

JAPAN INTERNATIONAL COOPERATION AGENCY

DEPARTMENT OF THE INTERIOR AND LOCAL GOVERNMENT  
THE REPUBLIC OF THE PHILIPPINES

**THE STUDY ON THE  
PROVINCIAL WATER SUPPLY, SEWERAGE AND  
SANITATION SECTOR PLAN  
IN  
THE REPUBLIC OF THE PHILIPPINES**

**VOLUME I - [3]**

**MAIN REPORT**

**PROVINCIAL WATER SUPPLY, SEWERAGE AND  
SANITATION SECTOR PLAN  
FOR THE PROVINCE OF**

**LEYTE**



**DECEMBER 1999**

**NIPPON JOGESUDO SEKKEI CO., LTD.**

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1157228 [6]

## PREFACE

In response to a request from the Government of the Republic of the Philippines, the Government of Japan decided to conduct a development Study on Provincial Water Supply, Sewerage and Sanitation Sector Plans for Visayas and Mindanao and entrusted the study to the Japan International Cooperation Agency (JICA).

JICA selected and dispatched a study team headed by Mr. Masatoshi Momose of Nippon Jokesuido Sekkie Co., LTD. and dispatches to the Philippines, four times between January 1998 and May 2000, and especially to the Leyte province, one time between January 1999 and December 1999. In addition, JICA set up an advisory committee headed by Ms. Keiko Yamamoto, Development Specialist, Institute for International Cooperation, JICA between December 1997 and May 2000.

The Team held discussions with the officials concerned of the Government of the Philippines, and conducted field surveys at the study area. Upon returning to Japan, the Team conducted further studies and prepared this final report.

I hope that this report will contribute to the promotion of the project and to the enhancement of friendly relationship between our two countries.

Finally, I wish to express my sincere appreciation to the officials concerned of the Government of the Philippines for their close cooperation extended to the Team.

December 1999



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**Kimio Fujita**  
President  
Japan International Cooperation Agency





Letter of Transmittal

December 1999

**Mr. Kimio Fujita**  
President  
Japan International Cooperation Agency  
Japan

Dear **Mr. Fujita**,

We are pleased to submit herewith the Final Report of the Study on Provincial Water Supply, Sewerage and Sanitation Sector Plan in the Republic of the Philippines.

The Study was completed through discussions with the officials of the Government of the Philippines and the field investigation during four visits from January 1998 to May 2000.

The Final Report consists of four volumes: Summary Report which succinctly describes the study and recommendations; Volume I - Main Report which covers not only the long-term and medium-term development plans on water supply, sewerage and sanitation sector, but also institutional, operation and financial strengthening plan for the local governments; and Volume II - Supporting and Volume III - Data Report including detailed analysis, relevant information and collected data.

In view of the urgency of water supply and sanitation improvement as well as the need for socio-economic development in the study provinces, we hope that the said plans will be realized in an early stage.

We wish to take this opportunity to express our sincere gratitude to your agency and the Ministry of Foreign Affairs. We also would like to show our appreciation to the officials of the Department of the Interior and Local Government, the JICA Philippine Office, and the Embassy of Japan in the Republic of the Philippines for their kind cooperation and assistance throughout our field survey.

Very truly yours,



**Masatoshi Momose**  
Team Leader for the Study on  
Provincial Water Supply, Sewerage  
and Sanitation Sector Plan in  
the Republic of the Philippines



Republic of the Philippines  
**PROVINCE OF LEYTE**  
Tacloban City 6500  
Tel. Nos. 321-3416; 321-4927  
Fax No.: 325-5156

**OFFICE OF THE PROVINCIAL GOVERNOR**

## **MESSAGE**




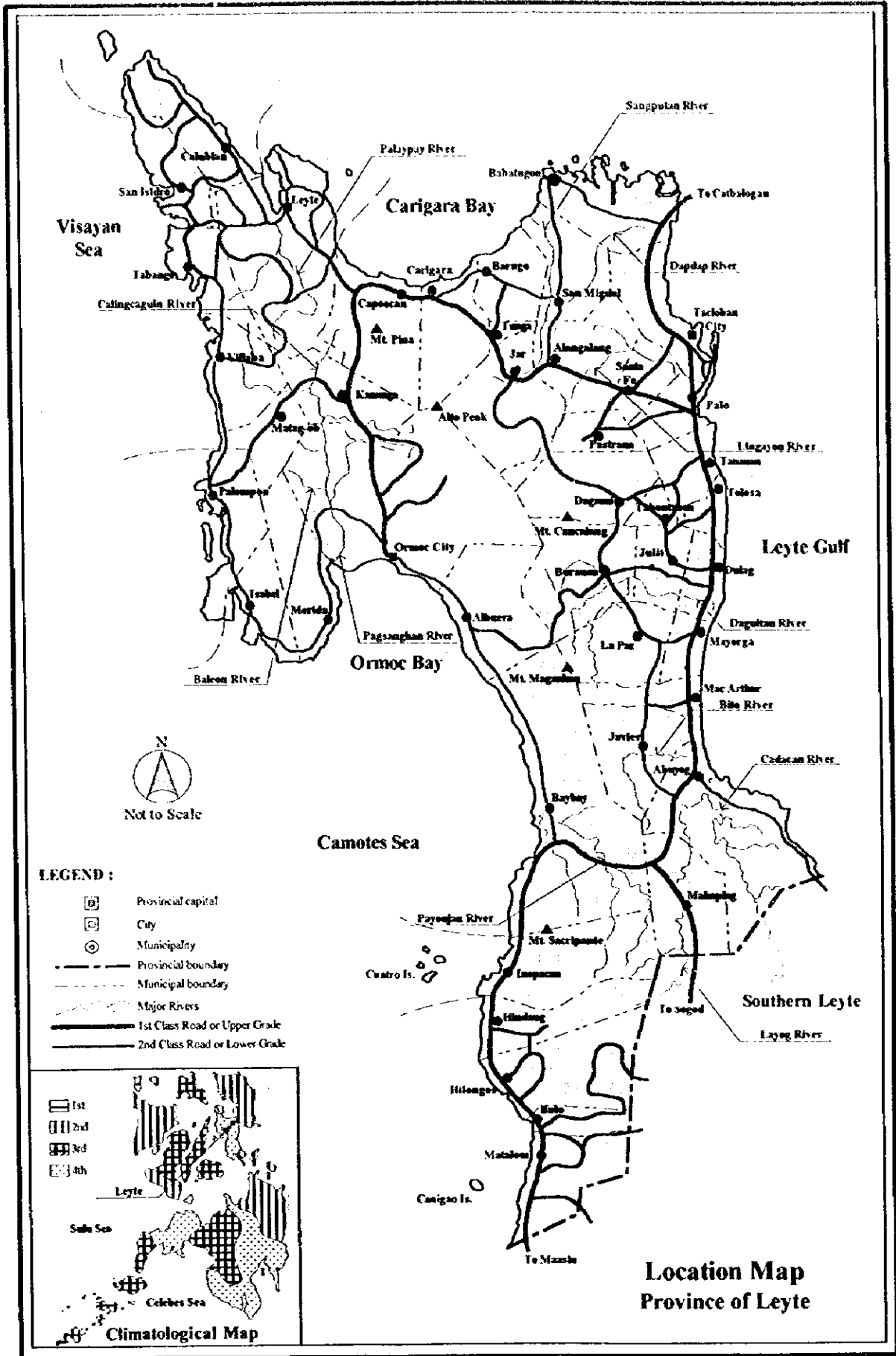
*Water is a basic human need. Therefore, municipalities are mandated under the Local Government Code of 1991 to provide this basic need of the people through artesian wells, spring development, rainwater collectors and water supply systems, while provinces are to provide inter-municipal waterworks. In the delivery of water supply services, the participation of the private sector is encouraged by the State to ensure the viability of the service delivery.*

*It is within this context that the **Provincial Water Supply, Sewerage and Sanitation Sector Plan (PW4SP)** of the province of Leyte was prepared by an inter-office group called the Provincial Sector Planning Team with technical assistance from Japan International Cooperation Agency (JICA). Our PW4SP consists of a Medium-Term Investment Plan (2000-2004) and a Long-Term Investment Plan (2005-2010). It is envisaged that the Plan will be the basis in the development and implementation of water supply and sanitation programs and projects by the province, the municipalities and the city of Tacloban, in the next 10 years. For the Plan defines the future requirements in water supply and sanitation improvement, and the logistics needed therefor within years 2000 to 2010.*

*Since, the PW4SP is also envisioned to be the basis for the execution of water supply and sanitation sector development from proceeds of loans by foreign development institutions, from local governments units' development funds and from private sector investments, it is expected that this Plan will be the bible of the province and the municipalities for water supply and sanitation improvement within the aforesaid plan period.*

*We, the local government units, look forward to the implementation of this Plan, in partnership with the Department of the Interior and Local Government (DILG), the JICA and the civil society. For we believe that our constituents need adequate and better water supply services and sanitation improvement for better health and hygiene. A healthy citizenry is a sign of good governance by local government units.*

  
**REMEDIOS L. PETILLA**  
Governor



Visayan Sea

Carigara Bay

Ormoc Bay

Camotes Sea

Leyte Gulf









Southern Leyte

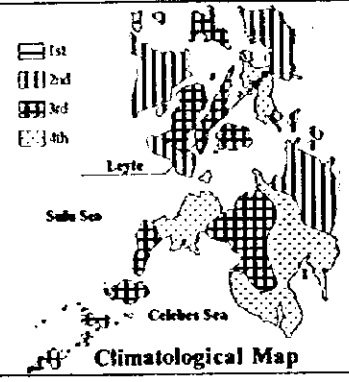
Location Map  
Province of Leyte



Not to Scale

**LEGEND :**

-  Provincial capital
-  City
-  Municipality
-  Provincial boundary
-  Municipal boundary
-  Major Rivers
-  1st Class Road or Upper Grade
-  2nd Class Road or Lower Grade



Leyte

Sulu Sea

Celebes Sea

Climatological Map

San Isidro  
Calabutan  
Leyte  
Tabangon  
Calingayun River  
Capeocan  
Mt. Pina  
Kanasan  
Mutag-ib  
Palampayan  
Iraol  
Maribon  
Baleon River  
Palispay River  
Bahatagon  
Carigara  
Bawingo  
San Miguel  
Tungon  
Jar  
Alangalang  
Sala-Bo  
Falaran  
Dagdap River  
Taclaban City  
Falo  
Lingayon River  
Tanaman  
Tolosa  
Dagupan  
Tuburan  
Mt. Cansabog  
Jalis  
Buron  
Albuera  
Pagsanjan River  
Mt. Magallon  
La Paz  
Dagupan River  
Mayuga  
Mac Arthur  
Bito River  
Caban River  
Javier  
Alapog  
Caban River  
Barbay  
Mabangon  
Pagsanjan River  
Centro Is.  
Imposon  
Hilongon  
To Sagod  
Hilongon  
Kaba  
Matalon  
Canigao Is.  
To Mazzab



**PROVINCIAL WATER SUPPLY, SEWERAGE AND  
SANITATION SECTOR PLAN**

**VOLUME I MAIN REPORT**

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**PROVINCIAL WATER SUPPLY, SEWERAGE AND  
SANITATION SECTOR PLAN**

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# PROVINCIAL WATER SUPPLY, SEWERAGE AND SANITATION SECTOR PLAN

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## PROVINCIAL WATER SUPPLY, SEWERAGE AND SANITATION SECTOR PLAN

### LIST OF ABBREVIATIONS

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AC-PO	-	Area Coordinator-Project Officer
ADB	-	Asian Development Bank
AIDAB	-	Australian International Development Assistance Bureau
AIM	-	Asian Institute of Management
AIP	-	Annual Investment Plans
BC	-	Barangay Council
BDC	-	Barangay Development Council
BLGF	-	Bureau of Local Government Finance
BMGS	-	Bureau of Mines and Geo-Sciences (defunct), the now Mines and Geo-Sciences Bureau
BOD	-	Biochemical Oxygen Demand
BOD/Officers	-	Board of Director/Officers
BWP	-	Barangay Water Program
BWSA	-	Barangay Waterworks and Sanitation Association
CBO	-	Community-Based Organizations
CD	-	Community Development
CDA	-	Cooperative Development Authority
CDF	-	Countryside Development Fund
CDTS	-	Community Development and Training Specialist
CEO	-	City Engineering Office
CEP	-	Capacity Enhancement Program
CIDA	-	Canadian International Development Agency
CLGOO	-	City Local Government Operations Officer
CO-CD	-	Community Organization-Community Development
CPC	-	Country Program for Children
CPH	-	Census on Population and Housing
CPSO	-	Central Project Support Office
CSC	-	Civil Service Commission
D/D	-	Detailed Design
DA	-	Department of Agriculture
DAP	-	Development Academy of the Philippines
DBM	-	Department of Budget and Management
DECS	-	Department of Education, Culture and Sports
DENR	-	Department of Environment and Natural Resources
DEO	-	District Engineering Office
DF	-	Development Fund
DILG	-	Department of the Interior and Local Government
DOF	-	Department of Finance
DOH	-	Department of Health
DPWH	-	Department of Public Works and Highways
DSWD	-	Department of Social Welfare and Development
DTI	-	Department of Trade and Industry
EVS	-	Environmental Sanitation
F/S	-	Feasibility Study
FHSIS	-	Field Health Service Information System
FW4SP	-	First Water Supply, Sewerage and Sanitation Sector Project
GAD	-	Gender and Development
GFI	-	Government Financial Institution
GO	-	Government Office

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## List of Abbreviations

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GOP	-	Government of the Philippines
GOJ	-	Government of Japan
HH	-	Household
IBRD	-	International Bank for Reconstruction and Development
IEC	-	Information, Education and Communication
IRA	-	Internal Revenue Allotment
IRR	-	Implementing Rules and Regulations
ITN	-	International Training Network
JICA	-	Japan International Cooperation Agency
LBP	-	Land Bank of the Philippines
LGC	-	Local Government Code
LGEF	-	Local Government Empowerment Fund
LGU	-	Local Government Unit
LWUA	-	Local Water Utilities Administration
MDC	-	Municipal Development Council
MDF	-	Municipal Development Fund
MEO	-	Municipal Engineer's Office
MHO	-	Municipal Health Office
MLGOO	-	Municipal Local Government Operations Officer
MOA	-	Memorandum of Agreement
MOOE	-	Maintenance Operating and Overhead Expenses
M/P	-	Master Plan
MPDO	-	Municipal Planning and Development Office
MS	-	Monitoring Specialist
MSL	-	Municipal Sector Liaison
MSLT	-	Municipal Sector Liaison Team
MTPDP	-	Medium-Term Philippine Development Plan
MWSS	-	Metropolitan Waterworks and Sewerage System
MWSTF	-	Municipal Water and Sanitation Task Force
NAMRIA	-	National Mapping and Resource Information Authority
NCRFW	-	National Commission on the Role of Filipino Women
NDCC	-	National Disaster Coordinating Council
NEDA	-	National Economic and Development Authority
NGOs	-	Non-Governmental Organizations
NIA	-	National Irrigation Administration
NMP	-	National Master Plan
NMYC	-	National Manpower Youth Council
NSDW	-	National Standard for Drinking Water
NSO	-	National Statistics Office
NSMP	-	National Sector Master Plan
NWRB	-	National Water Resources Board
O&M	-	Operation and Maintenance
ODA	-	Overseas Development Assistance
OECF	-	Overseas Economic Cooperation Fund
PA	-	Provincial Administrator
PAIASO	-	Provincial Accounting and Internal Audit Service Office
PBO	-	Provincial Budget Office
PD	-	Presidential Decree
PDC	-	Provincial Development Council
PEO	-	Provincial Engineer's Office
PHO	-	Provincial Health Office
PIO	-	Public Information Office
PGSO	-	Provincial General Services Office
PLGOO	-	Provincial Local Government Operations Officer
PMC	-	Project Monitoring Committee

## List of Abbreviations

PMO	-	Project Management Office
PMU	-	Provincial Monitoring Unit
POPCOM	-	Population Commission
PoW	-	Program of Work
PPAC	-	Philippine Plan of Action for Children
PPDC	-	Provincial Planning and Development Coordinator
PPDO	-	Provincial Planning and Development Office
PSP1	-	Provincial Sector Planning Team
PST	-	Provincial Sector Team
PTA	-	Parent Teacher Association
PTO	-	Provincial Treasury Office
PW4SP	-	Provincial Water Supply, Sewerage and Sanitation Sector Plan
PWSC	-	Provincial Water Supply and Sanitation Coordinator
PWSO	-	Provincial Water and Sanitation Office
RA	-	Republic Act
RDC	-	Regional Development Council
RDCC	-	Regional Disaster Coordinating Council
RHO	-	Regional Health Office
RHUs	-	Rural Health Units
RPMC	-	Regional Project Monitoring Committee
RSI	-	Rural Sanitary Inspector
RWSA	-	Rural Waterworks and Sanitation Association
SB	-	Sanggunian Bayan
SP	-	Sanggunian Panlalawigan
SSI	-	Supervising Sanitary Inspector
SWL	-	Static Water Level
TESDA	-	Technical Education and Skills Development Authority
TCP	-	Teacher-Child-Parent
UNDP	-	United Nations Development Programme
UNICEF	-	United Nations International Children's Emergency Fund
VIP	-	Ventilated Improved Pit Latrine
WASAMS	-	Water and Sanitation Monitoring System
WATSAN	-	Water and Sanitation
WC	-	WATSAN Center
WD	-	Water District
WHO	-	World Health Organization
WID	-	Women in Development
WSSE	-	Water Supply and Sanitation Engineer
WSS-PMO	-	Water Supply and Sanitation-Programme Management Office





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**EXECUTIVE SUMMARY**

**ES**



## EXECUTIVE SUMMARY

### 1. Introduction

#### Background and Objectives

The Provincial Water Supply, Sewerage and Sanitation Sector Plan (PW4SP) for the province of Leyte was prepared by the Provincial Sector Planning Team with technical assistance from Japan International Cooperation Agency (JICA). The PW4SP will be the basis for execution of sector development from proceeds of sector loan by foreign donors, LGU's budget including internal revenue allotment from the National Government and private sector investments.

