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UN Common Country Assessment Update for the Philippines

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Abstract

This Common Country Assessment Update for the Philippines underpins the sustainable development partnership framework for the Philippines and the United Nations. Taking off from the analysis of the national baseline on sustainable development goals (SDGs) and progress in the SDGs, this report employs the United Nation's approach of framing the sustainable development outcomes under three pillars, namely, people, prosperity and planet, and peace. The report dissects the Coronavirus Disease (COVID-19) impacts and trajectories of the sustainable development outcomes under each pillar. COVID-19 impacts are anticipated to result in regression in human development capacities and opportunities. These are also expected to thwart economic prosperity, change consumption behavior and affect the environment. Delays in peacekeeping activities and fiscal resources realignments might also affect the communities that are trying to recover from violence and armed conflicts, especially in Mindanao. To mitigate further regression in development, the report recommends the following, among others: for the people pillar, governance improvements in areas such as social welfare programs delivery to vulnerable groups; for the prosperity and planet pillar, science-based policy strategies that will consider the current problems exposed by the pandemic as well as incorporate the timeliness of the policy responses; and for the peace pillar, the continued cooperation between the national government and the Bangsamoro government in ensuring that the recently gained peace dividends are protected and stakeholders do not slide back on their commitments.

Key words: COVID-19, SDGs, human development, prosperity and planet, peace

UN common country assessment update for the Philippines*

Adoracion Navarro, Celia Reyes, and Kris Francisco¹

1. Purpose, Assumptions and Analytical Framework

1.1. Introduction

The Common Country Assessment (CCA) is a tool that provides grounding and direction for the United Nations Sustainable Development Cooperation Framework (UNSDCF). It is a document that presents an overview of the trajectories of national outcomes over the years and examines areas for improvement. In 2019, the United Nations released its Development Assistance Framework (UNDAF, the predecessor of the UNSDCF) for the Philippines in a document called the Partnership Framework for Sustainable Development (PFSD) 2019-2023, which represents the transition of the UN system engagement in the Philippines from providing development assistance to fostering a strategic partnership with the government. The PFSD defines the priority areas of the UN system as an important partner of the Philippine government, for the next five years, in congruence with the country's own vision stated in *Ambisyon Natin 2040* and the targets laid out in the Philippine Development Plan (PDP) 2017-2022. The PFSD largely embodies the UN System's strategic support to national development goals under the three pillars of partnership—people pillar, prosperity and planet pillar, and peace pillar—and using the leave no behind framework. The CCA underpins the PFSD and the last CCA for the Philippines was released in 2018.

This CCA is organized as follows. The rest of this introductory section discusses the purpose of the CCA, the underlying assumptions, and the framework for analyzing the transmission of impacts. Section 2 presents the general context and recent major developments which were not contained in the previous CCA. This section already provides the discussion of the COVID-19 spread in the Philippines and the anticipated recovery, among other topics. Section 3 presents the impacts of COVID-19 and the discussions are organized under the three pillars of the PFSD. Section 4 discusses how the UN entities in the Philippines are supporting the government in the COVID response and the possible ways forward in continuing that support. The last section, Section 5, articulates the national priorities that are emerging from important documents that have been produced so far by the government in crafting strategies to fight the pandemic and identifies the opportunities for value addition by the UN in the Philippines.

1.2. Purpose

Given recent developments especially the Coronavirus 2019 (COVID-19) pandemic and its socio-economic impact, including the massive disruption to the economy and labor market, the key assumptions and development trajectories envisaged in the PFSD 2019-2023, as well as the CCA underpinning the PFSD, may no longer be valid. Underlying decent work deficits, as well as vulnerabilities and inequalities in the labor market identified in the PFSD persist and are exacerbated in the context of the Coronavirus Disease 2019 (COVID-19). Thus, a CCA

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Update is formulated. Since the last CCA was finalized in February 2018, the most recent full year data that it had used are 2017 data and may no longer be responsive to the need for informed decision-making.

