usually end up untaken despite attractive offers of allowances, books and dormitory. Such a situation has resulted in the *ageing farmers* and *brain drain* phenomena (see Chapter 7).

## Summary of Challenges and Opportunities

In order for culture to become a solid foundation in the attainment of the region's twin development goals of poverty reduction and economic growth, the region has to overcome the following challenges:

### 1. Limited culture and language studies on Waray, Bisaya and Abaknon

Only a handful of combined resources are available for each of the three languages. The Open Language Archives Community (OLAC)<sup>5</sup> has only eight resources catalogued under *Abaknon*, 11 under *Waray*, and 134

under *Bisaya*. Since language evolves over time, studies on these languages must be updated and more studies be conducted.

The government's policy to use Mother-Tongue-Based Multi-Lingual Education (MTB-MLE), which has identified *Waray* and *Bisaya* as one of the 19 languages to be initially used in the program, is a move towards the preservation of the region's indigenous languages. MTB-MLE is a teaching approach implemented by the Department of Education (DepEd) where the mother tongue or native

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<sup>5</sup> Site of OLAC: <http://www.language-archives.org/country/PH>



language is used in all learning areas from Kinder to Grade 3, except in the teaching of Filipino and English subjects. The program has also been incorporated in the K to 12 program of DepEd (see Chapter 10).

However, *Abaknon* is noticeably not in the list yet. The language is at risk of not being passed on to the younger generation since the older Abaknons leave and adopt another language when they migrate to find economic opportunities elsewhere. The region must lobby for the inclusion of this language to ensure documentation and continuity.

## 2. Negative connotation to being a Waray

It has been noted that native speakers of *Waray* prefer to hide their ethnic identity outside the region by speaking another language, oftentimes, *Tagalog*, either with a heavy or queer accent.<sup>6</sup> The *Warays* feel that to reveal such identity may invite scorn from others as *Warays* have been stereotyped as fierce people when provoked.

This shame to own one's identity among *Warays* led to an investigation (Borrinaga) on how the people have come to be called *none*, the vernacular meaning of the term *waray*. Said investigation revealed that the term *Waray-waray* was indeed once an honorable identity and source of pride during the ethnic times as recorded in the work of Fr. Horacio de la Costa in his book *The Jesuits in the Philippines*. The term was once used to refer to a

revered ruler whom the Spaniards called *Waray Tupong* (meaning, no equal).

Borrinaga attributes the shift in meaning on the term *waray* to the debasing effects of the country's colonial miseducation, and to the dominating intrusion of western and imperial Manila cultures in the Filipinos' way of thinking.

## 3. Absence of empirical data pinpointing Eastern Visayas culture as a factor behind lingering poverty in the region

As a region beset with persistent poverty, a comprehensive assessment through research on the state of the poor in Eastern Visayas is necessary. Such a study will provide an evidence-based analysis of the major factors contributing to the worsening poverty situation in Eastern Visayas, specifically using physical, economic and socio-cultural indicators.

## 4. Negative Filipino values as risk factor to the region's productivity, especially in agriculture

The negative Filipino values prevalent in the region should be urgently identified and documented, and thereafter combated so they will no longer pose as a hindrance to development efforts, especially in the productive sectors. On the other hand, the positive values should be intensely promoted through values education.

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<sup>6</sup> Borrinaga, Rolando O. 2003. *Waray-waray defended*. Published in the *Philippine Daily Inquirer*, November 29, 2003. <http://www.oocities.org/rolborr/vinwaray2.html> (accessed on 25 January 2017)

## 5. Culture, heritage and traditions not linked to tourism activities to boost economic activity

Culture and heritage have been, time and again, identified to play a critical role in building the so-called *visitor economy*. They are identified as strong influences among tourists on their choice of holiday destinations. Other regions in the country, such as the cities of Baguio, Cebu and Iloilo, have been seen to capitalize on these traditions through their *Panagbenga*, *Sinulog* and *Dinagyang* festivals, respectively, where foreign and local tourists alike flock to these cities to witness said events.

Although the *Sangyaw* and *Pintados-Kasadyaan* festivals have already been attracting tourists, they are not yet as famous among tourists as the others mentioned.

## 6. Absence of database on the region's cultural assets

Creation of a database is largely constrained by lack of cultural experts to conduct research and gather data in a culture-sensitive and ethical manner, and lack of funding to sustain efforts on this. In Eastern Visayas, some tangible and cultural heritage resources that need to be preserved and protected remain unidentified. Data entry into the Philippine Heritage Map is still in progress but assistance is needed in gathering more information on the status of cultural properties and presumed historic sites in Eastern Visayas that were not yet surveyed or evaluated.

Since the Philippine Heritage Map can be employed and populated by anyone

as data entry is crowd-sourced, the site can be a tool to assist the country and region in the conduct of an inventory and monitoring of cultural properties within their jurisdiction.

There is currently no agency keeping track of indicators that will measure the extent of cultural diversity and values system, and neither are there available funds to conduct such operation.