The PW4SP covers a Long-Term Development Plan (2005-2010) and a Medium-Term Investment Plan (2000-2004) to achieve the provincial targets of water supply, sewerage and sanitation sector. The plan includes arrangements and logistics for implementation and measures to strengthen operational frameworks and institutional capabilities that embody community development and gender responsiveness. As an initial step towards capability building, the Study was designed with the end view of strengthening the LGU's capability in sector plan preparation through conduct of series of workshop and hands-on training.

#### Planning Approach for Future Sector Development

The primary bases of the PW4SP are national sector policies and strategies, as well as major legislation and regulations relevant to the sector. The guidelines for setting the provincial sector targets are the three national level plans: the Philippine National Development Plan (1999-2024), the Water Supply, Sewerage and Sanitation Master Plan of the Philippines (1988-2000) and the Updated Medium Term Philippine Development Plan (1996-1998). The GOP recently approved the IRR providing detailed arrangements on the devolution of WATSAN responsibilities and resources. Parallel to this are the current sector policies and strategies, to wit: i) self-reliance and local community management of services; ii) an integrated approach to water, sanitation and hygiene education; iii) cost sharing arrangement; iv) cost recovery of capital and O&M; v) private sector participation; and vi) an integrated water resources strategy.

The PW4SP will help ensure that sector investments are optimized in consideration of fund and water source availability constraints as well as planning capacity. It is envisaged that the Plan will be progressively updated as its implementation proceeds. Furthermore, future detailed studies and plans for project implementation shall be conducted in the context of the PW4SP.

A data management system was established as a tool to come up with the outputs commensurate to the objectives of the provincial plan and at the same time reflect the planning approach. It will provide a map of relative needs in the province allowing for adjustment and updating when further information becomes available. Different scenarios may be worked out by planners using the program by changing key parameters based on planning assumptions and conditions.

#### Report Composition

Three (3) study reports were prepared as follows: i) Main Report (Volume I) which presents the results of the whole study consisting of 12 chapters; ii) Supporting Report (Volume II); and iii) Data Report (Volume III). Supporting materials including alternative studies and detailed calculations, and data/information constitute the last 2 reports.

## **2. Provincial Profile**

Leyte is located at the eastern part of the Visayan group of islands and belongs to Region VIII, the Eastern Visayas Region. Tacloban City, a component city is the provincial capital as well as the regional center. The province is composed of 41 municipalities and 2 cities. Based on the 1995 NSO records, there are 1,643 barangays, of which 385 are urban and 1,258 rural. The province is classified as 1<sup>st</sup> class. At the municipal level, 18 municipalities belong to 5<sup>th</sup> class, 2 municipalities to 6<sup>th</sup> class, and the rest has higher classification. Population of the province was 1,511,251 in 1995 with an annual growth rate of 1.89% between 1990 to 1995. Ormoc City, as an independent city, is excluded from PW4SP study area.

#### Physical Features

There are 2 types of climate in the province. Type II, which is experienced in the eastern part has a very pronounced maximum rainfall and is generally wet the whole year. Type IV, which is experienced in the western part has a rainfall that is more or less evenly distributed throughout the year. The Leyte Central Highlands Range with an elevation of 1,219 masl and two (2) smaller mountain systems, the northwest and the northeast sectors are the major geomorphic feature of the province. Primary lowlands are the valleys of Leyte and Ormoc.

There are eight (8) major rivers that traverse the province. Layog River with a watershed of 597km<sup>2</sup> is the largest. About 47% of the total land area of the province constitute agricultural land. Forestland is a mere 9%, while built-up area is only about 2%. The remaining 42% are either grassland, open land or inland/fishpond/mangrove areas.

agricultural land. Forestland is a mere 9%, while built-up area is only about 2%. The remaining 42% are either grassland, open land or inland/fishpond/mangrove areas.

### Socio-economic Aspects

Agriculture and fishing are the major economic activities in the province. The presence of six (6) industrial parks is another promising economic activity. The average annual family income in 1994 was ₱51,042 which was well below the national average of ₱83,161. Moreover, about 46% of the total number of families lived within and below the established poverty threshold income of ₱ 37,053 in Region VIII.

All municipalities have electric supply service but with only 53% household coverage. Telecommunication service is also available in all municipalities. Inter-municipal land transportation can be obtained by means of jeepneys, taxis, cars and buses. There are 47 banking institutions, 710 industrial/commercial establishments, and 29 tourism-related facilities. With regard to social services, there are 808 schools, 23 hospitals, and 262 health units and barangay health stations.

Provincial population growth rates had been steadily increasing for the last 6 censal years. The 1998 population was estimated to provide the planning base for this provincial plan. Considering the 1995 NSO classification of urban and rural barangays, rural population accounts for 68%, while the remaining 32% are urban.

An indicator of health problem related to water supply and sanitation is the high incidence of water-related diseases. The reported cases in the province were typhoid/paratyphoid, viral hepatitis, diarrhea, skin diseases, scabies, dengue fever, dysentery, conjunctivities, gastroenteritis, cholera, intestinal parasitism, filariasis and schistosomiasis.

Environmental problems related to wastewater discharge and unsanitary solid waste disposals are occurring in parts of the province. Major pollution sources in urban areas are domestic wastewater and dumped garbage. Only 55% of the total households in the province relied on the municipal refuse collection services.

### **3. Existing Facilities and Service Coverage**

The service coverage of each sub-sector is estimated as percentages of served population/households/utilities against the total number. In water supply, safe classification of Level I facilities is introduced and further categorized into public or private. Aside from household

toilets, school toilets and public toilets are included in the sanitation components in view of public hygiene improvement. Preliminary discussions on solid waste management are also considered.

### Water Supply

The province has 22 Level III systems operating under different type of ownership (authority or association) together with their service coverage. These are ten (10) Water Districts, nine (9) Municipal Waterworks and three (3) RWSAs operated systems. Among them, Leyte Metropolitan WD, Metro Carigara WD and Metro Hilongos WD are serving a total of 14 municipalities/city. Common issues encountered are rationing due to insufficient water pressure caused by limited water source, inadequate capacity of distribution pipes due to inappropriate planning and designing, and insufficient water quality examination. Collection efficiency of water charges is quite high at bigger waterworks, which is in contrast with smaller waterworks office that experienced very poor collection due to weak management practice.

There are 218 Level II systems operating in the municipalities and Tacloban City; 194 systems utilize spring sources, while 24 systems use deep wells. Most of these practice scheduled water supply due to insufficient water source/insufficient capacity of the facilities. Such problems are mainly caused by order-less expansion or indiscriminate tapping of individual connections resulting to insufficient water flow/reduction of water pressure. Water quality examination is commonly not adequately conducted. About 20% of the waterworks office impose a flat rate water charge of 5 to 30 Pesos/HH/month. The rest supplies water free of charge. Repair works are often done with the assistance of the MEO/CEO.

Level I facilities are common in rural barangays. Of the 21,700 operational Level I facilities, 60% are shallow wells. In the course of PW4SP preparation, 40% of the shallow wells were assumed as unsafe water source. All deep wells, covered/improved dug wells and developed springs are regarded as safe water sources. Most of these unsafe sources are located in nearby potential pollution sources, hence, for new construction of shallow wells, proper site selection and appropriate construction method shall be applied together with periodic water quality monitoring. Percentage shares between public and private Level I facilities for rural water supplies are 38% and 62%, respectively. The share of developed springs in public facilities is 12%.

About 66% or 960,100 of the present population (1,450,900 comprising 32% in urban area and 68% in rural area) are adequately served. Under area classification, 82% of urban popu-

lation and 59% of rural population have access to safe water sources/facilities. Of the served population, 21% or 307,000 persons are served by Level III systems. About 40% or 583,300 persons depend on Level I facilities, while the rest relies on Level II systems.

#### Sanitation

The service coverage of sanitary toilets in the province is 69% or 199,596 of the total households, which is a little higher than the national coverage of 60%. These toilets consist of 18% flush type, 78% pour-flush type and 4% VIP/sanitary pit latrine. In municipalities that have high water service coverage (Hindang, Palo), high sanitation coverage occurs and adversely, in low water supply coverage (Jaro, Mahaplag), low sanitation coverage also occurs. Service coverage in urban area is 77%, while in rural area, the coverage is 66%. Although high percentage of sanitary toilets is disclosed in urban areas, problems arise from the unsatisfactory disposal of the effluent from the septic tanks or the direct discharge of wastewater to the local drains. Sullage management is unheard of. In urban areas, there are no sewerage systems.

The province has a total of 4,499 toilets installed at 1,279 schools. Only 57% of the students is adequately served by sanitary toilets (58% for public school students). The present average ratio of 59 students per sanitary toilet is a little over the service level standard of 40 students per sanitary facility. Some of these facilities are not being used due to lack of water supply, destroyed plumbing fixtures and water tank seepage. Proper operation and maintenance are not usually done. There are 235 public utilities; public markets, bus/jecpney terminals, and parks or plazas. Almost all public utilities (99%) are served with sanitary toilets. However, the manner of usage and maintenance are improper rendering the facilities unsanitary. At present, no specific arrangements are made for the operation and maintenance, as well as the collection of fees to cover such cost.

#### **4. Existing Sector Arrangements and Institutional Capacity**

##### Institutional Framework

The Local Government Code has essentially re-defined the roles, relationships, and linkages of central, provincial, municipal and barangay institutions in the provision of basic social services, including water and sanitation. The new direction mandates the LGUs to play a larger role in planning and implementing water supply and sanitation projects. However, this has raised serious institutional capacity and resource reallocation issues.

Drastic changes took place among the DPWH, DILG, DOH and LGUs after the government's decentralization and issuance of NEDA Board Resolution No.4 (1994). To ensure common interpretation of the Resolution, the Implementing Rules and Regulations (IRR) were prepared. The role of implementing water supply projects, which DPWH used to undertake, has been transferred to the LGUs. The functions of the then IPHO under the DOH have also been devolved to the LGUs. It is now the DILG, through the Water Supply and Sanitation Program Management Office (WSS-PMO) which provides overall coordination over the implementation of WATSAN projects of LGUs.

At the provincial level, the PPDO is responsible for planning WATSAN sector projects while the PEO undertakes survey, design of facilities, construction supervision and assistance in O&M of facilities. The PHO is responsible for health, hygiene and sanitary improvement in coordination with MHOs. Normally, Level I/II system projects are initiated by BCs, and LGUs implement the projects with funds made available for the purpose. The municipalities seem to have some capacity for the work in Level I/II service levels, however, the assistance from province is required not only for finance but also for technical aspect. The province has some experience in implementing Level III projects. In general, the project implementing capacity of LGUs is still limited and may require continued assistance from national government line-agencies, NGOs, etc. For this purpose, Water Supply Project Task Forces have set up as needed. Larger water supply systems are managed by either municipalities or WDs that have a higher level of management expertise.

The current major institutional issues are: managing the transition process, and establishing the LGU's leadership for the sector. Major resource realignments and capacity building initiatives are needed. At the local level, the LGUs' capability to handle sector projects needs to be developed to enable them to address their expanded role sufficiently, and will require substantial input and support.

#### Community Development

There has been limited experience in planning or implementing community development processes for the WATSAN sector projects in the Province of Leyte. The manner by which CD/CO work is done is how it was done in past sector projects, particularly the Barangay Water Program. While the PPDO and the PHO both have the structure to undertake or conduct CD work, this is done only as part of or as a component of other projects. As such, there is an apparent lack of the identified major responsible players on CD, particularly on the provincial level. These create a serious gap to the critical linkage and support of sector projects, from the provincial to the municipal and as far down as the barangay levels. The training



programs that should update the knowledge and skills of LGUs on community development have also been very few and far between.

### Gender Consideration

For some time now, the Province has been implementing gender-sensitive projects. Those that relate to the WATSAN sector, however, have been limited to health and sanitation, as well as hygiene projects. Gender and development, as a whole, has still to be fully integrated in the mainstream of projects planned and implemented for the province and its LGUs, including the WATSAN sector.

Key informant surveys and group interviews were conducted to determine the degree of community participation on the sector of barangay officials and their constituents, with emphasis on gender-related issues. In general, there is no gender bias in the manner by which WATSAN activities are being practiced:

- water fetching responsibility – Most men claimed that they or their sons fetch water. But according to women, there is no designated gender responsible for fetching water. The responsibility lies on whoever is available.
- operation and maintenance activities -- Men were more involved in WATSAN activities, particularly in repair and maintenance of the facilities. But some women claimed that they are also responsible for minor repairs. However, they expressed that both women and men can participate in operating and maintaining WATSAN facilities.
- barangay organizations - These are still male-dominated. Most chairpersons/heads are males, while women occupy the traditional roles, such as secretary or treasurer. This is due to being traditionally patriarchal especially for indigenous communities.
- consultation and project participation -- Both women and men were consulted and briefed on their roles and responsibilities in the planning, design and construction of WATSAN facilities. Actual participation during construction came mostly from men.
- WATSAN training -- Most men received sector-related training. Both women and men have access to training and are interested to learn new skills.
- Health and hygiene – Both women and men equally recognized the importance of good health and hygiene practices. But women mostly attend health and sanitation training.

## **5. Past Financial Performance in Water Supply and Sanitation**

Since the devolution of the water supply and sanitation project to the LGUs in 1992, the LGUs have been dependent on the Internal Revenue Allotment (IRA) for their financial requirements. For the period 1995-1998, the IRA of the province represented about 87.48% of

the total income. The provincial government has no economic enterprises, but it receives rental income from the lease of its lots by national government offices. It manages eleven (11) district hospitals as a result of devolution subsidizing for their operation, since hospital fees being charged are very low and not even sufficient to cover the costs of operation and maintenance of the system. In addition, it has a day care center, which is being subsidized by the province, with counterpart from the municipalities. There is no cost recovery scheme for the equity provided by the province in the day care center project.