This CCA aims to help the United Nations Country Team review the PFSD assumptions and likely trajectories with a view to re-prioritizing its programme portfolio and applying its collective capacities to support the Philippine government to successfully implement its recovery plan and to:

- a) stem possible significant regressions in progress towards the PDP, the 2030 Agenda including the sustainable development goals (SDGs), and the *Ambisyon Natin* 2040;
- b) leverage new potential opportunities to accelerate achievement of the SDGs;
- c) ensure close alignment with revised government priorities for recovery and the “better normal”; and
- d) give stronger emphasis to the humanitarian, climate, peace, and development nexus, including human rights and development principles contained in the No One Left Behind framework of the 2030 Sustainable Development Agenda.²

In addition, this CCA will serve as basis for the forthcoming *UN Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines*. This Framework will update the PFSD and function as the roadmap for the UN in the Philippines until a new Sustainable Development Cooperation Framework is developed in 2023 that is aligned with the development planning of a new administration.

1.3. Assumptions

This CCA assumes that the revised PFSD can be positioned as the contribution of the UN Development system to support the Philippine government and the Filipino people in recovering from the pandemic and to support long-term national aspirations, including *Ambisyon Natin* 2040 which is envisioning a Filipino society in 2040 where no one is poor. It also assumes that the Philippines, being a lower middle-income country, has a fair amount of internal institutional capacity to achieve its aspirations and may only need UN support where regression due to COVID-19 is likely to be most severe or where progress has been persistently constrained. As the section discussing the UN support to the Philippines shows, the UN in the Philippines continues to bring its comparative advantages through various support programs as the country fights the pandemic.

The timing of the writing of the CCA occurred during the mid-term updating of the Philippine Development Plan and the legislature’s deliberation of the proposed 2021 budget. At the time the CCA was completed, the mid-term update of the PDP 2017-2022 has not yet been released and Congress has not yet finished the budget deliberations. This CCA therefore assumes that the national priorities for responding to COVID-19 going forward are as what are contained in the executive branch’s version of the proposed 2021 budget, the action plan of the National Task Force against COVID-19, and the President’s pronouncements. Nevertheless, some discussions in this CCA give updates on the direction that the government is heading with regard to budget prioritization for 2021.

² As stated in the terms of reference for the preparation of this CCA.

This CCA also assumes that some of the points cited from other country analyses undertaken by national institutions and development stakeholders underwent thorough vetting process and are therefore valid. The references include but are not limited to: international financing institutions' analyses on SDG financing; reviews and recommendations of human rights mechanisms; regional and cross-boundary assessments; and disaster risk profiles. The cited materials are listed in the References list of this CCA.

1.4. Analytical Framework

As the COVID-19 pandemic is the major recent event that changes the trajectory of human capability and sustainable development in the Philippines, this CCA traces the transmission channels through which the pandemic affects development, describes the socioeconomic impacts of the pandemic, and anticipates the likely recovery through actions needed to mitigate further regression in development.

Inclusive and transformative economic growth is human-rights based, advances gender equality and women's empowerment, and enables greater human capabilities and the more sustainable development of communities. In contrast, economic contraction can result in regression in human development and thwart sustainable socioeconomic development. The COVID-19 pandemic as a human health crisis and a shock to economic growth and labor market is affecting human capacities and sustainable development through real economy transmission channels, fiscal channels, and socio-political structures.

Real economy transmission of impacts of COVID-19 is happening both on the demand side and the supply side. On the demand side, the lockdowns (called in the Philippines as community quarantines which have varying levels³ that are being enforced by the Inter-Agency Task Force for the Management of Emerging and Infectious Diseases or the IATF), the need for physical distancing, and the low consumer confidence are all resulting in low opportunities for economic activities and job disruption and loss of income and working hours of people and firms. On the supply side, the low profitability of firms, the decisions to reduce production levels or the variety of production, and the additional barriers to production are resulting in high unemployment in certain sectors (particularly the industry and services sectors) and risk aversion to investments, which again results in more unemployment. The pandemic also results in disruption to education and training, hence, erosion of human capital due to lost opportunities for education and training. Overall, these effects limit the capability of people to support themselves, increase the share of workers seeking informal employment for their livelihoods, and give rise to risks that human development capacities will regress, as the simulation of human development index in a succeeding section of this CCA shows.