## 7. Climate change and natural disasters

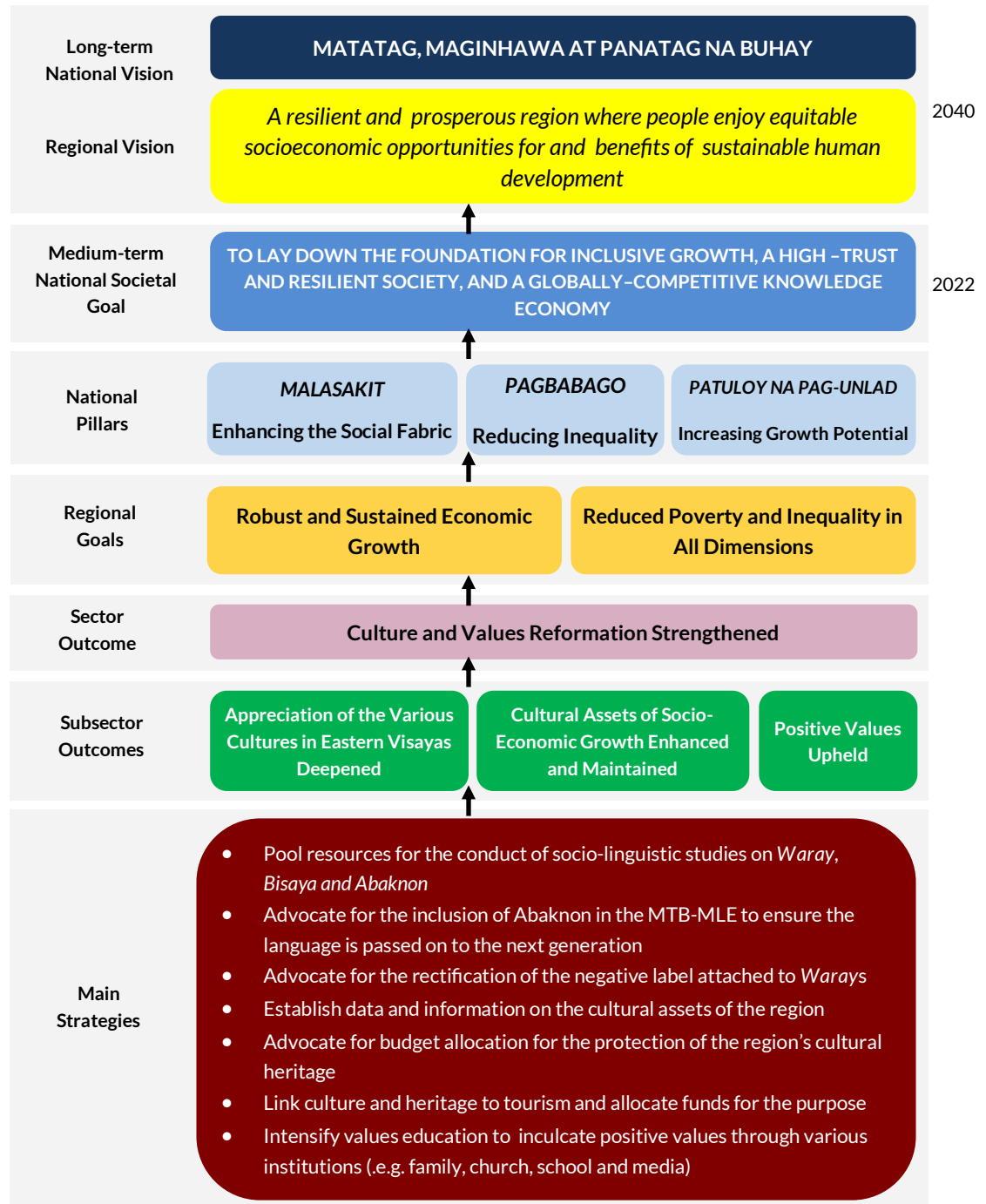
Climate change and natural disasters pose a serious risk to heritage sites. Cultural infrastructures, such as museums, cultural centers, archives, libraries, art galleries and other cultural facilities, provide important physical spaces for dialogue and community interaction that foster cohesion and preserve the social fabric. Such facilities allow for the continuity of intangible cultural heritage practices as well as other creative expressions.

These cultural infrastructures must be protected from damage caused by climate change and natural disasters. Failure to do so will result to the destruction of not only the physical infrastructure but also the symbol that it stands for in the community. A concrete example is the Yolanda-damaged Our Lady of the Immaculate Conception Church in Guiuan, Eastern Samar, which has become a frequented religious pilgrimage site in the region. Had the building been climate change-adaptive, it would not have sustained as much damage.

## Strategic Framework

Supportive of the national pillar “*Malasakit*”, the RDP 2017-2022 aims to strengthen a culture-based regional development through deepened appreciation of the various cultures in Eastern Visayas and enhanced cultural assets for socio-economic growth.

**Figure 19.4 Strategic Framework for Culture and Values Reformation**



## Core Targets

Targets have been set for selected key indicators to monitor the attainment of the sector and subsector outcome/s covered in this chapter. The core targets are reflected in Table 19.3 below. A complete and more detailed presentation of the targets are found in the *Results Matrices (RM) 2017-2022*, a companion document of this RDP.

**Table 19.3 Eastern Visayas Culture and Values Reformation, Eastern Visayas, 2017-2022**

INDICATOR	BASELINE		ANNUAL PLAN TARGET						END-OF-PLAN TARGETS
	YEAR	VALUE	2017	2018	2019	2020	2021	2022	
Number of socio-linguistic studies conducted for each of the languages									
<i>Abaknon</i>	2016	0	-	1	-	-	-	-	1
<i>Waray</i>	2016	-	-	-	-	1	-	-	1
<i>Bisaya</i>	2016	-	-	-	-	1	-	-	1
Abaknon included as one of the languages used in the MTB-MLE Program	2016	0	-	-	1	-	-	-	1
One set of information materials to rectify the negative label attached to <i>Warays</i> developed and disseminated	2016	0	1	1	1	1	1	1	6
Number of regional/local heritage sites mapped out in the Philippine Heritage Map Site	2016	67	80	120	150	200	230	250	250
Number of values education drives targeting families, church, media, and government entities implemented	2016	-	1	1	1	1	1	1	6

Note: - no data

## Main Strategies

The following are the strategies to achieve the outcomes outlined above and the corresponding targets set. These are broad strokes on how to realize the regional vision, goals, and thrusts.