Actual expenditures for the same period were 81.94% of the total revenue. These expenditures are further broken down into personnel (65.27%), capital outlay (3.82%), and operation and maintenance expenses (12.85%).

The funds for the development are part of the capital outlay of the province. The amount of debt servicing capacity of the provincial government is computed to be P98.1 million for the year 1999, which represents the maximum loanable amount through the MDF.

Funds for the capital outlay is mainly derived from 20% DF of the IRA. During the period 1995-1999, the 20% DF of the province were not sufficient to cover the actual expenditures for the year 1995, 1996 and 1998. For 1999, it is also projected that the 20% DF amounting to P121.4 million will not be adequate to cover the capital expenditures of the province.

The Provincial government has not given priority to WATSAN sector. It was in 1997 when the funds were allotted to province-wide municipal and barangay projects including WATSAN, but there were no available data on the actual expenditures for WATSAN sector. In the AIP of the province, there were no definite projects identified for water supply and sanitation sector during the period of 1995-1999, since WATSAN sector was combined with other projects.

The sector projects in previous years were funded by UNICEF and were undertaken by PPDO, PEO and PHO. Currently, the provincial government provides the prioritized WATSAN projects with funds under the social services sector. The PEO-Waterworks implements the provincial government funded projects under the General Fund. For sector project implementation, funding sources are provincial government, CDF (Congressmen) and the municipal government, while the implementing agencies are the PEO, DPWH-District Office and the Municipal Government, respectively.

With regard to the capital cost recovery for Level I water supply, it was free to the community in the past. For Level II systems, the capital cost is shouldered by the RWSAs through a loan or grant, while for Level III, the WDs or RWSAs bear the entire cost. Those for Level III are usually financed by the LWUA for a period of up to thirty (30) years with interests ranging from 8.5-12.5 %. For less capable WDs, soft loans without interest for the first 5 years of operations are available. Regarding sanitation sector, construction of the superstructure and the depository of household toilet is through self-help.

The O&M cost for Level I and II water supply systems is the responsibility of the users. It is mandatory that the community shall organize themselves into an association which handles collection of water charges as well as O&M of the facility. However, most of the RWSAs and BWSAs reportedly face difficulty to manage the systems, since beneficiaries do not recognize the cost requirements. The monthly fees for Level I in the active association range from ₱5.00 - ₱30.00 /household /month. For Level III systems, the O&M cost is basically covered by the user's fees. LWUA's policy is to make WDs financially viable, self-sufficient and be able to repay their loans obtained to improve water supply services.

The percentage of water fee to median monthly household income is about 1.5% for Level III, 0.7 - 1.2% for Level II and 0.2% for Level I. Thus, the current water rates in all service levels are within an affordable range. On the other hand, construction cost of household toilet seems to be expensive comparing with the family income.

## **6. Water Source Development**

The study on water source development covers the entire province. It gives an emphasis on groundwater availability rather than surface water considering its economic advantages and current practices in potable water use.

In the island of Leyte, four broad lithologic classifications are made: (1) a schist body, (2) an igneous complex with serpentized facies of probable Cretaceous period to Oligocene epoch, (3) a sedimentary sequence equivalent to that of Samar Island during early Miocene to Pleistocene epoch, and (4) a Quaternary volcanics.

The most extensive exposure of the schist body during Pre-Cretaceous period is found at the east-side of Sta. Cruz, San Miguel and the west-side of Babatngon. The layer that is unconformably overlying on the said rocks in the western side of the island is coralline limestone with marly facies. There are volcanic cones and associated flows distributed along a north-

western trending belt controlled by a major fault structure which runs parallel to the Philippine Rift Zone. The evolution of Biliran Island is related to this period of volcanism. Recent deposits consist mostly of unconsolidated alluvium; fine sand, silt, clay with minor gravel. In Ormoc Valley, the deposits are well sorted along the rivers forming varying thickness, width and length. Leyte Valley is rich in tuffaceous sediments.

For planning purposes in the development of groundwater sources, the provincial area is divided into solo shallow well, deep well and difficult areas. A few solo shallow well areas are located at the western coasts of the province. Deep well area covers about 65% of Leyte, while difficult area falls on the remaining area. Ironic water is observed in shallow and deep wells along the national highway of Leyte Valley, where the municipalities of Capooacan, Carigara, Kananga, Palo, Santa Fe, Tanauan, Tolosa and Tunga are located.

Based on the inventory of water sources prepared during the study, the province has 900 developed springs currently serving the province. Such spring sources come out from the mountain systems on the eastern and western parts, and from the mountain range on the central part of the province. A total of 162 untapped springs for future development is reported in the same location of developed springs. Other municipalities out of the above-mentioned area have few untapped springs.

Based on the existing well inventory, the depth of potential aquifers occurs between 20 to 120 meters in the Recent alluvium and the Plio-Pleistocene rocks. The development of deep wells is more advantageous than shallow wells considering the safe quality and invariable yield of deeper aquifers. In Leyte Valley, groundwater is characterized by slightly higher iron contents and acid pH. Such quality is caused either by groundwater itself, well materials eluded in acid water, or combination of groundwater and well materials. In this case, deep wells shall be designed with anti-corrosive materials such as PVC and SUS.

There is a potential surface water source at Lake Danao on the southern slope of Alto Peak, probably a dammed lake caused by mudflows from Alto Peaks' eruption. This lake has a catchment area of about 6.5 km<sup>2</sup> with a water level of 560 masl. Available water to be developed was estimated at more than 1.00 m<sup>3</sup>/sec. Water quality was examined and classified into Class AA of the DENR water quality criteria for fresh water.

For the preparation of the medium-term development plan in terms of water source development, utilization of spring sources was given first priority, with special attention to the development of Level III systems. Groundwater source availability as second priority was presented by municipality with standard specifications of wells, including parameters such as well depth, static water level and specific capacity.

For the furtherance to design the concrete specifications of the planned wells, recommendations are made to conduct detailed groundwater investigations entailing the construction of test wells, prior to the detailed design or in the pre-construction stage. The municipalities that fall on this group are located in the chain area from San Miguel to Julita.

Untapped springs shall also be surveyed to confirm the development possibility in the detailed groundwater investigation. This will include items on the following: i) location and type of spring source; ii) fluctuation of discharge rate through the year; iii) distance from spring source and proposed served area; and iv) elevation difference between the two points.

## **7. Future Requirements in Water Supply and Sanitation Improvement**

### Physical Targets and Service Coverage

Phased requirements for the sector development in the province are assessed to meet the provincial targets established as percentages of beneficiaries or utilities to be served by sub-sector. Targets of service coverage for water supply in Phase I development were established in consideration of securing existing service coverage and viable investment using available IRA both in urban and rural water supply as shown in Table 7.1. Sanitation sector target is applied in order to attain sufficiency and balanced distribution of the facilities in urban and rural area as embodied in the PNDP. Sewerage target is set for only part of urban centers in the long-term development, while solid waste management considered the medium-term household requirements. Logistic support is considered as a minimum requirement of LGUs for the implementation of PW4SP. The types and number of well drilling/rehabilitation equipment and supporting vehicle for Level I facilities are identified as reference information. Also, minimum requirements for setting up a provincial laboratory to support drinking water quality surveillance and monitoring activities are described.

Table 7.1 Present Service Coverage and Sector Targets

Sub-Sector	Area/Type	Base Year Service Coverage	Provincial Sector Targets	
			Phase I	Phase II
Water Supply	Urban Area	82	82	95
	Rural Area	59	59	93
Sanitation	Urban III Toilet	78	80	93
	Rural III Toilet	66	75	90
	School Toilet <sup>58</sup>	58	75	90
	Public Toilet	99	100	100
Sewerage	Urban Area	0	Not applicable	50
Solid Waste	Urban Area	89	90	Not applicable

Frame values are projected by municipality for respective sub-sectors; future population by urban and rural area, the number of students in public schools and the number of public utilities.

#### Required Facilities to Meet Target Services

Types of required facilities and their implementation criteria are determined according to service level standards as adopted by NSMP and NEDA Board Resolutions. Urban population is planned to be served by Level III systems, however, existing Level I and II facilities are to be used during Phase I period. Level I facilities are adopted for rural water supply with limited application of Level II system where houses are clustered and suitable untapped springs are confirmed. However, it does not exclude from being implemented Level I and II facilities in urban area as individual cases in the future as well as Level III systems in rural area. Rehabilitation work is planned only for new deep wells (Level I) to be constructed under PW4SP, considering the difficulty of rehabilitation for existing wells constructed by means of traditional methods. Facilities for the provincial laboratory are determined, taking into account the existing facilities and the exigency to examine the water samples at the right time.

In sanitation sector, pour flush and/or flush type household toilets are planned, while VIP type household toilet and sanitary pit latrine (dry type) are considered in rural area as an intermediate measure. Sewerage program is planned in Phase II for limited urban area. The study on solid waste considered only the number of required trucks for the year 2004. Additional service coverage of the sector by phase is shown in Table 7.2.

Table 7.2 Additional Service Coverage by Phase

Sub-Sector	Area/Type	Unit	Additional Service Coverage	
			Phase I	Phase II
Water Supply	Urban Area	Persons	62,357	272,406
	Rural Area	Persons	65,585	470,106
Sanitation	Urban III Toilet	No. of Households	26,318	63,913
	Rural III Toilet	No. of Households	48,967	102,866
	School Toilet	No. of Students	76,848	102,512
	Public Toilet	No. of Utilities	3	0
Sewerage	Urban Area	Persons	Not applicable	229,472
Solid Waste	Urban Area	No. of Households	22,637	Not applicable

The necessary water supply facilities for Phase I include 38 deep wells/springs for 12,000 house connections in urban area, and 66 Level II systems with spring sources and 632 Level I wells/springs for rural area. For Phase II, 59 deep wells/springs for additional 68,100 connections and 7,900 Level I wells/springs are required for urban and rural water supplies, respectively. It is assumed that 50% of Level I facilities will be implemented by the LGUs and 10% of these public facilities will be allocated to spring development. Rehabilitation requirements are assumed to be 10% of the total number of deep wells to be constructed under PW4SP. Three (3) sets of water quality test instruments/equipment will be necessary; one (1) set to upgrade the existing laboratory in Palo, and the other two (2) sets, for the new laboratories to be set-up in Baybay and Kananga.

For urban water supply, one Level III system is, in principle, considered for urban area of every municipality. In the municipalities with existing Level III system/s, the expansion of the existing system/s was first considered. In case there are no Level III system, a new system was recommended. Existing plan/s on the development of Level III/WD are also taken into account to determine respective system of the municipalities.

Currently, 12 out of the total 42 municipalities/city have no Level III system in their urban areas. At present, there is a proposed project (WB-assisted LGU Urban Water Supply project) for Tabango. In addition to this, the LMWD is planning to expand its service area to the municipalities of Alangalang and Sta. Fe.

Among various untapped spring sources identified during the course of PW4SP preparation, the untapped sources located in the municipalities of Inopacan, La Paz and Merida are considered to have favorable conditions for use in Level III services. However, detailed survey to ensure appropriate developments of spring sources shall be conducted in the implementation of the projects.

Merging of municipal systems (physical arrangement) in long-term is considered. Integrated management systems shall also be sought. Conditions to be studied include; water source availability, willingness by concerned municipalities and technical study on cost recovery/economical construction. The following municipalities may be studied for the integration both in physical and management systems.

- Leyte Metropolitan WD, Alangalang and Sta. Fe
- La Paz, Dulag, MacAuthur and Mayorga
- Metro Carigara WD and Jaro

Integration of small Level III systems for operation and management shall be sought, although these systems are currently managed individually.

Moreover, Phase I sanitation will require 26,318 household toilets, 95 public school toilets and 3 public toilets for urban area. In rural area, 48,967 household toilets and 285 public school toilets are necessary. Solid waste disposal will need 26 refuse collection trucks. For Phase II, urban area will require 63,913 household toilets and 145 public school toilets. In rural area a total of 102,866 household toilets and 1,182 public school toilets are necessary. It is assumed that half of the requirements of school toilets may be converted to classroom toilets from standard toilet building depending on technical conditions and adjustment with DECS.

## 8. Sector Management for Medium-Term Development Plan

### Institutional Framework

To effectively manage the water and sanitation sector, the provincial and municipal governments need to adjust their current policies and structures to achieve closer coordination with the overall policies, institutional and regulatory frameworks, and resource-sharing systems of the water sector.

The adjustments would enable the LGUs to avail of opportunities in the sector, specifically:

- To immediately improve the physical infrastructure for water, sanitation, and related environmental services; and
- To acquire permanent capabilities for planning, management, and development of sustainable institutions in the sector.



In line with the proposed adjustments, the Province will adopt the following policies and strategies in relation to the development of the water sector:

- Facilities will be managed with emphasis on sustainability;
- Project selection and prioritization based on beneficiaries' commitment and willingness to pay, on the current water, sanitation and health conditions, and on potential for growth;
- Technology appropriate to local conditions and resources shall be adopted. Facilities will be selected and designed for economy, while construction costs should not compromise quality, reliability, useful life, and provisions for upgrading and expansion;
- An integrated approach shall be used in the provision of potable water supply, sanitation, and hygiene education;
- Water supply and sanitation services shall be made available equally to rural and urban areas, and to wealthy and depressed areas;
- Cost recovery measures consistent with national policies on subsidies and loans to the sector shall be implemented at the local level;
- Private sector participation will be preferred whenever practical in the design, construction, operation, and maintenance of the facilities;
- The province will consider and, if practical, tap potential sources of local and external funds (loans and grants) to finance the capital requirements of the sector;
- Environmental protection and management measures will be integrated in all sector development plans and activities;
- Provisions shall be made to ensure water supply and sanitation services under emergency conditions.

To be successfully implemented, these policies and strategies require a common vision to be shared by its officials and by a critical mass of its citizens that can focus their efforts and resources to achieve sectoral goals. For this purpose, the LGU should give priority to an "Information, Education and Communication Program" aimed at creating safe water and sanitation values in communities throughout the province.

Also to be given priority by the LGU are the following:

- Measures to set up, in coordination with appropriate national and local agencies, a coordinated regulatory framework considering, among others, the following: policies on water allocation and water rights (resolution of priorities and conflicts); setting and review of water rates; registration of water associations; water quality assurance; and the protection of water resources and enhancement of watersheds.

- Measures to avail of national and external funds that, although diminishing, are assumed to continue in the medium-term to be channeled through local offices of central agencies.
- Adoption of this PW4SP as a basis for the Annual Sector Plan which, together with the budgets, will be reviewed by the Governor and passed upon by the legislation as part of the annual provincial budget approval process.

In the medium-term, a full-time Provincial Water Supply and Sanitation Unit (PWSU) shall be set up by the Province, supported by adequate logistics and incentives. The PWSU will implement, assist and monitor all water supply and sanitation services in cooperation with the municipalities, which for their part will establish a Municipal Sector Liaison Team (MSLT). The DILG WSS-PMO shall continue to provide technical and managerial assistance in the formative years of the PWSU and MSLT.

For institutional arrangements, the formation of community-based associations to decide on and participate in the establishment, operation and maintenance of water systems shall be a prerequisite to availment of project support. These may be in the form of BWSAs for Level I systems and RWSAs for Level II and III systems. To provide the members with the necessary skills, training programs will be implemented by concerned national agencies and by the provincial and municipal governments. In all cases, women shall have equal opportunities to be trained and involved in all phases of project management (planning, construction and O&M) and in undertaking health and hygiene education programs.