Migration and remittance channels are also affecting the trajectory of Philippine development as a large number of migrant workers return and overseas Filipino workers' remittance flows show signs of decline. External receipts from tourism, and industry where many small and medium enterprises participate, also show decline and are at risk of further decline if travel restrictions continue and visitor confidence does not immediately recover. The financial market effects of these flows at present are subdued by monetary actions but the real economy effects are adverse implications on families that rely on remittances for their consumption spending. At the macro level, the real economy effects on employment are seen in the worsening

³ The varying levels are enhanced community quarantine, which is the strictest, modified enhanced community quarantine, general community quarantine, and modified general community quarantine or the least strict level.

aggregate unemployment situation in the country. At the micro level, adjustments by firms and workers are manifested not only in unemployment but also shorter working hours, lower earnings, temporary suspensions, and conflicts in industrial relations due to unpaid wages and dues, dismissals, and compliance issues.

The lower level of economic activity also affects fiscal policy as a transmission mechanism for advancing human development and other socio-economic goals. Policymakers are confronted with limited public resources in the face of high demand for public spending, especially on health system capacity expansion and economic recovery programs, and they are now contemplating on reprogramming, and perhaps de-prioritization, of certain expenditure programs. The fiscal resources realignments might also affect the creation of socio-political structures for Filipino communities that are trying to recover from violence and armed conflicts and the building of social capital that enables them to have a more just and peaceful society.

2. General Context and Recent Developments

The discussion in this section presents: a brief profile of the Philippines; the trajectory of COVID-19 spread and the anticipated recovery, with particular focus on poverty implications; the latest SDG results from official monitoring agencies; and the creation of the BARMM which was not covered in the last CCA. The aim is to provide a general context to the next section discussing the detailed impacts of COVID-19.

2.1. Geographic, demographic, political and socio-economic overview

Box 1 presents a summary of the geographic, demographic, political and socio-economic characteristics of the Philippines.

Box 1. Quick facts

Geographic overview

- Archipelago of 7,641 islands. Three island groups: Luzon, Visayas, and Mindanao.
- Land territory: more than 300,000 sq.km.; coastline: 235,973 km. long.²
- Prone to both geological and hydro-meteorological hazards and ranked the 9th most-at-risk country among 180 countries assessed by the World Risk Report 2019.

Demographics

- Projected population in 2020 is 108.77 million.³
- Sex ratio (from 2015 census) is 102 males per 100 females.
- Fertility rate (in 2017) is 2.7, a steady drop from 6.0 children per woman in 1973.
- Urban areas have twice the population growth as rural areas.

Political administration

- Form of government: democratic republic, with power equally divided among the executive branch, bicameral legislature, and judiciary.
- Senate: 24 senators, 17 males and 7 females; House of Representatives: 250 representatives, with male to female ratio of 7 is to 3; Supreme Court: male chief justice and fourteen associate justices, 4 of whom are female
- Local government units (LGUs): 81 provinces, 146 cities, 1,488 municipalities, and 42,046 *barangays*.⁴ LGUs are organized into 16 administrative regions and 1 autonomous region, the Bangsamoro Autonomous Region in Muslim Mindanao.

Socio-economic overview

- Gross National Income per capita in 2019: USD 3,860.97.⁵ The country is considered “lower middle-income” by the World Bank.⁶
- Poverty incidence: 16.7% of the population in 2018.
- On the demand side, primarily a consumption-driven economy with 72.4% of the total economy in 2019 attributed to household consumption.
- On the supply side, services sector drive growth as it accounted for 60% of value added in 2019. Industry and agriculture contributed about 30% and 10%, respectively.

Notes:

Government of the Philippines. 2020. “About the Philippines” webpage. <https://www.gov.ph/about-the-philippines>.

² National Mapping and Resource Information Authority.

³ Based on demographic trends and the 2015 census of population. Unless otherwise indicated, all population statistics are from the Philippine Statistics Authority.

⁴ Philippine Standard Geographic Code.

⁵ Applying the NEDA Board-DBCC employed exchange rate in 2019 of Php51.8 = USD1.0 to the Philippine Statistics Authority data on 2019 GNI per capita of Php199,998.

⁶ The World Bank considers a country “lower middle income” if it has a per capita Gross National Income of USD1,026 to USD3,995.

Recent accomplishments under the Philippine Development Plan 2017-2022

A summary socio-economic overview can also be gleaned from recent accomplishments under the Philippine Development Plan (PDP) 2017-2022. It is the first medium-term plan anchored on *Ambisyon Natin 2040*, or the vision and aspiration of the Filipino people for a *matatag, maginhawa at matatag na buhay* (strongly rooted, comfortable, and secure life) by 2040. The PDP lays out development strategies under the three pillars of *malasakit* (enhancing the social fabric), *pagbabago* (inequality-reducing transformation), and *patuloy na pag-unlad* (increasing growth potential).