### 1. Pool resources for the conduct of socio-linguistic studies on *Waray*, *Bisaya* and *Abaknon*

Taking into account cultural and language peculiarities brings about better understanding of the community's developmental needs. The region must encourage the academic community in the region to prioritize studies on socio-linguistic characteristics of the *Warays*, *Bisaya* and *Abaknons* in Eastern Visayas.

The lack of cultural experts can be resolved by seeking the help of renowned institutions with focus on such studies. These include the various departments of UP Diliman's College of Social Sciences and Philosophy, which has reputable sociologists, anthropologists and linguists in the country. Other institutions that will take interest and may provide financial and technical assistance are the *Komisyon ng Wikang Pilipino*, Summer Institute of Linguistics, and international universities with focus on language studies.

Budget must also be allocated for the purpose, not only by state universities and colleges (SUCs) and higher education institutions (HEIs), but also by other government entities with a research function.

### 2. Advocate for the inclusion of *Abaknon* in the MTB-MLE to ensure the language is passed on to the next generation

Inclusion of *Abaknon* as one of the languages in the MTB-MLE of the Department of Education will partly ensure documentation of the language currently categorized as *in trouble*. Doing so will facilitate transmission of *Abaknon* to the younger generation, creating more and more native speakers of the language.

### 3. Advocate for the rectification of the negative label attached to *Warays*

Pride in being a *Waray* is not possible if the negative reputation attached to the term is not rectified. It is time for the *Warays* to again take pride in their identity, exorcise themselves from the self-inflicted shame presently associated with their ethnic label, and strive to accentuate the positive traits of their ancestors in the 21st century context. The *Warays*, in turn, should be made aware of their heritage and be determined to ensure its preservation. Only with strengthened awareness could Eastern Visayans have the capability to integrate their cultural heritage into their lives and contribute to national development. This can be done by developing and disseminating

information materials using all forms of media platforms such as print, television, radio, and social media.

#### **4. Establish data and information on the cultural assets of the region**

To begin valuing our diverse cultures, making data available is imperative. It is then important to develop, produce and disseminate information materials on the diverse cultures of Eastern Visayas. Expertise of renowned institutions with focus on such undertakings, such as the various departments of UP Diliman's College of Social Sciences and Development who has the country's reputable sociologists, anthropologists and linguists, combined with the use of technology (e.g. crowd-sourced databases such as the Philippine Heritage Map website), will facilitate the inventory. Advocating among all LGUs and CSOs to help in the entry of relevant data in the Philippine Heritage Map Site will significantly increase the database of historical and cultural heritage resources of the region.

#### **5. Advocate for budget allocation for the protection of the region's cultural heritage**

Budget allocation for the protection and preservation of the region's intangible and tangible cultural heritage will largely depend on the availability of information on the current state of cultural heritage of the region. A serious evaluation of current capacities and future scenarios in order to better allocate government resources is a

requisite. Advocates for the protection of heritage sites and other cultural markers must come together to lobby for the enforcement of existing laws. This is important since implementation of applicable cultural laws is crippled by the lack of resources allotted for cultural development.

#### **6. Link culture and heritage to tourism**

Linking culture and heritage to tourism can be successfully done through the formulation of a comprehensive regional heritage conservation and promotion plan, which covers both tangible and intangible culture. Cooperation among the Department of Tourism, the provincial/city and municipal government, civil society, and the private sector is crucial.

#### **7. Intensify values education to inculcate positive values through various institutions (e.g. family, church, school and media)**

Intensified values education among all citizens of the region will provide the needed positive and transformative change that will eventually lead to a productive society. Various means (i.e. formal education system, mass media, kinship social institutions, etc.) of inculcating the desired social values will be tapped.

## Major Programs, Projects and Activities (PPAs)

The following are the priority programs, projects and activities to concretize the strategies discussed above. An extensive and detailed list is provided in the *Regional Development Investment Program (RDIP) 2017-2022*, the other companion document of this RDP.

1. Conduct of studies on culture and heritage
2. Communication and advocacy program on culture and heritage and values reformation
3. Establishment of database on culture and heritage (e.g. completion of the Philippine Heritage Map, etc.)
4. Conduct of survey research on the socio-cultural factors contributing to the lingering poverty in Eastern Visayas

## Legislative Agenda

To support the identified strategies and PPAs, certain legislative actions are needed. These are as follows:

### 1. Establishment of an Institute for Cultural Heritage Conservation of the Philippines with regional offices

There is no coordinating body with regional presence to push cultural development and address concerns at sub-national levels, thus, a clamor for the creation of the Department of Culture or an Institute for Cultural Heritage Conservation of the Philippines. Said institution must have regional offices to address the increasing need for equitable access to cultural resources and services, enhanced cultural education, improved conservation and safeguarding cultural resources and culture-driven sustainable development in all regions of the country.

### 2. Establishment of Local Culture and Arts Councils and mandatory allocation of funding similar to Gender and Development (GAD) fund

Local Culture and Arts Councils should be established, with funding allocation similar to GAD, wherein all government instrumentalities are required to earmark the mandatory five percent for GAD interventions. This will ensure budget in the conduct of culture-related activities such as development and publication of advocacy materials and conduct of studies.

### 3. Advocacy by the Regional Development Council (RDC) VIII to the DepEd VIII to Prioritize *Abaknon* as one of the languages in the MTB-MLE program

The RDC VIII, through a resolution, can advocate for the inclusion of *Abaknon* as one of the priority languages for inclusion in the MTB-MLE of the DepEd.