#### Community Development

To ensure that the full participation of the beneficiary community in sustaining sector projects is realized, it is recommended that the LGUs provide the needed human, financial and other material resources for community development work to take-off. To institute the linkage among all the actors in sector development, a CD Unit should be established within the proposed Provincial Water Supply and Sanitation Unit. A permanent CD Specialist shall be appointed to take charge of promoting, developing and coordinating CD and IEC programs of the province, even looking into how it can harness the participation of the private sector and train project beneficiaries. It is also recommended that a CD Specialist be assigned to the existing Municipal WATSAN Liaison Task Force to coordinate and implement all CD/CO and IEC work at the municipal level. At the barangay level, it is recommended that each Barangay Development Council (BDC) establish a WATSAN Committee that will coordinate all sector projects in the barangay as well as designate one person who can be trained on CD work.

The power of information, education and communication as a necessary foundation activity for CD has not been fully realized and maximized. It is, therefore, recommended that a comprehensive IEC program be conceptualized and implemented on the national, provincial and municipal levels. The program will promote a better awareness and understanding of the responsibilities of sector planners as well as the benefits due to the project beneficiaries so that the gains of the sector can be sustained on a long-term basis.

It shall be the DILG who shall retain the central role as the national government agency that promotes and develops the capacities of the province and the municipalities in participatory CD approaches and IEC programs for the sector. It shall also encourage and institutionalize the participation of national NGOs, with local networks or offices that specialize in community management program and utilize these to enhance and assist the LGUs in organizing project beneficiaries. Another national agency, the LWUA, shall on the other hand, continue to promote community participation in the formation of LGU-WS into water districts and to provide regular CD assistance particularly in consultation with the community on projects, loans, and water rates adjustments.

The LGUs and the intended beneficiaries can both participate in sector development: Level I -- for the planning and implementation of sector projects and in the formation and management of a water supply and sanitation association/cooperative; Level II -- for the formation of a water supply and sanitation association/cooperative or a waterworks; while Level III -- for the formation of water districts or LGU-operated waterworks. Thus, it is important that the LGUs make the decision on the projects it can afford to implement.

To achieve this, the LGU must encourage active community participation and involvement through four approaches. These are: (1) sharing relevant information on the project with the beneficiaries, (2) consulting with users on all phases of project development; (3) giving ample room to the beneficiaries to make project-related decisions; and (4) providing opportunities to the community to initiate actions for their own benefit.

On the other hand, recommended are four ways that beneficiaries themselves can participate in sector projects, some of which have been tried in the province. These are: (1) the provision of free labor and/or materials by community members; (2) the sharing of costs between project proponent and the users; (3) expressed participation of all parties through MOAs and, (4) the participation through a firm involvement and commitment of the community in the management, operation, maintenance of the system itself.

of activities: Phase 1 is Formation of Organization; Phase 2 is Development of Organization; and, Phase 3 is Consolidation of Organization.

#### Gender Consideration

Since sustainability of WATSAN services depends on responding to the demands of men and women in the community, the LGUs must recognize and give vital emphasis on the role of gender sensitive participation because the use, maintenance and financing of WATSAN systems require the participation of both the men and women. Thus, they should be given equal voice and opportunities in serving the community as well as in the planning, implementation and monitoring and evaluation of sector projects. To ensure the gender responsiveness of WATSAN projects, the LGUs should be trained through a Trainor's Training Program on Gender Responsive Planning as envisioned by the Philippine Plan for Gender Responsive Development (1995-2025).

#### 9. **Cost Estimates for Future Sector Development**

The investment cost includes direct cost for construction/rehabilitation of required facilities, procurement of vehicle/equipment, construction/upgrading of laboratory, sector management, physical and price contingencies, and value-added tax. The recurrent cost is incurred for operation and maintenance of facilities. Unit construction cost per person/household/ facility was first prepared under contract-out basis in 1998 price level. In this regard, the cost for procurement and distribution of toilet bowl for pour-flush toilets is only counted for household toilets. Investment cost required by phase for the province is summarized in Table 9.1.

The total investment cost for Phase I is estimated at about ₱762 million. A total of ₱530 million is required as construction/rehabilitation cost (including cost for disinfection of well) in Phase I, of which urban water supply and rural water supply share 49% and 32%, respectively. While, the remaining 19% is required for urban and rural sanitation.

Required equipment and vehicle for construction/rehabilitation of Level I facilities and solid waste management are roughly estimated: 1 set/unit each of well drilling equipment and service truck with crane; 1 set/unit each of well rehabilitation equipment and support vehicle; and 26 units of refuse collection truck. The total procurement cost is estimated at approximately ₱81.1 million. Out of the requirements, however, only one set/unit each of well rehabilitation equipment, support vehicle and maintenance tools/water quality testing kits is incorporated in the medium-term investment plan due to budgetary constraints and technical capability of LGUs at present.

incorporated in the medium-term investment plan due to budgetary constraints and technical capability of LGUs at present.

**Table 9.1 Investment Cost Required by Phase**

Unit: 1,000 Pesos

<i>Item</i>	<i>Component</i>	<i>Phase I</i>	<i>Phase II</i>
<b>Construction/ Rehabilitation</b>	<b>Water Supply</b>		
	Urban Area	258,488	1,039,564
	Rural Area	168,219	1,238,806
	<b>Sanitation</b>		
	Household Toilet	11,980	23,557
	School Toilet	88,730	309,855
	Public Toilet	1,105	0
	Disinfection of Well	1,070	571
	Urban Sewerage	N/A	1,675,146
	<b>Sub-Total</b>	<b>529,592</b>	<b>4,287,498</b>
<b>Procurement of Vehicle/ Equipment/Maintenance Tools</b>	Well Drilling Rig & Service Truck	0	26,782
	Support Vehicle	590	0
	Well Rehabilitation Equipment	280	0
	Maintenance Tools	420	0
	Water Quality Testing Kits	15	0
	<b>Sub-Total</b>	<b>1,305</b>	<b>26,782</b>
<b>Water quality Laboratory</b>		1,434	0
<b>Sector Management</b>	Engineering Studies	67,350	336,982
	Community Development and Training	38,721	233,295
	<b>Sub-Total</b>	<b>106,071</b>	<b>570,277</b>
<b>Total Direct Cost</b>		<b>638,402</b>	<b>4,884,557</b>
<b>Contingencies</b>	Physical Contingency	63,820	488,456
	Price Contingency	168,534	N/A
	Value-Added Tax (VAT)	59,948	N/A
<b>Total Investment Cost</b>		<b>930,704</b>	<b>5,373,012</b>
<b>Total Investment Cost (excluding Price Contingency)</b>		<b>761,971</b>	<b>5,373,012</b>

Note: Institutional development includes:  
1. Capacity enhancement program, 2. Community management program, 3. Health and hygiene education, 4. Water quality surveillance, and 5. Administrative support.

Likewise, annual recurrent cost in 1998 price level is estimated at ₱71.4 to ₱87.3 million/year during Phase I period.

#### 10. Financial Arrangements for Medium-Term Development Plan

Financial arrangements to attain medium-term (Phase I) targets were sought focusing on available Internal Revenue allotment (IRA). The financial shortfall was first identified for this sector and recommendations were made to seek comprehensive logistics in terms of acquisition of various funds, augmentation of current practices in Government assistance to this sector and effective investments and cost recovery.

The projection of IRA to the relevant sector for Phase I period was made covering different administrative levels. Referring to the experience in other provinces, provincial allocation to

the relevant sector is assumed to be about 4%. This means that approximately 20% of "20% Development Fund" from national IRA are counted on sector projects. The same percentage is applied for the allocation of municipal IRA to the sector. The fund available for this sector for 5-year implementation period from 2000 to 2004 was calculated as a sum of municipal and provincial allotments.

The combined provincial and municipal IRA to the sector was estimated at P394.43 million (provincial IRA is 3.83% of the total IRA). In the overall IRA allocation to the sub-sectors, urban water supply has the largest allotment of 48.6%, followed by rural water supply (28.0%). While, the share of rural sanitation is 17.1%, which is higher than that of urban sanitation of about P31.6 million.

The shortfall in funding on the current price level was figured out comparing with available fund for the relevant sector (IRA) in the province over the Phase I requirements. IRA can fund only 52% of the requirements as a provincial average. Hence, there is a big shortfall of P367.5 million in funding. It will become P536.3 million in consideration of price escalation with annual rate of 7% and VAT. In the municipal achievement percentage in finance, Alangalang, Baybay, Dagami, Hindang, Javier (Bugho), Kananga, Mayorga, Merida, Palo, Tolosa and Villaba (100%) are the highest among municipalities. Majority is in the range between 40% and 60% to the respective requirements, while the provincial average is 52% (42% in consideration of contingencies and VAT).

Under the above situation, different levels of funding availability are discussed with reference to service coverage. Alternative countermeasures are also discussed in view of: i) acquisition of external funds; ii) augmentation of sector finance under current arrangements (IRA and others); iii) introduction of private sector participation to mitigate public investment needs; and iv) effective and economical investments. It is common to all sub-sectors that the service coverage in the year 2004 would not sustain even the present levels in the provision of only projected IRA. Using computer-based programs, these scenarios may be modified by policy makers according to the updated information and policy on available fund and sector targets.

In the synthetic investment need ranking of municipalities covering four sub-sectors, the top ranking municipalities are Mahaplag and Tabango, which indicates that they are given priority for investments in all sub-sectors. The municipality of Hindang is the least priority in terms of investment ranking.

With regard to Level I water supply and sanitation improvement, for which GOP may provide possible assistance, the DHG is assumed to be the Executing Agency and the province the Implementing Agency in the meantime. The project may be merged with those of 4th batch provinces in preparation of the PW4SP. The implementation of a packaged project may be realized in the near future.

Project components including Level I water supply and public/school toilet facilities were identified to meet the conditions in provision of GOP-assisted project. There are twelve (12) eligible municipalities in terms of 5<sup>th</sup> and 6<sup>th</sup> municipalities for GOP-assisted Level I rural water supply in the province, while there are twenty six (26) municipalities to meet the condition for GOP-assisted projects (limited to 3<sup>rd</sup> to 6<sup>th</sup> municipalities) in sanitation sub-sector. The required services will cover technical and institutional/community development aspects of the project. The overall project cost for the implementation period 2000-2004 was estimated at ₱215.7 million or ₱159.8 million in 1998 price level.

Two alternatives for the financial arrangements were studied, these are: i) Case 1-Utilization of IRA only; and ii) Case 2-Utilization of IRA and MDF.

For Case 1, GOP shall share 50% of the overall project cost in combination of the foreign assisted loan and government counter part fund. The remaining 50% shall be shared by the LGUs (44.5%) and beneficiaries (3%). Under this case, the IRA to be used by the LGUs will increase to ₱96.3 million from ₱75.1 million (1998 price level), considering price contingency and VAT. As a result of cost comparison between the estimated project cost to be shared by the LGUs (₱96.3 million) and available IRA of LGUs (₱99.1 million). The required cost is covered by the available IRA.

For Case 2, the utilization of the MDF is considered in case the LGUs will fail to furnish IRA for the cost to be shared. The foreign loan may be availed of at the maximum financing limit of 75% of the overall project cost. GOP will possibly finance up to ₱119.9 million or 75% of the total project cost in the portion of loan. Out of GOP finance through the loan, ₱76.6 million or 48% of the total project cost shall be granted to the LGUs, aside from the 2% GOP counterpart fund. The remaining ₱43.3 million or 27% of the total project cost shall be utilized for financing the LGUs to secure their budgetary capacity through MDF. Under this case, the IRA to be used by the LGUs will increase to ₱36.9 million from ₱31.8 million (1998 price level), considering price contingency and VAT, which is 37% of available IRA (₱99.1 million).

Cost recovery and cost sharing shall be promoted to attain the planned target based on the principle that adequate water, sewerage and sanitation facilities should be paid for. For Level I water supply systems, LGUs and beneficiaries are required to share the capital cost. While users need to pay water charge up to 2% of their monthly income to sustain the system (maximum P79/III/month in 1998). For Level II water supply systems, full cost recovery is required for all capital and recurrent cost (P112/III/month in 2004, less than 2% of monthly income). For Level III water supply systems, a full recovery of capital and O&M cost is required (P221/III/month in 2004). Based on the experience that water fee must not exceed about 5% of income (average monthly water consumption of 15 m<sup>3</sup>), the monthly water rate seems to be affordable.

For sanitation, LGU's support is limited to the provision of toilet bowl for pour-flush toilets as an incentive to increase the distribution of water-sealed toilets. To expedite the sanitation sector improvement, introduction of specific loans with low interest rate and longer repayment period may be effective. For urban sanitation, to cover the construction cost of sanitary toilets, a linkage with existing housing loan may be established.

#### **11. Monitoring of the Medium-Term Development Plan**

The sector monitoring system must support a well-defined and accepted sector development process-model. This will include information collection, tracing the flow of raw data from the field to the central level, information analysis, and data feedback. With the sector monitoring system in place, planners should be able to take a fresh objective view of the way current strategies are implemented. It should be followed through with effective feedback.

The sector monitoring system should reinforce the linkage between water, sanitation and health. It should be reliable and practical, and should involve the beneficiaries and be accepted by all sectors.

A three-phased monitoring system is proposed with each phase progressively increasing the number and complexity of indicators to be used. Detailed implementation of the first phase requirements is presented in this PW4SP, including institutional arrangements. It is envisaged that this will be linked with the national sector monitoring system being developed.



Chapter

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**INTRODUCTION**

**1**



## **I. INTRODUCTION**

### **1.1 Sector Development in the Philippines**

The Government of the Philippines (GOP) has, over the last decade, with the assistance from external donors, made considerable progress in developing the water supply and sanitation sector. Development has covered physical and institutional framework nationwide.

Nevertheless, infrastructure service delivery including this sector during the period 1987 to 1997 has been insufficient to keep pace with the demand, which was magnified by natural calamities and economic status of the country.

About 68% (46.7 M) of the population nationwide enjoyed access to potable water supply in 1995 (66% in 1992). In urban areas outside Manila, 61% (11.6 M) had access to safe water supply services (47% in 1992), while in the rural areas, 70% (26.1 M) was covered by point water sources (80% in 1992). However, from the surveys conducted through the PW4SP, it was found out that about 20-30% of the existing water sources in the rural areas fall on the category of underserved or unserved in terms of safe or unsafe sources, damaged and non-functioning sources. Hence, of the rural population, it was estimated that only about 50-55% was served adequately by safe sources. This implies that around 60% of the total population enjoy water supply services at present.

Private sanitary toilets were available to 66% (45.3 M) of the total household nationwide in 1996 based on the DOH compiled reports. Communal toilet facilities are generally found only at schools, public markets and sometimes in bus terminals and town parks. For sewerage, only portions of the cities of Metro Manila, Cebu and Baguio have sewerage systems. Municipal refuse collection using service trucks is limited to urban areas. In 1996, majority of the households (55%) practiced individual disposal, mostly dumping, while the remaining 45% relied on municipal refuse collection and disposal services.

The policies and strategies on the sector are generally guided by the "Updated Medium-Term Philippine Development Plan (MTPDP: 1996-1998) in 1996" and the recently published "Philippine National Development Plan (PNDP: 1999-2025)". Activities in the sector have been directly guided by the "Water Supply, Sewerage and Sanitation Master Plan of the Philippines 1988-2000" since its issuance in 1988. The National Sector Master Plan (NSMP) sets ambitious targets to reach large segments of the population and to redress the imbalances between rural and urban areas. Meanwhile, the Updated MTPDP revised the targets for water

supply services based on updated conditions in 1996. The PNDP further modified the targets this year to suit current sector status.

Development in the sector had previously been directed to a high degree by central government agencies. However, the GOP has been instituting devolution and full decentralization of responsibilities for implementation of infrastructure projects to Local Government Units (LGUs), in line with the Local Government Code of 1991. Major initiatives towards this direction in the sector are the current projects being implemented such as the World Bank-assisted Local Government Unit-Urban Water Supply and Sanitation Project and the ADB-funded Rural Water Supply and Sanitation Project. Both projects aim at building/enhancing local level capacity in planning, implementation and management of water and sanitation services.