The current administration is in the middle of implementing this six-year medium-term plan. Comparing the actual accomplishments during the first half of the administration and the original Philippine development planning assumptions, it can be concluded that overall, most of the PDP targets that are measurable are being achieved, although these are now put at risk by the COVID-19 pandemic.

Before the COVID-19 pandemic hit, there were significant strides in making growth more inclusive through reduction in poverty incidence. The full year 2018 Family Income and Expenditure Survey (FIES) shows that overall incidence has declined substantially and surpassed the PDP targets. Population poverty incidence in 2018 was 16.7 percent, lower than the PDP target of 17.3 percent to 19.3 percent; rural poverty incidence was 24.5 percent, lower than the PDP target of 25.6 percent; and subsistence incidence was 5.2 percent, lower than the PDP target of 6.8 percent. Table 1 provides a summary of other key indicators in the PDP. The achievement of the PDP targets up to the end of the administration will significantly depend on the actual recovery post-COVID. The projected recovery is discussed in the next sub-section.

Table 1. Philippine Development Plan targets vs. actual accomplishments

Outcome Indicator	Baseline	Plan Targets			Actual		
	Value (Year)	2017	2018	2019	2017	2018	2019
Economic growth (GDP growth rate) sustained	6.9 (2016)	6.5-7.5	7.0-8.0	7.0-8.0	6.7	6.2	6
GNI per capita (growth rates) increased	4.1 (2015)	4.5	5	5	4.8	4.3	3.7
Poverty Incidence (% of Population) reduced	23.5 (2015)		17.3-19.3			16.7	
Rural Poverty Incidence (%) reduced	34 ^r (2015)		25.6			24.5	
Subsistence Incidence (%) reduced	9.1 (2015)		6.8			5.2	
Food Inflation (%) kept stable	1.7 (2016)	2-4	2-4	2-4	3.2	6.6	2.1
Human Development Index (HDI) improved	0.693 ^r (2015)	increasing	increasing	increasing	0.699	0.712	NA
Unemployment Rate (%) decreased	5.4 (2016)	5.1-5.4	4.7-5.3	4.3-5.3	5.6	5.3	5.1
Youth Unemployment Rate (%) decreased	11.5 (Oct 2016)	11	10.4	9.8	11.9	13.4	18.6

Global Innovation Index (rank) improved	74 out of 128 economies (2016)	increasing	increasing	increasing	73 out of 127 economies	73 out of 126 economies	54 out of 129 economies
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Note: r - revised

Source: National Economic and Development Authority

2.2. COVID-19 trajectory and the anticipated recovery

The spread of the disease and the shock to economic growth

The Coronavirus Disease 2019 (COVID-19) pandemic is so unprecedented and the environment which the Philippine government and multilateral institutions like the UN must navigate is now changing at a pace faster than before. **As of 10 December 2020, the Philippines has the second highest number of people with COVID-19 in Southeast Asia, after Indonesia, and has recorded a total of 444,164 people confirmed to have contracted COVID-19, of which: 26,545 are either being treated or managed, 408,942 are deemed recovered, and 8,677 have died.** Trends show that the daily number of new cases is generally on the downtrend though still high.⁴ (See Figure 1 for the daily trend.)

Figure 1. Daily cases by onset of illness and daily confirmed deaths by date of death

CONFIRMED CASES BY DATE OF ONSET OF ILLNESS (NATIONWIDE)



CONFIRMED DEATHS BY DATE OF DEATH (NATIONWIDE)



- Notes: 1. Bars with dark green colors indicate the actual date of onset or date of death for newly reported cases.
2. In cases where date of onset of illness is unreported, date of specimen collection was used as proxy. Cases that do not have both are not accounted for in the date of onset histogram. Based on the daily COVID-19 Philippine Situationer Report No. 227 issued on 10 December 2020, around 10% of cases have unreported dates of specimen collection and onset of illness.
3. Owing to delays in reporting, case counts in the gray shaded area are still most likely incomplete. Hence, the DOH urges caution in interpreting data beyond this 14-day cutoff.

Source: Department of Health

⁴ In epidemiology, the trend in new cases daily is being assessed to see if the transmission curve is flattening or not. It is important to note that "flattening the curve" is not a one-time event and transmission acceleration could recur.