20

Ensuring  
Plan Implementation and  
Monitoring and Evaluation



# Ensuring Plan Implementation and Monitoring and Evaluation

This chapter discusses the mechanism by which the RDP will be implemented, monitored and evaluated. In previous planning exercises, it has been observed that soon after a plan document is completed, little attention is put to its implementation, not as much as during its formulation. There is a seeming gap between the phases of plan formulation, implementation, monitoring and evaluation. Hence, it is important that this chapter be included in the RDP to define and put in place the necessary institutional arrangements and mechanisms in order to ascertain that the Plan will be implemented, and in the course of its implementation, its progress be monitored, and its desired impact be evaluated.

## Responsible Bodies/Entities

Various bodies/entities are seen to take the cudgels for the implementation and monitoring and evaluation (M&E) of the RDP based on their respective mandates.

### Regional Development Council (RDC) VIII

Since the RDP was prepared under the auspices of the RDC VIII, it is logical that the same Council also steers its implementation and M&E. Executive Order No. 325 directs the RDC to coordinate the preparation, implementation, monitoring and evaluation of short and long-term regional development plans and investment programs, among other plans, including the formulation of policy recommendations. Based on such mandate, the RDC VIII shall then serve as the shepherd or steward in the implementation and M&E of the Plan.

Given its membership, the RDC VIII is a conglomeration of the key players in the development field at the regional level, namely: all provincial governors; all city

mayors; mayors of municipalities of provincial capitals; all presidents of the provincial league of mayors; regional directors of key government agencies, especially those represented in the NEDA Board; private sector representatives (PSRs) who comprise one-fourth of the members of the fully-constituted Council, and special non-voting members. Banking on this multi-level and multi-sectoral representation, the Council serves as the most strategic platform to get the key development players on board and involved.

### Sectoral Committees (SecComs) of the RDC VIII

The four SecComs of the Council, namely: the 1) Economic Development Committee (EDC), 2) Social Development Committee (SDC), 3) Infrastructure and Utilities Development Committee (IUDC), and 4)

Development Administration Committee (DAC) shall coordinate the implementation of the sectoral portions of the Plan. They will take responsibility for the specific chapters of the Plan – corollary to the sectors within their respective purviews. For instance, the chapters on productive sectors such as agriculture and fisheries, industry, and services shall be taken care of by the EDC, considering that these sectors are within the Committee’s sectoral coverage. In like manner, the chapter on infrastructure shall be assigned to the IUDC. Human development shall be taken care of by the SDC, and governance and peace and order by the DAC. The role of the SecComs, however, will be limited to purely coordination. Thus, there shall be a lead agency assigned to specific chapters on the basis of the mandate of that agency. Concerned implementing agencies will be accountable for the implementation of the programs, projects and activities within the chapter. The SecComs, however, shall ensure that implementation is well coordinated and that the policy support is provided whenever needed to facilitate implementation. They may also initiate interagency interventions in cases where actions cannot be carried out by the lead agency only or one single agency. Hence, they are expected to propose collaborative projects or pass policy recommendations through resolutions as deemed necessary, especially those that will create regionwide impact and address Plan implementation bottlenecks.

### RDC VIII Advisory Committee (AdCom)

The RDC VIII AdCom shall play a special role along two aspects: 1) funding assistance for the priority programs and projects of the region, and 2) sponsoring necessary legislations that will support Plan

implementation. The AdCom — comprised by the congressional district representatives of Eastern Visayas and the RDC VIII Chair, Co-chair, Vice-Chair, and other officials — is envisaged to have the power and resources that will facilitate implementation of the RDP. In terms of investment programming, they can provide funding to the priority projects of the region. In relation to their legislative function, they can also sponsor and/or support the passage of needed legislations to fast-track Plan implementation.

### Affiliate Committees of the RDC VIII and Other Entities

Aside from the RDC VIII, there are also other entities seen to have critical participation in the implementation and M&E of the Plan, in particular to specific chapters of the Plan. These include the affiliate committees of the RDC VIII, namely: the 1) Regional Land Use Committee (RLUC) VIII, and 2) Regional Gender and Development Committee (RGADC) VIII.

The RLUC VIII is seen to support the Plan implementation by taking care of the regional spatial dimension. As the technical arm of the RDC VIII on physical planning and related concerns, the RLUC VIII is expected to provide the necessary support in terms of policy recommendations on said concerns, especially those that have regionwide implications. Similarly, the RGADC VIII will also extend similar support where gender and development is concerned. This will ensure that the Plan shall truly serve as an instrument for providing equal development opportunities for men and women.

Other regional bodies expected to play active roles are the Regional Disaster Risk Reduction and Management Council

(RDRRMC) VIII and the Regional Peace and Order Council (RPOC) VIII. The RDRRMC VIII shall support the chapter on disaster risk reduction and climate change adaptation and management, it being the mandated body (per Republic Act 10121) for coordinating tasks on disaster preparedness, mitigation, response, and rehabilitation and recovery. Meanwhile, the RPOC VIII could also support the implementation of the RDP by taking the cudgels for peace and order issues and concerns, as well as necessary initiatives to address those issues and concerns, especially those affecting Plan implementation.

### RDC VIII Project Development Assistance Center (PDAC)

The PDAC is a unit under the umbrella of the RDC that serves as its technical and facilitating body to support the SecComs and assist regional line agencies, local government units, state universities and colleges, non-government organizations, and the private sector along project planning and development, review and evaluation, and endorsement of project proposals for possible funding.

The technical services to be provided by the PDAC will fill in the skills gaps of these entities so that development of proposals for important projects are not stymied by said lack of skills among would-be proponents. With the assistance of the PDAC, it is envisioned that priority projects of the region will be translated into well-packaged project proposals required in sourcing out funds.