The GOP has also recently approved the Implementing Rules and Regulations (IRR) of Clause (g) of NEDA Board Resolution No. 4 (series 1994) providing detailed arrangements in accordance with broad reforms aimed at streamlining sectoral activities. The institutional framework therefore, presented in this provincial sector plan considers the direction of the central government agencies and LGUs in the sector.

## **1.2 Provincial Sector Planning**

### **1.2.1 Objectives of Sector Planning**

The main objectives of the provincial sector plan are:

- (1) To formulate a Long-Term Provincial Development Plan with a target year of 2010 for the water supply, sewerage and sanitation sector;
- (2) To propose a Medium-Term Sector Investment Plan covering the years 2000-2004 to form the basis for implementing foreign and locally funded projects;
- (3) To recommend arrangements and logistics for implementation; and
- (4) To provide measures to strengthen operational framework and institutional capabilities including community development and gender responsiveness.

### **1.2.2 Scope of Sector Planning**

The study covers the following major elements to achieve the objectives mentioned above.

- (1) Collection and Review of Previous Studies and Existing Data, and Establishment of Data Base: Inventories on existing conditions and facilities

- 1) Natural conditions and geographical features
- 2) Socio-economic conditions
- 3) Population
- 4) Health status
- 5) Environmental conditions
- 6) Existing facilities and service coverage
  - Water Supply
  - Sanitation and Sewerage
- 7) Existing sector arrangements and institutional capacity
  - Sector institution
  - Current community development, gender and training approaches
  - Existing sector monitoring systems
- 8) Past financial performance in the sector development

**(2) Long-Term Development Plan**

- 1) Projection and assumption of planning framework: projection of population and relevant frame values, and targets of the sector plan
- 2) Service coverage by target year
  - Water Supply
  - Sanitation and Sewerage
- 3) Water source development
- 4) Service expansion plan
- 5) Estimation of project cost
- 6) Investment program

**(3) Medium-Term Investment Plan (5-year)**

- 1) Facilities and equipment, and rehabilitation required meeting target services
- 2) Identification of priority projects
- 3) Sector management plan
  - Institutional arrangements
  - Community development, gender and training
  - Procurement, construction and operation and maintenance
  - Sector coordination
- 4) Estimation of project cost
- 5) Financial arrangements
  - Sources of fund
  - Additional funding requirements

- Investment needs ranking of municipalities
- Implementation arrangements
- Cost recovery

#### (4) Monitoring for Evaluation of Provincial Plan Implementation

### 1.2.3 Financing of Sector Plan

The First Water Supply, Sewerage and Sanitation Sector Project (FW4SP) was implemented with financial assistance from the World Bank (IBRD). With reference to the Project, the technical assistance to help Provincial Governments prepare 37 provincial sector plans in Luzon area was financed by various bilateral and multilateral agencies, such as the United Nations Development Program (UNDP), the Danish International Development Agency (DANIDA) and the Japan International Cooperation Agency (JICA).

In September 1996, the GOP requested the Government of Japan to finance the preparation of the Study for 21 provinces in Visayas and Mindanao areas. Among these was Leyte province, which was assisted by the JICA. The PW4SP will be the basis to permit execution of the sector development from the proceeds of the sector loan by foreign donors, LGUs budget including internal revenue allotment from National Government and private sector investment.

## 1.3 The Provincial Plan for the Province of Leyte

### 1.3.1 Preparation of the Plan

The PW4SP for the Province was prepared by a Provincial Sector Planning Team (PSPT) organized by the provincial government. The members consist of the Provincial Planning and Development Coordinator (PPDC), the planning and development officers from PPDO, and the staff members from Provincial Engineers Office (PEO), Provincial Health Office (PHO) and Provincial Local Government Operations Office (PLGOO-DILG). The preparation of the plan was assisted by the Department of the Interior and Local Government (DILG), the Department of Public Works and Highways (DPWH), the Department of Health (DOH), the Local Water Utilities Administration (LWUA), the National Economic and Development Authority (NEDA), other national line agencies and non-government organizations (NGOs) active in the sector. The PSPT was also assisted by the JICA Study Team through technical grant assistance from the Japanese Government (refer to Minutes of Discussions between

DILG and JICA, and Figure 1.3.1 Organization Chart, 1.3.1 Preparation of the Plan, Supporting Report).

The PW4SP has been prepared at municipal level covering all sub-sectors for each municipality of the Province.

The report consists of three (3) volumes: I - Main Report, II - Supporting Report, III - Data Report.

### **1.3.2 Outline of the Report**

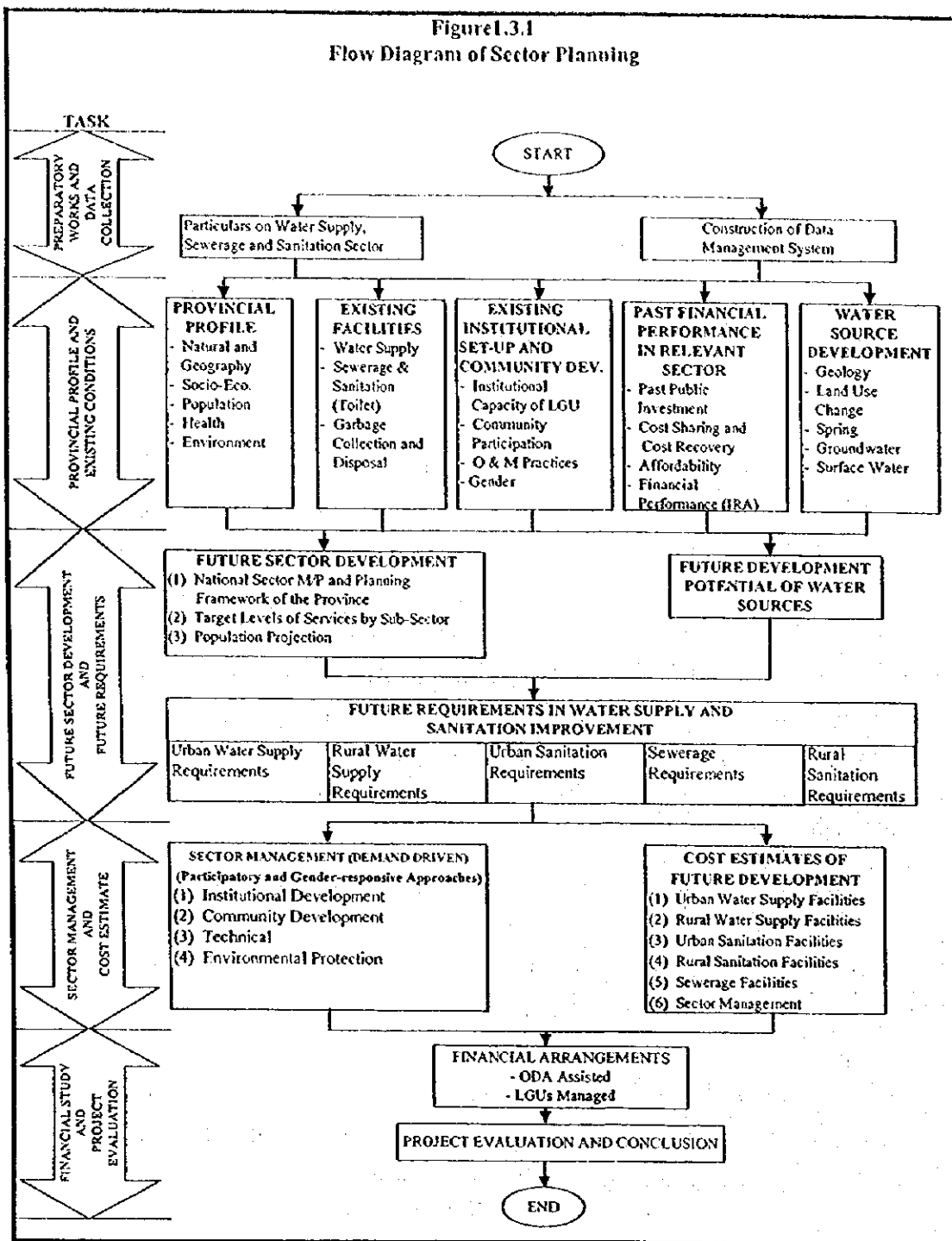
The PW4SP is a framework plan that would serve as the basis for the future implementation work in the sector. It will be carried out either as large-scale projects funded by international agencies or as a small size project carried out by local parties. It should be noted that the PW4SP is a sector development plan for the entire province and that it does not include detailed planning of individual projects. The individual projects will commonly cover selected sub-sector/s for limited areas and detailed planning/design work has to be conducted for the respective projects before start of construction work. The planning process is presented in Figure 1.3.1. The following are the contents of the Main Report (List of data and information collected is included in 1.3.2 Outline of the Report, Data Report).

Chapter 2 describes the planning approach for the sector development, which guides the preparation of the plan: the background and rationale for provincial planning; as well as the planning tool that relies heavily on local participation and gender responsiveness, and flexible enough to improve planning and implementation.

Chapter 3 provides the provincial profile with reference to current sector conditions: natural conditions and geographical features, socio-economic conditions, demographic trends, health status and environmental conditions as the planning environment.

Chapters 4, 5, and 6 provide existing sector conditions in physical, managerial and financial aspects: existing water supply and sanitation facilities by service level and service coverage; sector institutions, community development, gender and training, as well as monitoring systems; and financial performances entailing cost recovery and affordability and new fiscal policies that are the basis and references to come up with future development plan.

Figure 3.1  
Flow Diagram of Sector Planning





Chapter 7 analyzes the possibility of water source development for the water supply component: geological and hydrological conditions in the province, and future development potential of different water sources. Furthermore, water source availability by concerned municipality was presented with well specifications for the medium-term development.

Chapters 8, 9 and 10 develop the long-term Development Plan and the medium-term Investment Plan both for physical and sector management requirements. Emphasis is placed on the sector management for the medium-term development plan entailing institutional arrangements and operational framework, community development, gender and training and project implementation needs. Required costs for physical and institutional elements are also presented according to the implementation arrangements.

Chapter 11 presents the financial arrangements based on identified sources of funds. The financial shortfall is shown to meet provincial targets established for the Medium-Term Investment Plan. The manner of national budget allocation (IRA) to municipalities by sub-sector is illustrated and trial calculation is made for the target year considering the new cost sharing policy between the central government, the LGUs and the beneficiaries. Investment need ranking of municipalities as a factor of financial allotment is also considered based on synthetic evaluation of sector components. The financial viability study of Level I water supply and sanitation projects is highlighted with reference to ODA assisted projects for eligible municipalities. Finally, cost recovery by the beneficiaries and the LGUs is discussed.

Chapter 12 provides recommendations on monitoring of implemented projects covering procedures and responsibilities in different administrative levels. Periodic monitoring will allow for the updating of the PW4SP and modification of respective projects both in quality and quantity.

#### **1.4 Acknowledgment**

The Provincial Sector Planning Team (PSPT) which was responsible in the preparation of the PW4SP, acknowledges the extended cooperation, support and assistance of the Department of the Interior and Local Government (DILG), and other national, regional, provincial, municipal, city, and barangay institutions. These institutions had shared essential data and planning principles (List of individuals and their corresponding offices who directly participated in the preparation of the plan is included in 1.4 Acknowledgment, Data Report). The Japanese Government through JICA has generously provided technical assistance to the PSPT throughout the course of the planning work.

Chapter

2

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**PLANNING APPROACH FOR  
FUTURE SECTOR DEVELOPMENT**

## **2. PLANNING APPROACH FOR FUTURE SECTOR DEVELOPMENT**

### **2.1 General**

The primary basis of the PW4SP is summarized with reference to the national sector policy and strategies as well as the major legislation and regulations relevant to the sector. Planning framework is also discussed with reference to key measurable targets. Guiding principles for preparation of the plan are described in application of computer-aided planning approach.

### **2.2 Planning Framework**

The GOP, through the Water Supply, Sewerage and Sanitation Master Plan of the Philippines: 1988-2000, the Philippine National Development Plan: 1999-2025, and the Updated Medium Term Philippine Development Plan (MTPDP): 1996-1998, has manifested its commitment to the development of safe and dependable water supply and sanitation facilities. Policies and investment programs are compiled in these documents which lay out the basis of a strategy to accelerate sector development through the equitable mobilization of resources between urban and rural areas and institutional reforms at all government levels. Guiding principles set in the aforementioned national development plans are sustained decentralization; private sector-led development; environmental protection; people participation; full cost recovery; social equity; accelerated information technology applications and macro-economic stability.

According to the Updated MTPDP targets for the year 1998, the population served with potable water shall be increased up to 76.4% (52.4 M). This corresponds to 81.6% (9.9M) of the Metro Manila population, 68.8% (16.3 M) in other urban areas, and 79% (29.5 M) in the rural areas. Sewerage facilities in Metro Manila and other highly urbanized areas will be constructed. About 1.8 million toilets will be built nationwide.

Given these updated MTPDP targets, as well as the goals set in the 1988 NSMP, the current indications and the planning cycle adopted for this provincial sector planning, the national targets as shown in Table 2.2.1 will be used as the basis for setting the provincial targets.

Table 2.2.1 National Sector Coverage Targets

Sub-Sector	Year 1995	Year 2003 <sup>1</sup>	Year 2010 <sup>2</sup>
Urban Water Supply <sup>3</sup>	61%	69%	95%
Rural Water Supply	70% <sup>4</sup>	79%	93%
Sanitation	60% <sup>5</sup>	68%	93%

Notes:

<sup>1</sup>Based on the Updated MTPDP targets for 1998.

<sup>2</sup>Based on the long-term targets set in the previous National Sector Master Plan (NSMP).

<sup>3</sup>Excluding Metro Manila and its outlying areas.

<sup>4</sup>Includes only point sources.

<sup>5</sup>Service coverage for 1996.

### 2.3 Sector Objectives

The objectives of the sector are:

- (1) To provide safe and adequate water supply and sanitation to meet basic needs;
- (2) To pursue proper O & M of facilities for sustainable water supply;
- (3) To undertake the phased construction and installation of sewerage facilities; and
- (4) To develop the capabilities of LGUs to implement water supply, sewerage and sanitation programs with the national government providing assistance in the areas of community participation, sub-sector planning, program management, regulation of development, selection of technologies, financial management, construction supervision, monitoring and reporting.

### 2.4 Current Sector Policies and Strategies

- (1) One clear policy shift has been towards the **promotion of self-reliance and local community management** of services. Since the seventies, formation of local water districts in provincial urban areas has been aggressively pursued. During the eighties, this shift was further induced with the establishment of community-run BWSAs and RWSAs to provide services in smaller rural and peri-urban areas. Recently, more comprehensive **demand-driven** participatory approach and **gender sensitive** participation initiatives are given impetus to ensure success and sustainability of the sector's projects especially in rather small rural and urban fringe areas.
- (2) An **integrated approach to water, sanitation and hygiene education** has been prescribed in order to achieve full health benefits of improved services. The GOP promotes intensified health education and information programs to improve hygiene practices at the household level.

- (3) **Cost sharing arrangement is enforced.** In line with devolving the central government's functions and responsibilities, particularly those that have social and/or environmental objectives, projects/activities are implemented through a cost sharing arrangement between the central government agency and LGUs. As for the sector, national (central) government's (NG's) grant is to be extended only to Level I systems for eligible municipalities, and its share is within a range of 0 to 50% of the total capital cost. The remaining are managed by LGUs, communities, or BWSAs/RWSAs. No subsidies from the central government are to be provided for Levels II and III systems. For public toilets in public markets, the share of the NG is within 50 to 70%.
- (4) **Cost recovery of capital and O & M costs of all water supply service levels by beneficiaries is to be encouraged.** This is a distinct switch from subsidies, which characterized previous strategies. Current priorities also stress the need to promote the collection of such costs, especially in Levels I and II.
- (5) **Private sector participation is encouraged to bring into the sector business principles and practices and private capital to accelerate social and economic development; to improve sector efficiencies; and to ease the burden on the GOP's budget and foreign borrowing.** Public-private partnership is to be pursued through any of these mechanisms: build-operate-transfer, concession arrangements, privatization of WDs, LGU-private sector MOA, LGU-WDs collaboration and others.
- (6) **An integrated water resources strategy has been adopted in areas combining irrigation, power, flood control, and domestic and industrial water supply.** Small and medium-scale water resources projects through the active participation of the people are encouraged. **Watershed management;** water conservation and erosion and sediment control are deemed critical.