The slower transmission of the virus, per latest data, is a source of optimism. According to the Department of Health (DOH), the time-varying reproduction number of the virus (R_t) based on data validated as of 25 November 2020 is $R_t = 0.95 \pm 0.02$ with 95 percent confidence interval, that is, the DOH is 95 percent confident that an average of 0.95 person contracted COVID-19 after being exposed to an individual who contracted COVID-19 around two weeks ago. The R_t was around 2.0 during the early days of the outbreak. The government's goal is for R_t to be less than 1 and sustain it, eventually stopping the transmission of SARS-COV-2.

In terms of active cases, National Capital Region (NCR) or Metro Manila is the hotspot of the virus as it has the highest number of active cases at 7,561. Table 2 below shows the top 10 regions by active cases.

Table 2. Top 10 regions by active cases

Region	Active Cases
NCR (Metro Manila)	7,561
Region IV-A (CALABARZON) ⁵	4,916
Region III (Central Luzon)	2,766
Region XI (Davao)	2,164
Region VI (Western Visayas)	1,491
CAR ⁶	1,181
Region X (Northern Mindanao)	831
Region VII (Central Visayas)	767
Region I (Ilocos)	703
Region VIII (Eastern Visayas)	663

Source: Department of Health

As the country imposed community quarantines or lockdowns to contain the virus, the economy contracted. From 0.7 percent contraction in the first quarter of 2020, it plummeted to 16.9 percent contraction in the second quarter, officially entering a recession and bringing the first semester contraction to 9.3 percent. It started to recover in the third quarter but contraction was still double-digit at 11.5 percent. Hardest hit was the accommodation and food service activities, construction, and other services (particularly the arts, entertainment and recreation industry) subsectors, which contracted in the third quarter by 52.7 percent, 39.8 percent, and 53.4 percent, respectively. This was followed by transport and storage, real estate, education, and mining and quarrying. A few sectors posted positive growth. Financial and insurance activities posted 6.2 percent growth followed by public administration and defense at 4.5 percent. (Note that there were no layoffs in government.) Agriculture grew by 1.2 percent as the rural areas were not as affected by the community quarantines as the urban areas. The long and stringent lockdowns have depressed economic activities so much that the industry value added plunged to -21.8 percent in the second quarter and -17.2 percent in the third quarter. Capital formation expenditure also significantly declined by -53.7 percent in the second quarter and -41.6 percent in the third quarter. Unemployment also dramatically rose to 17.7% in April before settling to 10% in July, which is still high compared to the same month in 2019 (Philippine Statistics Authority, 2020).

⁵ CALABARZON stands for the provinces which consist Region IV-A, namely, Cavite, Laguna, Batangas, Rizal, and Quezon.

⁶ CAR means Cordillera Administrative Region.

The government responses

The immediate fiscal response to the crisis is for the executive to seek Congressional authority to reformulate the 2020 budget through a legislation called *Bayanihan to Heal as One Act* (Republic Act No. 11469).⁷ This allowed the realignment of a total of Php360.46 billion for managing the health crisis.⁸ The pooled allocations were released to implementing agencies for these purposes: implementation of the Social Amelioration Program, implementation of various programs to mitigate the impact of COVID-19 on affected disadvantaged/displaced workers, Small Business Wage Support Program for micro-, small-, and medium-scale enterprises (MSMEs), *Bayanihan* Grants to cities, municipalities and provinces, procurement of reverse transcription polymerase chain reaction (RT-PCR) virus detection kits, implementation of agriculture projects under the *Ahon Lahat, Pagkain Sapat Kontra COVID-19* Program,⁹ and operational budget requirements of the temporary treatment and monitoring facilities for COVID-19 response. In particular, the SAP served as a lifeline to poor households during the lockdowns as the law mandated the executive branch to provide a monthly subsidy of Php5,000 to Php8,000 (varying based on the minimum wage per region) to around 18 million low income households for two months.

The central bank, the *Bangko Sentral ng Pilipinas*, also contributed to the response through the advance remittance of Php20 billion in dividends to the national government, and other liquidity measures such as its Php300-billion repurchase agreement with the national government and the opening of a window for purchases of government securities in the secondary market. The monetary board also eased its monetary policy through a 50-basis-point reduction on June 25, which brought the policy rate to 2.25 percent. To reduce the financial burden on loans to micro, small and medium-scale enterprises (MSMEs), the monetary board also made it a policy that banks' loans to MSMEs and large enterprises that are not part of conglomerate structure shall be counted as part of the banks' compliance with reserve requirements. According to BSP data, around Php71.0 billion in MSME loans were used as compliance with the reserve requirements.