### Regional Line Agencies (RLAs)

The RLAs may serve either as lead implementing agency or partner-agency, depending on their respective mandates and sectors/areas over which they have authority or jurisdiction. In the case of the former, the RLA is expected to initiate and be accountable for the implementation of the identified PPAs in the RDP and its companion document, the ***Regional Development Investment Program (RDIP) 2017-2022***, and in effect, the attainment of their assigned targets set forth in the other companion document of the Plan, the ***Results Matrices (RM) 2017-2022***. As lead implementing agency, they shall coordinate with other concerned agencies, players and stakeholders in generating support needed for the effective implementation of the PPAs and attainment of targets assigned to them. In the case of the latter, the RLA is expected to provide support to the lead agency by implementing the components assigned to them. The RLAs are then expected to provide resources such as funding, personnel, time, among others, necessary in implementing the PPAs. The RDIP is the reference document for PPA assignment by agency. It reflects which agency will serve as lead or partner for which PPA. The RM likewise indicates the agencies/entities responsible for delivering the targets.

### National Economic and Development Authority (NEDA) VIII

The NEDA VIII, mandated as the principal planning agency of the government and the secretariat of the RDC VIII, shall provide the technical and administrative support to the RDC VIII to

ensure that coordination needed in facilitating implementation and M&E of the RDP will be carried out accordingly. As the RDC VIII secretariat, it will support the Council and its SecComs in carrying out their tasks in relation to their assigned chapters.

Table 20.1 illustrates the chapter assignments of the different bodies/entities.

## Local Government Units (LGUs)

The provincial, city and municipal governments have a critical participation in the RDP. Many of the interventions for implementation are contingent upon the support and cooperation of the LGUs. Given their mandate in the Local Government Code of 1991, they are expected to lead the delivery of social services, agricultural development, among others. Moreover, the Plan identifies issues and concerns that need to be addressed at the local level. There are also national policies that are better enforced when backed-up by local legislations such as ordinances and local codes.

## The Private Sector

Private organizations and individuals will serve as partners of the government in realizing the identified interventions in the Plan. One critical area where they can come in is through investments or capital formation, research and development, sharing of skills/expertise especially on business, acting as monitors or watchdogs in program implementation, and as co-implementors of public-private partnership (PPP) types of projects. The PSRs of the RDC VIII, in particular, are expected to be actively involved in feedbacking development issues and concerns to the Council, policy formulation, advocacy of the RDP, and project development.

**Table 20.1 Chapter Assignments of the Different Bodies/Entities**

RDC CHAPTER	COORDINATING BODY	NEDA VIII SECRETARIAT
<b>Chapter 3:</b> Regional Spatial Strategy	RDC VIII Full Council and RLUC VIII	Policy Formulation and Planning Division (PFPD)
<b>Chapter 5:</b> Providing an Enabling and Supportive Macroeconomic Environment	RDC VIII-EDC	PFPD
<b>Chapter 6:</b> Promoting Regional Competitiveness	RDC VIII-EDC and RDC VIII- DAC	PFPD
<b>Chapter 7:</b> Expanding Economic Opportunities in Agriculture and Fisheries	RDC VIII-EDC	PFPD
<b>Chapter 8:</b> Expanding Economic Opportunities in Industry	RDC VIII-EDC	PFPD
<b>Chapter 9:</b> Expanding Economic Opportunities in Services	RDC VIII-EDC	PFPD
<b>Chapter 10:</b> Reducing Inequality in Opportunities for Human Development	RDC VIII-SDC	Development Research Division (DRD)
<b>Chapter 11:</b> Reaching for the Demographic Dividend	RDC VIII-SDC	DRD
<b>Chapter 12:</b> Building Resiliency of Individuals and Families	RDC VIII-SDC	DRD
<b>Chapter 13:</b> Enhancing Disaster Risk Reduction and Climate Change Mitigation and Adaptation	RDC VIII-EDC and RDRRMC VIII	PFPD
<b>Chapter 14:</b> Accelerating Infrastructure Development	RDC VIII-IUDC and RPMC VIII	Project Monitoring and Evaluation Division (PMED)
<b>Chapter 15:</b> Leveraging Science, Technology and Innovation	RDC VIII-EDC	PFPD
<b>Chapter 16:</b> Enhancing Peace, Security, Public Order, and Justice Administration	RDC VIII-DAC and RPOC VIII	Project Development, Investment Programming and Budgeting Division (PDIPBD)
<b>Chapter 17:</b> Ensuring Good Governance	RDC VIII-DAC	PDIPBD
<b>Chapter 18:</b> Maintaining Ecological Integrity and Clean and Healthy Environment	RDC VIII-EDC	PFPD
<b>Chapter 19:</b> Promoting Eastern Visayas Culture and Values Reformation	RDC VIII-SDC	DRD
<b>Chapter 20:</b> Ensuring Plan Implementation and Monitoring and Evaluation	RDC VIII Full Council and RPMC VIII	PMED



## The Post-RDP Formulation Process

### Generating Massive Support through Communication and Advocacy

In order for the Plan to be implemented, there should be buy-in from all the aforementioned keyplayers. This should start with letting them know of the existence of the RDP and their respective roles and expected contributions by communicating and advocating the Plan to them. The advocacy should convey persuasive core messages, such as: *You have a stake in this Plan, therefore you should help ensure that such stake of yours will not be lost. This is our Plan, therefore you should help realize it by sharing your resources. If the Plan succeeds, you and your constituents will benefit from such success.* To ensure efficiency and effectiveness of the advocacy, the preparation of a **Communication and Advocacy Plan (CAP)** in support of the RDP 2017-2022 is imperative. The CAP will put into details the different segments of the population to be targeted, the appropriate core messages and media of dissemination, and timelines.