## 2.5 Major Legislation and Regulations Affecting the Sector

- (1) **The Local Government Code of 1991 (RA 7160)** provides for a more responsive and accountable local government structure. Local government units now exercise more authority and responsibilities and provide resources to accelerate the provision of basic services and facilities, including water supply, sanitation and sewerage. The **Implementing Rules and Regulations (IRR)** to effect the devolution of water and sanitation responsibilities and resources was recently approved. The IRR integrates the common

definition of terms for water supply and sanitation and defines the roles and functions of central government agencies and LGUs for the sector (details are referred to 5.2, Data Report).

- (2) **The Water Code of the Philippines (PD 1067)** consolidates legislation relating to the ownership, development, utilization, exploitation and conservation of water resources. The Code established the basic principles and framework on the appropriation, control and conservation of water resources to achieve their optimum economic efficiency and rational development. In addition, PD 424 declares that the National Water Resources Board (NWRB) shall be responsible for coordinating and integrating all activities related to water resources. PD 1067 also pertains to the grant of water right privileges (water permits) to appropriate and use water. Water permit applications are reviewed and granted by the NWRB.
- (3) **The Provincial Water Utilities Act of 1973 (PD 198)** authorizes the formation of local water districts in the provincial areas outside the Metropolitan Manila area, and provides for their administration and operation. It also created the Local Water Utilities Administration (LWUA) as a specialized lending institution for the promotion, development and financing of local water districts.
- (4) **The Metropolitan Waterworks and Sewerage System (MWSS) Charter (RA 6234)** was enacted in 1971. The utility was formed to take over the facilities of NAWASA in 1971. The Charter was amended by virtue of PD 1046 expanding further its territorial jurisdiction to include areas that may be included in the growing metropolis.
- (5) **The Philippine Environmental Policy (PD 1151)** requires all public and private entities to undertake an environmental impact assessment of all projects, which significantly affect the quality of the environment. The **Philippine Environmental Code (PD 1152)** established standards for air and water quality, and guidelines for land use management, natural resource management and conservation, utilization of surface and groundwater, and waste management.
- (6) **The Sanitation Code (1975)** was promulgated to deal with water supply, excreta disposal, sewerage and drainage issues. The Sanitation Code and the **National Building Code (1977)** require that new buildings be connected to a water-borne sewerage system. Where such systems do not exist, sewage must be disposed of onto Imhoff tanks or septic

tanks with a subsurface absorption field. In addition, the facilities are required to conform to the 1959 National Plumbing Code.

- (7) The 1981 Rules and Regulations for Domestic Wastewater Disposal require all subdivisions and condominiums, etc. to have adequate sewage collection, conveyance, treatment and disposal facilities. A permit must be obtained prior to commissioning a new system.

## **2.6 Planning Principles and Data Management**

### **2.6.1 Planning Principles**

The PW4SP shall be prepared to ensure that the sector investments are optimized under the constraints of funds and water source availability as well as planning capability. Furthermore, the plan shall ensure its sustainability at the provincial level. The overviews of the plan will be progressively adjusted and refined at different detailed implementation stages. Accordingly, the demarcation is a prerequisite between a sector plan and succeeding detailed plan/s. Specifically, the following are required as planning principles.

- (1) The plan is conceived to be flexible, consistent and as simple as possible to respond to the changing socio-economic conditions of the province, accumulated technical information and updated policy of local governments allowing for periodic upgrading.
- (2) The plan is arranged to allow planners to run different scenarios for project implementation, especially with reference to the interface between the provincial plan and project proposals from municipalities (bottom-up).
- (3) The plan is conceived to be adaptable to the local planning capacity and to ensure its full "ownership" by LGUs.

In addition, the following shall be taken into account to help the provincial planners perform their tasks.

- (1) The plan follows existing provincial and municipal planning routines to minimize duplicated planning activities. It is essential to maintain and extend the involvement of local officials for data collection.

- (2) The plan, as a comprehensive tool, considers the consistency to derive the next level of planning.
- (3) The plan entails monitoring and evaluation of actual implementation progress, as investments are undertaken.

The guideline for preparation of the PW4SP is included in the Planning Approach for Future Sector Development, Data Report. It identifies all tables and figures with respective forms by main, supporting and data reports.

### 2.6.2 Data Management

The data management system was established to come up with the basic outputs commensurate to the objectives of the provincial plan and at the same time reflect the planning approach mentioned above. It will provide a map of relative needs in the province allowing for adjustment and updating when further information becomes available. Monitoring and evaluation are to be done using the tool, thereby serving as baseline information for the improvement of planning and implementation. Different scenarios maybe worked out by planners using the program in application of variable parameters.

The need for full and continuous involvement of local officials is indispensable to establish a reliable database.

#### (1) Computer-based system

Data management system is designed to perform simple and direct interfaces in data processing. Since a limited number of municipalities is the planning level entailing data collection from the administrative units, EXCEL was selected to facilitate data storage, retrieval, updating and processing.

The data storage system was arranged to parallel the structure of questionnaires and contain the same system of logical categories under institutional hierarchical system of the Philippines as shown in Figures 2.6.1 and 2.6.2. Data are encoded by hierarchical level.

A series of EXCEL routines was established to allow summaries and consolidation of data into the forms required for analysis and presentation. Details together with User's Guide for computer-aided planning are included in 2.6.2 Data Management, Supporting Report.



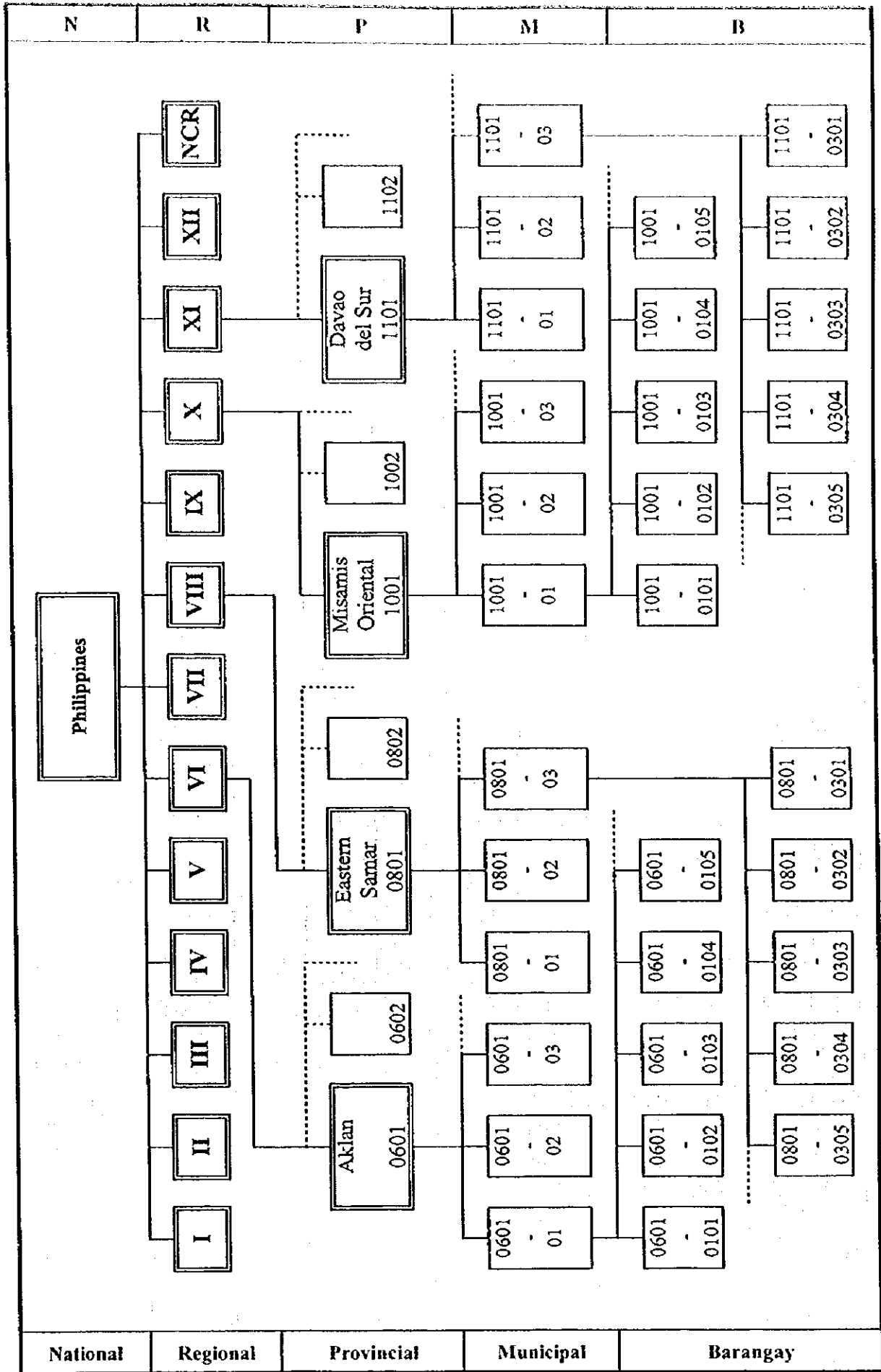


Figure 2.6.1 Institutional Hierarchical System by the NEDA Coding

Table 2.6.2 Structure of Questionnaire

Grouping of Questionnaire	Questionnaire to be addressed						
	National N	Regional R	Provincial P	Municipal M	Barangay B	System S	Independent I
<b>1. Socio-economic Data</b>							
1.1 Mun./City Status and no. of Brgy.			P.1.1				
1.2 Past Population			P.1.2	M.1.2			
1.3 Projected Population			P.1.3.1	M.1.3.1			
			P.1.3.2	M.1.3.2			
1.4 Number of Households			P.1.4	M.1.4			
1.5 Services			P.1.5	M.1.5			
1.6 Occupation			P.1.6	M.1.6			
1.7 Family Income			P.1.7	M.1.7			
1.8 Family Expenditure Pattern			P.1.8	M.1.8			
1.9 Education and Literacy			P.1.9	M.1.9			
<b>2. Land Use Data</b>							
2.1 Existing Land Use			P.2.1				
2.2 Future Land Use			P.2.2				
<b>3. Health Data</b>							
3.1 Morbidity and Mortality			P.3.1	M.3.1			
3.2 Health Facility			P.3.2	M.3.2			
3.3 Medical Practitioner			P.3.3	M.3.3			
<b>4. Water Sources Data</b>							
4.1 Water Source General Information			P.4.1				
4.2 Water Source Technical Information			P.4.2				
4.3 Untapped Spring Information				M.4.3			
4.4 Well Information				M.4.4			
4.5 Surface Water Sample Point for Water Quality Analysis				M.4.5			
<b>5. Water Supply Data</b>							
5.1 Level I Facility			P.5.1	M.5.1			
5.2 Level II System						S.5.2.1	
						S.5.2.2	
5.3 Level III System						S.5.3.1	
						S.5.3.2	
						S.5.3.3	
						S.5.3.4	
<b>6. Environmental Sanitation</b>							
6.1 Household Toilet			P.6.1	M.6.1			
6.2 School and Student			P.6.2	M.6.2			
6.3 School Toilets			P.6.3	M.6.3			
6.4 Public Toilets			P.6.4.1	M.6.4.1			
			P.6.4.2	M.6.4.2			
			P.6.4.3	M.6.4.3			
6.5 Drainage Facilities			P.6.5	M.6.5			
6.6 Solid Waste Collection and Disposal			P.6.6	M.6.6			
<b>7. Investment Data</b>							
7.1 Income Expenditures			P.7.1				
7.2 Past IRA			P.7.2				
7.3 Available Funds for Capital Expenditures			P.7.3				
7.4 Sector Previous Invest. to the Prov. By Concerned Agency			P.7.4				
7.5 Sector Allocation in the AIP			P.7.5				
7.6 Allocation of the 20% DF			P.7.6				
7.7 Financial Indicators of WDW/ Waterworks			P.7.7				
7.8 Loan Status of Water District			P.7.8				
7.9 Affordability in Water and Sanitation Services			P.7.9				
<b>8. Model Study</b>							
8.1 Barangay Group Information					MS.8.1		
8.2 Key Informant Questionnaire				MS.8.2			
8.3 Community Development, Training, Gender and Institutional Development Questionnaire			MS.8.3	MS.8.3		MS.8.3	
8.4 Model Study			MS.8.4	MS.8.4		MS.8.4	
8.5 Data Information Checklist on Beneficiaries Participation and Assistance Extended in the			MS.8.5	MS.8.5		MS.8.5	
8.6 Guide Questions/Pointers for Discussion with Provincial, Municipal and Barangay LGUs			MS.8.6	MS.8.6	MS.8.6		
8.7			MS.8.7	MS.8.7			

## (2) Key Parameters

Establishment of criteria and assumptions are requisites in the planning process. In this connection, key parameters are identified to allow for preparation of alternative plans and updating in accordance with sector improvement policy in the future. The parameters for relevant sub-sectors are assumed on an urban and rural basis for respective municipalities referring to current conditions and practices on national and provincial levels. The following are the selected parameters.

- 1) Number of households to be served by a Level I facility
- 2) Safe and unsafe percentages of Level I facilities
- 3) Standard number of students to be served by a unit of sanitary toilet
- 4) Standard number of toilets for a public utility
- 5) Provincial sector targets by sub-sector
- 6) Composition of different types of toilets
- 7) Per capita water consumption for Level III system
- 8) Composition of different types of well sources and their specifications
- 9) Percentage of Level I wells to be rehabilitated
- 10) Unit construction cost of different facilities per person/household/facility/system
- 11) Percentage of sector management cost to construction cost
- 12) Physical and price contingencies
- 13) Unit recurrent cost of different systems/facilities
- 14) Allocation factors/percentages of IRA
- 15) Share of public investment
- 16) Funding levels/percentages for different financing scenarios
- 17) Scoring factors for municipal investment ranking
- 18) Annual distribution of investment cost (medium-term development)

The above-mentioned parameters are not included in the database program, since they are to be established through sensitivity analysis. Assumed figures are directly entered into a separate spreadsheet that is linked to the output files.

## (3) Data Processing

Collected data are entered into the forms constructed in EXCEL database. The data are consolidated into final forms in application of small programs prepared for this planning. Linked outputs in tables and graphics are prepared in EXCEL spreadsheets for final

analysis and presentation. Key parameters are entered in a key parameter table linked to the output tables (refer to 2.6.2 Data Management, Supporting Report).

Data in the questionnaire forms (database) are transferred to the output tables for final calculations. Adjustments are made through manipulation of the key parameter table.

Chapter

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**PROVINCIAL PROFILE**

**3**



### **3. PROVINCIAL PROFILE**

#### **3.1 General**

Leyte Province is located at the eastern part of the Visayan group of islands and belongs to Region VIII, the Eastern Visayas Region. Tacloban City, a component city is the provincial capital as well as the designated regional center. It is bounded by the Carigara Bay and Samar Sea in the north, by the San Juanico Strait and Leyte Gulf in the east, Camotes Sea in the west, and Southern Leyte in the south as shown in the Location Map.

The province is classified as 1st class and has a total land area of 5,712.8km<sup>2</sup> that is almost 2.00% of the Philippine total land area of about 300,000km<sup>2</sup>. It is composed of 41 municipalities and 2 cities, Tacloban and Ormoc. Based on the 1995 NSO records, the province has 1,643 barangays, of which 385 are urban and 1,258 are rural. Provincial total population was 1,511,251 in 1995. About 67% of the population reside in rural areas, while the remaining 33% are in urban areas. At present, there are 11 water districts and 13 LGU/association managed Level III water supply systems that are operating in the province. Table 3.1.1 presents the breakdown per municipality of land area, population and density, as well as administrative composition.