The first *Bayanihan* Act was in effect up to 25 June 2020. To be able to continue responding to the pandemic through reprogramming of the 2020 budget, the executive asked Congress to enact a second *Bayanihan* Act, which the latter did on 12 September 2020. *Bayanihan 2* (Republic Act No. 11494) provides for a stimulus package worth P165 billion, consisting of P140 billion in regular appropriation and P25 billion as standby fund. The biggest share of the P165-billion budget is allotted for soft loans to badly hit groups such as MSMEs, transport, tourism and agriculture sectors. The law also allots funds for health-related responses, including the retroactive payment of the P100,000 hazard duty pay for health workers, the continuous employment of existing emergency health workers, augmentation of operations of DOH hospitals, risk allowance of public and private health workers attending to COVID-19 patients, procurement of face masks, face shields and personal protective equipment (PPEs),

⁷ The term "*bayanihan*" in Filipino means to help as a community, that is, one community helping the most in need in that community.

⁸ From the Department of Budget and Management, as of 30 June 2020:

Net Releases under Section 4(v) of RA 11469 = Php252,622,052,356

Net Releases under Section 4(x) of RA 11469 = Php11,115,891,854.25

Net Releases under Section 4(y) of RA 11469 = Php96,717,896,630

Total Releases = Php360,455,840,840.25.

⁹ *Ahon Lahat, Pagkain Sapat Kontra COVID-19* can be approximately translated as "Arise all, enough food for all to counter COVID-19".

and construction of temporary medical isolation and quarantine facilities. The law also allocates subsidies and allowances to qualified students in both private and public elementary schools, high schools, and colleges whose families were affected by work stoppage amid the lockdowns imposed, and one-time cash aid to displaced teaching and non-teaching personnel who have lost their jobs or who have not received their wages because of the coronavirus crisis.

Bayanihan 2 authorizes the reprogramming and realignment of funds not only by the national government but also by LGUs. It also suspends the application of personnel services cap on LGUs to enable them to hire more personnel for COVID response and recovery. It also authorizes the grant of financial and investment privileges like 60-day grace period for payment of loans, priority lending for MSMEs through government financing institutions, exemption from import duties for PPEs, removal of initial public offering tax, waiver of national permits, licenses, and certificates for public and private projects that are nationally significant, and two-year exemption from compulsory notification for mergers and acquisitions with transaction values below Php50 billion and one-year exemption from *motu proprio* investigation. The law, however, no longer provides SAP to poor households except to those qualified beneficiaries who were not able to access the SAP under *Bayanihan 1*.

Economic recovery projections by the government and international financing institutions

The government's projection of the anticipated recovery shows that despite the double-digit contractions for two consecutive quarters, the government is assuming a rapid return to a high growth trajectory next year, that is, a V-shaped recovery, and an accelerated growth in 2022. The most recent macroeconomic assumptions of the government are in Table 3.

Table 3. Revised macroeconomic assumptions due to the COVID-19 pandemic

Indicator	2020	2021	2022
GDP growth/ (contraction) (%)	(9.5) - (8.5)	6.5 - 7.5	8.0 - 10.0
Inflation (%)	2.4 - 2.6	2 - 4	2 - 4
Dubai crude (\$/barrel)	40 - 42	35 - 50	35 - 50
Peso-dollar exchange rate	48 - 50	48 - 53	48 - 53
Goods export growth (%)	-16	5	5
Goods import growth (%)	-20	8	8

Source: NEDA Board-Development Budget Coordinating Committee (DBCC), 03 December 2020

Given the revised growth assumptions, the government also revised its fiscal projections for budget programming and funds sourcing purposes. Table 4 shows the revised fiscal projections.