### Breaking the Big RDP into Small Chunks through Action/Operational Planning

The RDP, being a framework plan, is comprised of interventions that should be captured in several sectoral plans to be implemented by the RLAs, and in local plans to be implemented by the LGUs. Yet, these plans have to be carried out using the convergent approach. For example, if we want to raise the productivity of coconut, all agencies that

can contribute towards that end should make a commitment to do so. It should begin by defining exactly what each actor should do and provide. For instance, what would the role of PCA be vis-à-vis other concerned agencies such as DA, DTI, PCIC, DOST, Land Bank and other financial institutions? What about the LGUs? How can the private sector participate? Details on the specific roles and contributions of each of the players should be written down in an **Action or Operational Plan**. Each of the RDC VIII SecCom must come up with such plan document outlining the actions needed per identified intervention in the RDP, along with details such as schedule, lead entity, budget, source of funding. Basically, the questions that should be answered in this planning exercise is: What would it take for a particular PPA to be realized? What are the next steps?

### Fund Sourcing for the Plan

Aside from the regular budgets of the government implementing agencies, other funding sources will also be explored, especially for important projects that have no sure funding. The RDIP 2017-2022 shall be presented to the AdCom for possible financial support by the congresspersons of the region. External funding through Official Development Assistance will also be tapped. The RDC-Agency Central Office (RDC-ACO) Dialogue, which was started in 2016, shall be targeted as a venue for negotiation and lobbying between the RDC officials and the secretaries, with the end view of having priority projects of the region included in the respective budgets of the various departments. PPP projects may also be pursued.

Another entry point for the inclusion of budgets for the PPAs identified in the RDP is the yearly RDC VIII review of the annual budget proposals of the agencies and state universities. The RDIP is one of the reference documents in the review of said budgets. Guidelines on the budget review will explicitly cite, as one of the criteria for endorsement of the budget, inclusion of the RDP 2017-2022 PPAs in the annual budgets of the agencies. This shall be exercised diligently every year starting 2017 until 2022.

## M&E

The RM 2017-2022 shall serve as the basis for monitoring the progress of implementation of the RDP, and evaluating it at the end of the Plan period. The NEDA VIII shall undertake yearly data/information gathering from the different concerned entities to check on the status of implementation of their respective PPA shares in the RDIP. On the basis of these agency reports, the NEDA VIII will prepare the Regional Development Report, which would serve as the annual assessment of the RDP implementation. This report shall be presented to the RDC VIII and the four SecComs for information and/or appropriate action. Other reports showing prevailing socioeconomic circumstances in the region, which may be reflective of the extent of the RDP implementation, shall also be prepared regularly and disseminated. These are: the Quarterly Regional Economic Situationer (QRES), Annual Regional Economic Situationer (ARES), State of the Region Address (SORA) delivered by the RDC VIII Chair on the second quarterly meeting of the Council for each year, and the NEDA VIII Statement on the Performance of the Eastern Visayas Regional Economy released together with the annual estimates

of the Gross Regional Domestic Product (GRDP). All of these reports should serve as reference documents of the RDC VIII and its SecComs in identifying and addressing issues and concerns resulting from the implementation of the Plan.

The RPMC VIII as the RDC VIII's monitoring arm, shall also be tapped in closely monitoring the big-ticket projects listed in the RDIP 2017-2022. This is to ensure timely, efficient and effective delivery of the project deliverables. Should there be critical issues and concerns that hinder implementation of the PPAs, problem-solving sessions shall be initiated by the RDC VIII and/or the appropriate interagency body.

## List of Abbreviations and Acronyms

4Ps	Pantawid Pamilyang Pilipino Program
A and D	Alienable and Disposable
A and F	Agriculture and Fisheries
ADE	Average Daily Expenditure
ADFC	Asian Development Foundation College
AEC	ASEAN Economic Community
AEZ	Agro-ecological Zones
AFMA	Agriculture and Fisheries Modernization Act
AFP	Armed Forces of the Philippines
AGT	Applied Geo-tagging Technology
AHFF	Agriculture, Hunting, Forestry and Fishery
AHS	Automated Hearing System
AIDS	Acquired Immuno Deficiency Syndrome
ALoS	Average Length of Stay
ALS	Alternative Learning System
AMIA	Adaptation and Mitigation Initiative in Agriculture
AO	Administrative Order
ARG	Automatic Rain Gauge
ARTA	Anti-Red Tape Act
ASEAN	Association of Southeast Asian Nations
ASG	Abu Sayyaf Group
ATC	Authority to Close
BBB	Build Back Better
BEEP	Building Emergency Evacuation Plan
BFC	Business Friendly Community
BHS	Barangay Health Station
BJMP	Bureau of Jail Management and Penology
BLGF	Bureau of Local Government Finance
BNS	Barangay Nutrition Scholar
BOD	Biological Oxygen Demand
BOI	Board of Investments
BP	Batas Pambansa
BPATs	Barangay Peacekeeping Action Teams
BPLS	Business Processing and Licensing System
BPM	Business Process Management
BuB	Bottom-up Budgeting
CAAP	Civil Aviation Authority of the Philippines
CAAs	Conflict-Affected Areas