#### **3.2 Natural Conditions and Geographical Features**

##### **3.2.1 Meteorology**

The province has (two) 2 distinct type of climate under the Coronas classification: Type II, which is experienced in the eastern part and Type IV, in the western part. Type II is characterized by the absence of dry season with a very pronounced maximum rain period, while Type IV has a rainfall that is more or less evenly distributed throughout the year as reflected in the Location Map. The province is located very near the eastern coast and therefore not sheltered from the Northern and Traders winds or from cyclonic storms.

##### **3.2.2 Land Use**

Remaining forest area constitutes a mere 9% of the total land area of the province located mostly in Mt. Lobi, Mt. Lumas and Mt. Sacripante mountain ranges. Grassland and agricultural land occupy 29% and 47%, respectively. Built-up area is limited to 2%. Primary settlements are concentrated along the coastal areas and major transport routes.

Table 3.1.1 Outline of Municipalities

Municipality		Land Area (km <sup>2</sup> )	1995 Population		Number of Barangay		
Name	Class		Number	Density (person/km <sup>2</sup> )	Urban	Rural	Total
Abuyog	2nd	0294.70	48,905	166	10	53	63
Alangalang	4th	150.50	38,853	258	10	41	54
Albuera	4th	181.20	33,939	187	1	15	16
Babalngon	5th	137.80	19,653	143	4	21	25
Barugo	5th	78.50	26,171	333	7	30	37
Bato	4th	87.10	29,810	342	5	27	32
Baybay	1st	410.50	86,179	210	24	68	92
Burauen	3rd	178.00	50,751	285	9	68	77
Cahubian	5th	137.60	31,074	226	1	52	53
Capoocan	4th	185.40	26,384	142	2	19	21
Carigara	4th	94.90	42,302	446	5	44	49
Dagami	5th	160.00	27,039	169	9	56	65
Dulag	4th	39.00	34,742	891	26	19	45
Hilongos	3rd	136.90	50,744	371	3	48	51
Hindang	5th	127.40	16,567	130	2	18	20
Inopacan	5th	182.40	18,864	103	1	19	20
Isabel	1st	97.50	36,134	371	4	20	24
Jaro	4th	148.70	32,726	220	4	42	46
Javier (Bugho)	5th	141.80	21,539	152	2	26	28
Julita	5th	53.30	11,671	219	5	21	26
Kananga	2nd	144.20	39,795	276	1	22	23
La Paz	5th	171.50	16,366	95	4	31	35
Leyte	4th	238.30	34,126	143	1	29	30
Macarthur	5th	61.60	16,645	270	3	28	31
Mahaplag	5th	172.00	24,009	140	1	27	28
Matag-Ob	4th	75.40	17,333	230	6	15	21
Matalom	4th	110.90	28,232	255	4	26	30
Mayorga	5th	48.60	11,073	228	3	13	16
Merida	5th	122.70	23,822	194	1	21	22
Ormoc City	1st	464.30	144,003	310	41	69	110
Palo	3rd	67.60	43,095	638	16	17	33
Palompon	4th	104.00	50,319	484	9	41	50
Pastrana	5th	79.30	14,442	182	4	25	29
San Isidro	5th	109.20	33,204	304	3	16	19
San Miguel	5th	120.10	14,504	121	2	19	21
Santa Fe	5th	81.90	13,695	167	3	17	20
Tabango	4th	129.20	31,837	246	1	12	13
Tabontabon	6th	23.90	7,547	316	4	12	16
Tacloban City (Cap.)	1st	100.90	167,310	1,658	124	14	138
Tanauan	4th	68.10	40,716	598	8	48	56
Tolosa	5th	31.70	13,927	439	2	13	15
Tunga	6th	38.20	6,530	171	4	4	8
Villaba	4th	126.00	34,674	275	6	29	35
<b>Provincial Total</b>	<b>1st</b>	<b>5,712.80</b>	<b>1,511,251</b>	<b>265</b>	<b>385</b>	<b>1,258</b>	<b>1,643</b>

Note: Ormoc City, an independent component city, is excluded from the PW4SP study area.



The existing land use pattern as presented in Table 3.2.1 must be enhanced by rehabilitation of watersheds in order to pursue a sustainable growth of the province. The remaining forest cover must be conserved to primarily serve as watershed rather than as source of timber. An efficiently managed watershed collects and regulates flow of water, controls soil erosion and minimizes water pollution. Conversion of the remaining forestland to other uses will restrict its function as a watershed. Correspondingly, a significant increase in agricultural area will result in a high demand of water use.

**Table 3.2.1 Current Land Use**

Land Use	Area (km <sup>2</sup> )	Percentage over Total Land Area
Forest Land	53,037	9
Grassland	167,301	29
Built-up	13,418	2
Agricultural	265,193	47
Fishponds, Mangrove, Inland Water Area	63,131	11
Openlands	9,200	2
<b>Provincial Total</b>	<b>571,280</b>	<b>100</b>

Note: Data include Ormoc City

### 3.2.3 Topography and Drainage

The province of Leyte lies at the northern extension of a mountain range and two mountain systems that are the major geomorphic features. A range of rugged mountains, the Leyte Central Highlands Range with a maximum height of 1,219 masl, bisects the entire length of Leyte Island. Two smaller mountain systems are found on the northwest and northeast sectors of Leyte.

Between the central range and northeast system fronting the San Juanico Strait is the largest lowland in the province, the Leyte Valley. This valley starts from the mouth of the Carigara Bay on the north and extends southeast towards Leyte Gulf. The second largest is the Ormoc Valley on the western side. Other smaller plain areas occur along the coast and on the mouths of rivers.

There are eight (8) major rivers, namely: Sangputan, Lingayon, Daguitan, Bito, Layog, Payonjan, Pagsanghan and Palaypay Rivers. The Layog River is the largest in the province with a watershed of 597 km<sup>2</sup> and drains to Leyte Gulf passing through Mahaplag and Abuyog. Instead of larger rivers, small winding streams originate from the central range, crisscrossing the plains of Leyte Valley and finally drain into Carigara Bay or Leyte Gulf.

Figure 3.2.1 shows the natural drainage systems and location of gauging station in the province. Table 3.2.2 is a list of the main rivers and their corresponding drainage areas with recorded flow rates at the site of gauging station. Out of the eleven water districts and one waterworks division (Ormoc City) in the province, two water districts are using surface water source. The Leyte Metropolitan Water District draws surface water from Binahaan River and the Carigara Metropolitan Water District, from Maulaog River.

**Table 3.2.2 Drainage Areas & Flow Rates of Major Rivers**

Major Rivers	Drainage Area (km <sup>2</sup> )	Flow Rate (m <sup>3</sup> /sec)			Water District (using river water)
		Peak	Maximum	Minimum	
Sangputan	30	60.08	39.68	0.31	None
Lingayon	10	37.02	25.71	0.42	None
Daguitan	135	343.85	144.28	5.45	None
Bito	94	316.49	155.39	3.16	None
Layog	-	No gauging station			None
Payonjan	-	No gauging station			None
Calingcaguig <sup>*1</sup>	128	126.27	104.01	3.46	None
Pagsanghan	19	19.68	14.16	0.50	None
Palaypay	-	No gauging station			None

Source: Philippine Water Resources Summary Data, established January 1980 by NWRC

Notes: Peak - Peak discharge of Daily Maximum Discharge

Maximum - Maximum Daily Discharge of Weighted Daily Discharge

Minimum - Minimum Daily Discharge of Weighted Daily Discharge

Inc. - Incomplete/Lacks record

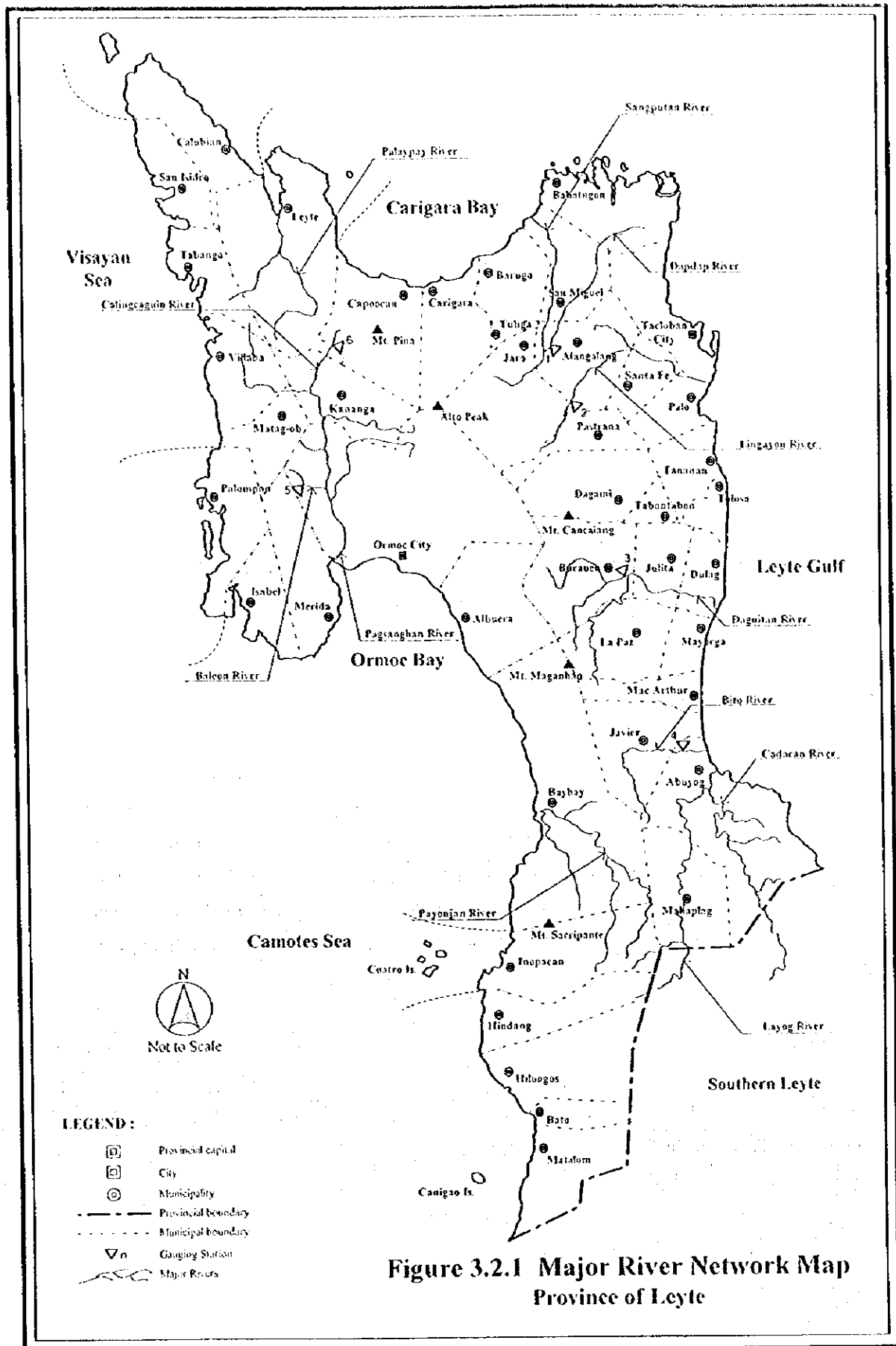
Remark: \*1; Calingcaguig River is tributary of Pagsanghan River.

Eight (8) typical rivers in the province were selected for water quality examination, namely: Sangputan, Lingayon, Daguitan, Bito, Layog, Payonjan, Pagsanghan and Palaypay. In addition, the examination results of Binahaan and Maulaog rivers were gathered from the two water districts. Analyzed river waters were very clean upstream but turbid in the downstream portion (refer to 7.5, Data Report).

### 3.3 Socio-economic Conditions

#### 3.3.1 Economic Activities and Household Income

Just like most of the provinces in the country, Leyte is basically an agricultural province, although the establishment of about (six) 6 industrial parks/estates is beginning to serve as stimulus to the economic growth of the province. The major economic activities are still farming and fishing. Principal crops cultivated are palay, coconut, sugarcane and abaca.



Agri-based industries are the production of copra oil and refined sugar and are being exported to other countries. The province is likewise the site of the largest phosphate fertilizer plant in Asia and is also one of the biggest copper smelters in the world. These industries are major generators of employment in Leyte.

The NSO Family Income and Expenditures Survey in 1994 showed that the average annual family income of the province was P 51,042 while the expenditure was at P 39,454 or a net saving of P 11,588. Distribution of households by income class in the region and province is shown in Figure 3.3.1 (refer to Table 3.3.1, Supporting Report). Percentages of households of lower income levels were greater than the average figures in the region. Based on the established poverty threshold income of P 37,053, in Region VIII for 1994, about 46% of the total number of families lived within and below the poverty threshold.

As to the number of workers by major industry group, agriculture, fishery and forestry had the dominant share followed by social and personal services (refer to Table 3.3.2, Supporting Report). By class of worker, those who were self-employed without any paid employee had the highest share of 35%, followed by those who worked in private business/enterprise or farm (29%) as reflected in Figure 3.3.2.

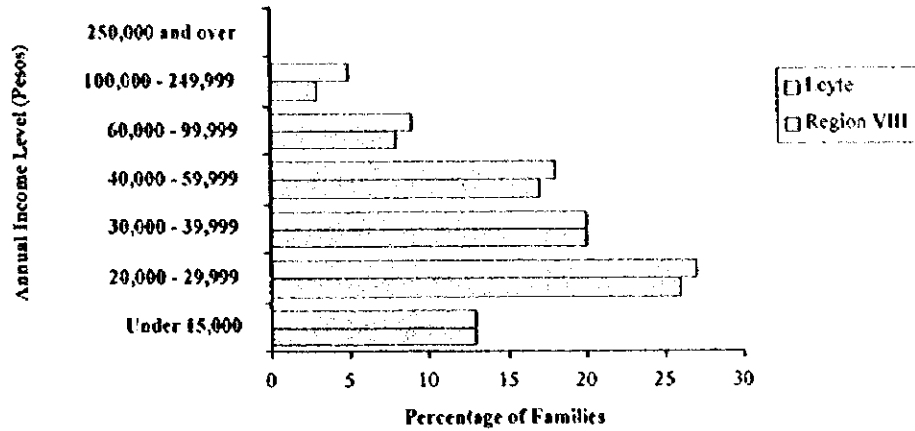
### **3.3.2 Basic Infrastructure**

All municipalities have electric supply, but the service coverage at household level is quite low at 53%. Telephone service is also available in all municipalities. There are 52 post offices and land transportation is available by means of bus, jeepney, taxi, van, rent-a-car. Industrial/business and commercial establishments in the province total to 710, while tourism-related facilities total to 29. Table 3.3.1 presents a provincial outline of public services and Table 3.3.2 reflects the number of public facilities and services by municipality (refer to Table 3.3.1, Data Report).

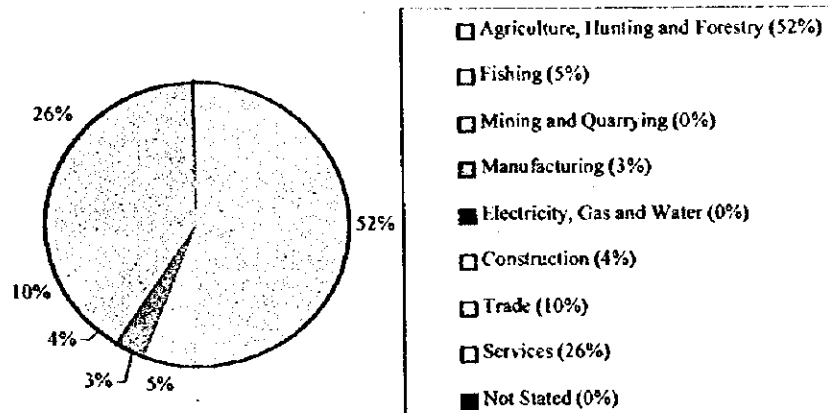
### **3.3.3 Education**

The province has a total of 808 schools consisting of 646 elementary schools, 142 high schools and 20 tertiary/technical schools. The 1990 NSO census indicated that the province had 90% literacy rate of household population 5 years old and over. A large part of the population had attained elementary or high school levels of education as reflected in Figure 3.3.3 (refer to Table 3.3.3, Supporting Report).

**Figure 3.3.1 Distribution of Families by Income Class**



**Figure 3.3.2 Employment Distribution by Major Industry and Class of Worker**



**Figure 3.3.3 Population Distribution by Highest Attainment of Education**

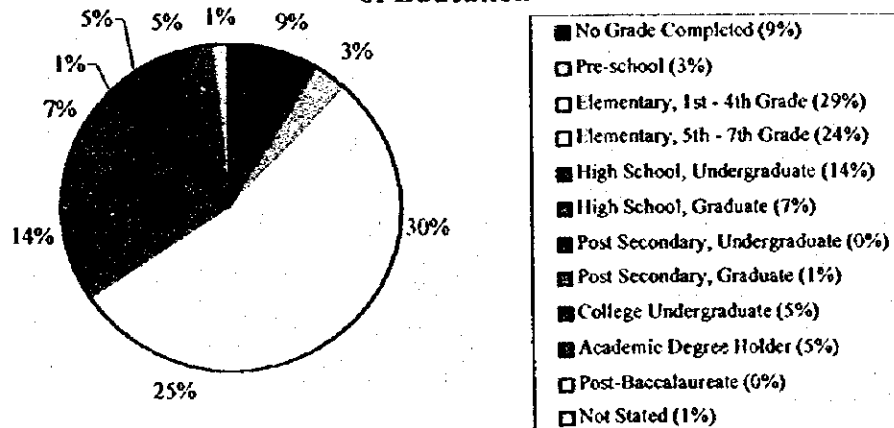


Table 3.3.1 Provincial Outline on Public Services

Item	Unit	Value	Item	Unit	Value
(1) Roads			(8) Tourism facilities	Number	29
a) Total length	Km	3,152.44	(Hotel resort, lodges, recreational facilities, etc.)		
b) Barangay roads	Percent	48.28			
(2) Electricity service coverage			(9) Schools		
a) Municipality	Percent	100	a) Elementary level	Number	646
b) Barangay	Percent	67	b) Secondary level	Number	142
c) Household	Percent	53	c) Tertiary level/Technical	Number	20
(3) Telecommunication Services			(10) Health Facilities		
a) Availability in municipality	Percent	100	a) Hospital	Number	23
b) Telegraph station	Number	57	b) Main health centers, rural health units, barangay health center, etc	Number	262
c) Telephone station	Number	25			
(4) Post Office	Number	52	(11) Labor		
			a) Labor force participation ratio	Percent	67.80
(5) Transportation services	Mode	Bus, Jeep, (ex. Bus, Taxi, Van, jeep, taxi,)	b) Employment rate	Percent	93.90
		Rent-a-Car, Airstrip	(12) Average family income		
(6) Banking Facilities	Number		a) Monthly income	Pesos/Month	4,254
a) Private bank	(by Private	28	b) Monthly expenditure	Pesos/Month	3,288
b) Public bank	and public)	19			
(7) Industrial/business/commercial establishment	Number	710			

Sources: PSPT, Provincial Socioeconomic Profile Development Plan, 1995 Population Census, 1994 Family Income and Expenditures Survey by NSO

Table 3.3.2 Public Facilities and Services by Municipality

Municipality	High School			Vocational School	College	Hospital	Public Market	Bank and Financing Institution
	Public	Private	Total					
	nos.	nos.	nos.					
Abuyog	4	2	6			1	1	1
Alangalang	2	1	3		1		1	1
Albuera	3	1	4				1	1
Babatngon	3	1	4			1	1	
Barugo	3	1	4				1	
Bato	3	1	4		1		1	1
Baybay	6	1	7	1	2	1	1	4
Burauen	3		3		1	1	1	1
Calubian	1		1			1	1	1
Capoocan	4		4					
Carigara	2	1	3	1	2	1	1	6
Dagami	3	1	4				3	
Dulag	3		3				1	1
Hilongos	7		7			3	1	
Hindang	2	1	3				1	1
Inopacan	5	1	6				1	
Isabel	4	1	5	1		2	1	
Jaro	1	1	2				1	1
Javier (Bugho)	1	1	2				1	1

Table 3.3.2 Public Facilities and Services by Municipality

(cont.d)

Municipality	High School			Vocational School	College	Hospital	Public Market	Bank and Financing Institution
	Public nos.	Private nos.	Total nos.					
Julita	1		1					
Kananga	1	1	2	1	1	2	1	1
La Paz	1		1				1	
Leyte	2		2			1	1	1
Macarthur	1		1				1	
Mahaplag	2		2				1	1
Matag-Ob	1		1				1	1
Matalom	3	1	4			1	1	
Mayorga	1		1				1	
Merida	2		2				1	
Palo	4	2	6		1	1	1	1
Palompon	7	2	9		2	1		2
Pastrana	1		1				1	
San Isidro	2	1	3				1	
San Miguel	2		2				1	
Santa Fe	1		1				1	
Tabango	3		3		1	1	1	
Tabontabon	1		1				1	
Tacloban City (Capital)	8	6	14	11	13	4		27
Tanauan	3	1	4		1		1	1
Tolosa	2		2		1		1	
Tunga	1		1				1	
Villaba	1	2	3		1	1	1	1
<b>Provincial Total</b>	<b>111</b>	<b>31</b>	<b>142</b>	<b>15</b>	<b>28</b>	<b>23</b>	<b>40</b>	<b>56</b>

### 3.4 Population

#### 3.4.1 Previous Population Development

An almost steady provincial population growth rate had been experienced since the last six (6) census years (1960-1995). From an average annual growth rate of 1.53% during the period 1960 to 1970, it gradually increased to 1.89% (1990-1995). A summary of the average annual growth rates of the province is as follows:

<u>Year</u>	<u>Population</u>	<u>Ave. Annual Growth Rate (%)</u>	<u>Period</u>
1970	1,020,128	1.53	1960 - 1970
1975	1,099,848	1.61	1970 - 1975
1980	1,191,227	1.60	1975 - 1980
1990	1,367,816	1.32	1980 - 1990
1995	1,511,251	1.89	1990 - 1995

A consideration on how the population growth behaved in the past and how it is likely to behave in the future is important because of the issue of resource allocation including the water supply and sanitation sector requirements.

The 1998 population was estimated to provide the planning base for this Master Plan (refer to Section 8.3.1 Population Projection, Main Report). Figure 3.4.1 and Table 3.4.1 show how the past population development by municipality behaved from 1948 to 1995.

### 3.4.2 Classification of Urban and Rural Areas

NSO classifies a barangay as urban when it satisfies any of the following conditions on the economic and social functions.

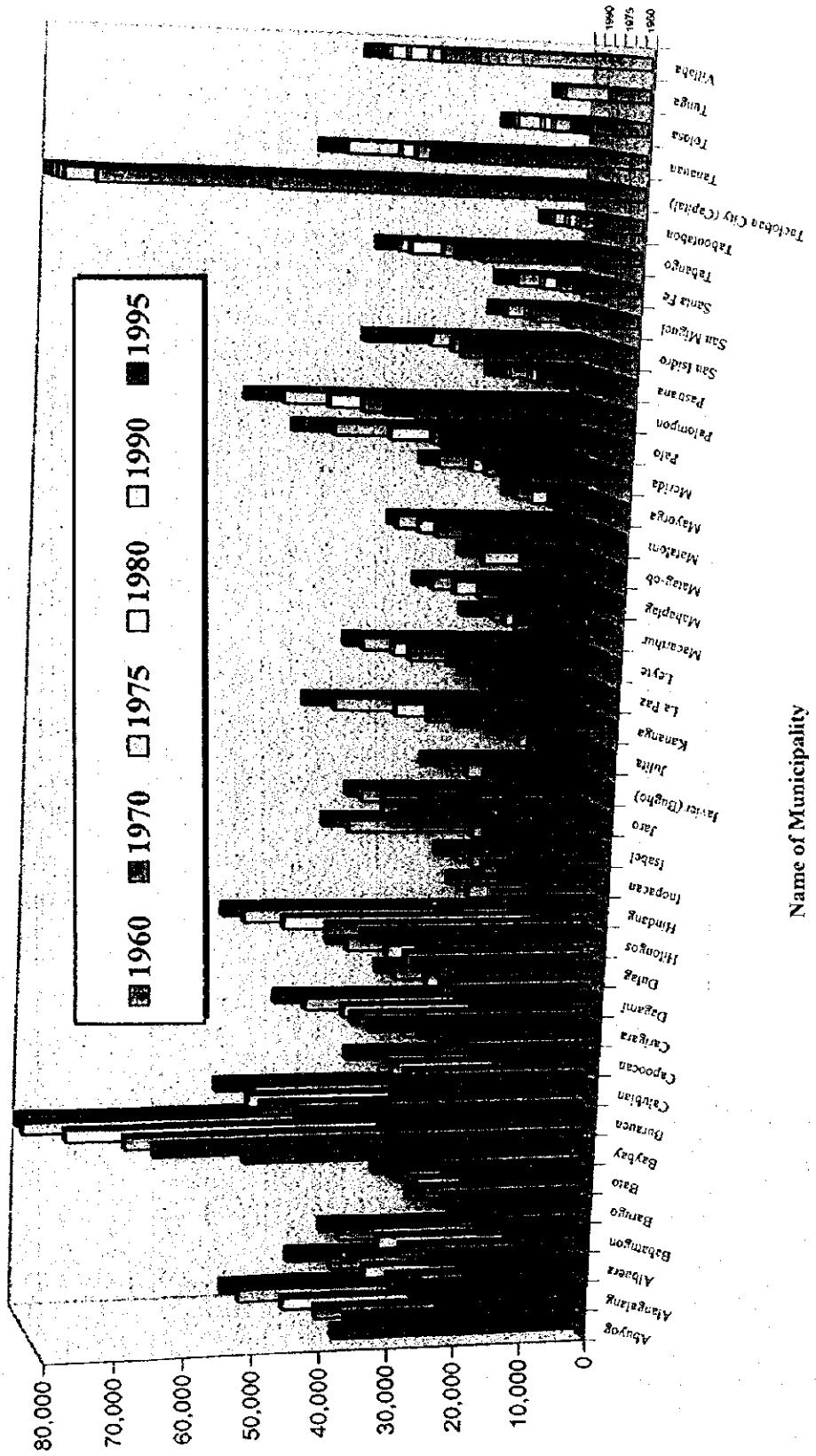
- (1) In their entirety, all cities and municipal jurisdictions having a population density of at least 500 persons per square kilometer.
- (2) Poblaciones or central districts of municipalities and cities, which have a population density of at least 500 persons per square kilometer.
- (3) Poblaciones or central districts (not included in nos. 1 and 2) regardless of population size, which have the following:
  - 1) Street pattern, i.e., network of streets either at parallel or in right angle orientation;
  - 2) At least six establishments (commercial, manufacturing, recreational and/or personal services); and
  - 3) At least three of the following:
    - a) a town hall, church or chapel with religious services at least once a month;
    - b) a public plaza, park or cemetery;
    - c) a market place or building where trading activities are carried on at least once a week; and
    - d) a public building like school, hospital, health center or library.
- (4) Barangays having at least 1,000 inhabitants, that meet the condition set forth in no. 3 above, and in which the occupation of the inhabitants is predominantly non-farming/fishing.

All areas not falling under the urban classification are defined as rural area. Distribution of the classified areas is shown in Figure 3.4.1, Supporting Report.

For this Master Plan, however, the 1995 NSO classification of urban and rural barangays was modified by the PSPT to reflect the actual conditions prevailing in the study area. A total of 11 urban barangays was re-classified to rural barangays. With the re-classification, there are 333 urban barangays and 1,200 rural barangays for a total of 1,533 barangays in 1998.



Figure 3.4.1 Previous Population Development of the Province



Name of Municipality

Table 3.4.1 Previous Population Development by Municipality

Municipality/ City	Previous Population						
	1948	1960	1970	1975	1980	1990	1995
Abuyog	46,930	37,709	34,434	37,864	41,702	47,265	48,905
Alangalang	19,972	22,448	25,223	27,135	29,453	33,375	38,853
Albuera	20,950	18,501	22,205	25,368	27,585	32,395	33,939
Babatngon	9,992	11,476	14,927	16,316	16,449	17,400	19,653
Barugo	21,073	20,787	20,654	24,582	22,173	23,817	26,171
Bato	16,406	18,915	20,533	22,241	24,529	28,197	29,810
Baybay	50,725	51,799	63,782	67,031	74,640	82,281	86,179
Burauen	37,252	31,807	42,954	47,152	48,053	46,029	50,751
Calubian	19,423	30,354	26,661	25,821	26,564	25,968	31,074
Capoocan	11,753	14,948	17,077	20,783	20,726	23,687	26,384
Carigara	26,803	26,761	32,869	34,194	34,377	38,863	42,302
Dagami	20,361	18,777	19,846	21,026	22,021	25,606	27,039
Dulag	31,185	24,292	26,770	26,674	28,219	33,020	34,742
Hilongos	27,310	27,472	34,625	38,530	43,744	48,617	50,744
Hindang	10,003	10,490	12,445	14,088	16,163	16,272	16,567
Inopacan	11,005	12,218	14,352	15,510	15,878	16,894	18,864
Isabel	14,085	14,633	15,974	15,327	15,980	33,389	36,134
Jaro	19,650	32,243	29,599	30,987	29,739	31,727	32,726
Javier (Bugho)			15,163	15,787	17,307	18,658	21,539
Julita		9,112	9,307	9,445	9,724	9,944	11,671
Kananga		18,318	22,218	24,897	28,426	36,288	39,795
La Paz	13,784	15,388	16,867	16,863	16,546	14,311	16,366
Leyte	20,559	20,539	23,670	28,182	29,288	32,575	34,126
Macarthur		10,647	11,486	12,433	12,780	13,159	16,645
Mahaplag		10,010	15,918	17,909	20,381	22,673	24,009
Matag-Ob		9,226	9,474	11,970	16,401	15,474	17,333
Matalom	17,266	18,010	22,047	24,861	26,182	28,291	28,232
Mayorga		8,386	8,729	8,378	9,750	10,530	11,073
Merida	14,977	16,065	16,877	18,027	18,838	22,345	23,822
Palo	27,253	25,325	26,063	26,218	31,124	38,100	43,095
Palompon	30,858	31,291	34,513	36,540	40,242	45,745	50,319
Pastrana	7,787	8,794	9,676	10,746	10,854	12,565	14,442
San Isidro	31,243	25,017	23,569	23,926	22,285	24,442	33,204
San Miguel	7,656	9,917	9,321	12,134	11,729	13,438	14,504
Santa Fe		7,979	7,649	8,718	9,728	12,119	13,695
Tabango		22,999	25,383	25,917	29,384	29,743	31,837
Tabontabon		5,522	5,077	6,250	6,468	7,183	7,547
Tacloban City (Capital)	45,421	53,551	76,531	80,707	102,523	136,891	167,310
Tanauan	24,573	23,421	29,438	30,541	31,487	38,033	40,716
Tolosa	8,569	8,156	9,226	10,747	10,864	13,299	13,927
Tunga		5,168	3,876	9,413	4,969	5,413	6,530
Villaba	16,823	24,844	28,557	29,144	30,974	32,339	34,674
<b>Provincial Total</b>	<b>681,647</b>	<b>813,315</b>	<b>935,565</b>	<b>1,010,382</b>	<b>1,086,249</b>	<b>1,238,360</b>	<b>1,367,248</b>