CAPE	Comprehensive Agricultural Productivity Enhancement
CARP	Comprehensive Agrarian Reform Program
CCAM	Climate Change Adaptation and Mitigation
CCT	Conditional Cash Transfer
CDP	Comprehensive Development Plan
CEST	Community Empowerment through Science and Technology
CH	Critical Habitat
CHED	Commission on Higher Education
CHO	City Health Office
CIS	Communal Irrigation System
CLUP	Comprehensive Land Use Plan
CMCI	Cities and Municipalities Competitiveness Index
COA	Commission on Audit
COC	Center of Excellence
COD	Center of Development
CP	Contingency Plan
CPEx	Communication Preparedness Exercise
CPP-NPA-NDF	Communist Party of the Philippines–New People's Army–National Democratic Front
CPR	Contraceptive Prevalence Rate
CPT	Cleaner Production Technology
CRM	Coastal Resource Management
CSO	Civil Society Organization
CSWDO	City Social Welfare and Development Office
CWF	Ceramic Water Filter
DA	Department of Agriculture
DANA	Damage Assessment and Needs Analysis
DATBED	DOST-Academe Technology-Based Enterprise Development
DENR	Department of Environment and Natural Resources
DepEd	Department of Education
DEWS	Deployment of Early Warning System
DICT	Department of Information and Communications Technology
DILG	Department of the Interior and Local Government
DO	Dissolved Oxygen
DOE	Department of Energy
DOH	Department of Health
DOST	Department of Science and Technology
DOT	Department of Tourism
DOTr	Department of Transportation
DPWH	Department of Public Works and Highways
DRMO	Disaster Risk Management Officers

DRR	Disaster Risk Reduction
DRRM	Disaster Risk Reduction Management
DSSP	Development Support and Security Plan
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
EA	Energy Audit
ECC	Environmental Compliance Certificate
EDC	Energy Development Corporation
EIA	Environmental Impact Assessment
EIS	Environmental Impact Statement
EM	Environmental Management
EMB	Environmental Management Bureau
eNGP	Enhanced National Greening Program
ENR	Environment and Natural Resources
EO	Executive Order
EP	Exploration Permit
EPI	Extended Program on Immunization
EPIRA	Electric Power Industry Reform Act
ERT	Emergency Response Team
ESCA	Expanded Senior Citizens Act
E-SGPPA	Expanded Students' Grant-in-Aid Program for Poverty Alleviation
ESWM	Ecological Solid Waste Management
EVFIC	Eastern Visayas Food Innovation Center
EVFIT	Eastern Visayas Federation for Information and Technology
EVGRC	Eastern Visayas Regional Growth Center
EWS	Early Warning System
FAO	Food and Agriculture Organization
FCDP	Family and Community Disaster Preparedness
FDA	Food and Drug Administration
FFS	Farmer Field School
FishCORAL	Fisheries, Coastal Resources, and Livelihood Project
FiT	Feed-in-Tariff
FLUP	Forest Land Use Plan
FMB	Forest Management Bureau
FMR	Farm to Market Road
FOI	Freedom of Information
FPOSI	Freight Process Outsourcing Solutions, Inc.
FS	Food Safety
GAP	Good Agricultural Practice
GDP	Gross Domestic Product

GFH	Good Financial Housekeeping
GHG	Greenhouse Gas
GIA	Grants-in-Aid
GIDA	Geographically Isolated and Disadvantaged Areas
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
GMP	Good Manufacturing Practice
GMRPLS	Guiuan Marine Reserve Protected Landscape and Seascape
GOCC	Government-owned and Controlled Corporation
GRDE	Gross Regional Domestic Expenditure
GRDP	Gross Regional Domestic Product
GSIS	Government Service Insurance System
GVA	Gross Value Added
GWH	Giga-Watt-Hour
HCAAP	Help for Catubig Agricultural Advancement Project
HDI	Human Development Index
HEI	Higher Education Institution
HFEP	Health Facilities Enhancement Program
HITS	High Impact Technology Solutions
HIV	Human Immunodeficiency Virus
HUC	Highly Urbanized City
ICM	Integrated Coastal Management
ICS	Incident Command System
ICT	Information and Communications Technology
IEC	Information and Education Communication
IEDs	Improvised Explosive Devices
IEM	Integrated Ecosystems Management
IFAD	International Fund for Agricultural Development
IMT	Incident Management Team
IP	Induced Polarization
IRA	Internal Revenue Allotment
IRR	Implementing Rules and Regulations
ISAGP	Industrial Sand and Gravel Permit
JI	Jemaah Islamiyah
KALAHI-CIDDSS	Kapit-Bisig Laban sa Kahirapan – Comprehensive Integrated Delivery of Social Services
KBA	Key Biodiversity Area
LAMS	Land Administration and Management System
LCE	Local Chief Executive
LDRRM	Local Disaster Risk Reduction and Management
LEIPO	Local Economic Investment Promotion Office

LEIZ	Leyte Ecological Industrial Zone
LGPF	Leyte Geothermal Production Field
LGU	Local Government Unit
LICTP	Leyte Information, Communication Technology Park
LIDE	Leyte Industrial Development Estate
LIIC	Local Investment and Incentives Code
LNU	Leyte Normal University
LRA	Land Registration Authority
LSHC	Leyte-Samar Heritage Center
LTFRB	Land Transportation Franchising and Regulatory Board
LTO	Land Transportation Office
M and E	Monitoring and Evaluation
MBFDP	Mangrove and Beach Forest Development Project
MCC	Millennium Challenge Corporation
MCCT	Modified Conditional Cash Transfer
MDG	Millennium Development Goals
MGB	Mines and Geosciences Bureau
MHPSS	Mental Health and Psychosocial Service
MNAO	Municipal Nutrition Action Officer
MOA	Memorandum of Agreement
MOEP	Mineral Ore Export Permit
MP	Mariculture Park
MPA	Marine Protected Area
MPE <sub>x</sub>	Manufacturing Production Extension
MPN	Most Probable Number
MPSA	Mineral Production Sharing Agreement
MRF	Material Recovery Facility
MRP	Manufacturing Resurgence Program
MSM	Men-Having-Sex-with-Men
MSME	Micro, Small and Medium Enterprise
MSMED	Micro, Small and Medium Enterprise Development
MSWDO	Municipality Social Welfare and Development Office
MTB-MLE	Mother-Tongue-Based Multi-Lingual Education (MTB-MLE)
NaLUA	National Land Use Act
NAMRIA	National Mapping and Resource Information Authority
NCC	National Competitiveness Council
NCCAG	National Color-Coded Agriculture Guide
NCD	Non-communicable Disease
NCR	National Capital Region
NDVS	National Dengue Vector Surveillance
NEAP	National Extension Agenda and Programs



NEET	Not in Education, Employment and Training
NGA	National Government Agency
NGO	Non-government Organization
NGP	National Greening Program
NHA	National Housing Authority
NHCP	National Historical Commission of the Philippines
NHIP	National Health Insurance Program
NIA	National Irrigation System
NIPAS	National Integrated Protected Areas System
NIS	National Irrigation System
NOAH	Nationwide Operational Assessment of Hazards
NPA	New People's Army
NSS	National Spatial Strategy
NYC	National Youth Commission
ODA	Official Development Assistance
OFW	Overseas Filipino Worker
OLAC	Open Languages Archives Community
OneLAB	One-Stop Laboratory Services for Global Competitiveness
OpCen	Operations Center
OTP	Ore Transport Permit
PA	Protected Area
PAGASA	Philippine Atmospheric Geophysical and Astronomical Services Administration
PAMANA	Payapa at Masaganang Pamayanan
PAMB	Protected Area Management Board
PAO	Public Attorney's Office
PASAR	Philippine Associated Smelting and Refining Corporation
PBR	Philippine Business Registry
PCC	Philippine Competition Commission
PD	Presidential Decree
PDNA	Post Disaster Needs Assessment
PDP	Philippine Development Plan
PDPFP	Provincial Development and Physical Framework Plan
PESFA	Private Education Student Financial Assistance
PEZA	Philippine Economic Zone Authority
PFM	Public Financial Management
PGR	Population Growth Rate
PGS	Performance Governance System
PhilGEPS	Philippine Government Electronic Procurement System
PHILPHOS	Philippine Phosphate Fertilizer Corporation
PHIVOLCS	Philippine Institute of Volcanology and Seismology

PLS	Protected Landscape and Seascape
PMCC	Price Monitoring and Coordinating Council
PNP	Philippine National Police
PO	Peace and Order
POPDEV	Population and Development
POT	Package of Technology
PP	Presidential Proclamation
PPA	Philippine Ports Authority
PPP	Public-Private Partnership
PS	Personnel Services
PSA	Philippine Statistics Authority
PUV	Public Utility Vehicle
PWD	Persons with Disability
R and D	Research and Development
RA	Republic Act
RBD	Refined, Bleached and Deodorized (Oil)
RCC	Regional Competitiveness Council
RDC	Regional Development Council
RDIP	Regional Development Investment Program
RHU	Rural Health Unit
RMA	Rapid Market Analysis
ROLL IT	Roads Leveraging Linkages for Industry and Trade
RoRo	Roll-on/Roll-off
RPRH	Responsible Parenthood and Reproductive Health
SAFDZ	Strategic Agriculture and Fisheries Development Zone
SC	Supreme Court
SCRIP	Safe Closure and Rehabilitation Plan
SDG	Sustainable Development Goal
SETUP	Small and Medium Enterprise Technology Upgrading Program
SGLG	Seal of Good Local Governance
SHG	Seal of Good Housekeeping
SIAD	Sustainable Integrated Area Development
SIDA	Sugar Industry Development Act
SINP	Samar Island Natural Park
SLF	Sanitary Landfill
SLSU	Southern Leyte State University
SMERA	SME Roving Academy
SRE	Statement of Receipts and Expenditures
SRH	Sexual and Reproductive Health
SSF	Shared Service Facility
SSS	Social Security System

STARBOOKS	Science and Technology Academic and Research Based Openly Operated Kiosk System
STI	Science, Technology and Innovation
StuFAP	Student Financial Assistance Program
SUC	State University and College
SWM	Solid Waste Management
TB	Tuberculosis
TBI	Technology Business Incubator
TDA	Tourism Development Area
Tech4ED	Technology for Education, Employment, Entrepreneurs, and Economic Development
TelCo	Telecommunications Company
TESDA	Technical Education and Skills Development Authority
TRC	Treatment and Rehabilitation Center
TRIPP	Tourism Road Infrastructure Prioritization Projects
TRO	Temporary Restraining Order
TSP	Total Suspended Particulates
TVET	Technical Vocational Education and Training
TVI	Technical Vocational Institutions
TWSP	Training for Work Scholarship Program
UEP	University of Eastern Philippines
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UP-MSI	University of the Philippines-Marine Science Institute
UPVTC	University of the Philippines Visayas Tacloban College
VC	Value Chain
VCA	Value Chain Analysis
VCO	Virgin Coconut Oil
VSA	Vulnerability and Suitability Assessment
VSDF	Visayas Spatial Development Framework
VSU	Visayas State University
WASH	Water, Sanitation and Hygiene
WEDC	Women in Especially Difficult Circumstances
WHO	World Health Organization
WLMS	Water Level Monitoring Sensors
YAFSS4	Young Adult Fertility and Sexuality Study
YCAP	Young Creepy Affected Population
ZO	Zoning Ordinance







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