Table 4. Revised fiscal projections due to the COVID-19 pandemic

Indicator	2020	2021	2022
Revenues (in billion pesos)	2,853.4	2,881.5	3,313.6
% of GDP	15.7	14.4	14.8

Disbursements (in billion pesos)	4,233.7	4,662.3	4,954.6
% of GDP	23.3	23.3	22.1
Surplus/ (Deficit) (in billion pesos)	(1,380.3)	(1,780.8)	(1,641.0)
% of GDP	-7.6	-8.9	-7.3

Source: NEDA Board-DBCC, 03 December 2020

The projected deficit implies the need for additional borrowings, which the government will try to meet through a foreign and domestic debt mix of 26 percent foreign debt and 74 percent domestic debt in 2020, and 15 percent foreign debt and 85 percent domestic debt in 2021. (The target debt mix for 2021 has not yet been released.) The government claims that the borrowing strategy will keep the debt-to-GDP ratio at a sustainable level of below 50 percent. Before the COVID-19 pandemic, the country's debt-to-GDP ratio was only 39.6 percent.

Meanwhile, international financing institutions are also projecting deep contraction in 2020 but a slower rebound in 2021. The World Bank in its December 2020 update forecasts Philippine GDP contraction in 2020 to be -8.1 percent and GDP growth in 2021 to be 5.9 percent (World Bank, 2020). The International Monetary Fund (IMF) in its October 2020 outlook sees Philippine GDP contraction in 2020 to be -8.3 percent, the deepest in Southeast Asia and 2021 GDP growth to be 7.4 percent (IMF, 2020). The Asian Development Bank (ADB) in its September 2020 outlook is projecting a Philippine GDP contraction for 2020 of -7.3 percent and GDP growth for 2021 of 6.5 percent (ADB, 2020a). Note that the IMF and ADB 2020 forecasts will likely be downscaled given that these were arrived at before the release of the third quarter Philippine GDP performance, which shows a double-digit contraction.

Analysis of the anticipated recovery

As long as the virus transmission is not contained and adequately managed and the current system of sweeping lockdowns at the higher level of geographic areas (regions, provinces, metropolises) continues, recovery will be difficult and slow and may trace a U-shaped recovery rather than the V-shaped recovery that the government is projecting, with grim implications for poverty. Although the government has started to impose what it calls “granular lockdowns” or restrictions at the level of barangays, strict lockdown classifications at the levels of cities and provinces continue to be imposed, revisited, and then re-adjusted every two weeks. These have severe public transport restrictions and business closure implications because under the strictest category of “enhanced community quarantine (ECQ)” public transport is suspended and 50% operating capacity is imposed on many types of businesses, and under the “modified enhanced community quarantine (MECQ)”, which is a transitory phase toward a less stringent “general community quarantine”, public transport remains suspended and a significant number of establishment types remain under 50% operating capacity restriction.¹⁰

The overall effects of the community quarantine restrictions include hardships for workers in getting to and from workplaces and instability in business planning and high uncertainty on opening or closure decisions for firms. This is most prominent in the National Capital Region

¹⁰ For full details on the list of restrictions per quarantine classification, see the “Omnibus Guidelines on the Implementation of Community Quarantine in the Philippines” as of 08 October 2020 at <https://www.officialgazette.gov.ph/downloads/2020/10oct/20201008-IATF-Omnibus-Guidelines-RRD.pdf>.

(NCR) or Metro Manila, which accounts for 36% of the country's GDP, as the region had been under the longest alternating ECQ and MECQ impositions since mid-March. It was only on June 1 when it was put under GCQ, allowing public transportation and the opening of most businesses, but then it had to be put under a two-week MECQ again on August 4 to 18 when medical front-liners called for a “breathing space” given the surge in cases, after which the quarantine was reverted to GCQ status (up to the time of this writing).

As a result of the lockdowns, household incomes went down, contributing to increase in income poverty, which may be captured by official government data only in 2021, the next Family Income and Expenditure Survey. Thus, a poverty impact simulation was done for this CCA.

For this CCA, simulations were done to estimate the impact of the pandemic on poverty based on the 9 percent economic contraction scenario in 2020. Note that this is the mid-point of the government's projection for 2020, which is more pessimistic than international financing institutions' projections for 2020.

The simulations assumed that the income of the family is linked to the sector of employment of the household head. The simulations also considered that the government provided cash transfers under the Social Amelioration Program (SAP) to smoothen the consumption of the poor and vulnerable. The SAP is mandated to provide a cash or non-cash subsidy to 18 million household beneficiaries in the amount of at least Php5,000 to a maximum of Php8,000 per month for two months for basic food, medicine and toiletries. The amount of assistance received depended on the region where the beneficiary was located, as shown in the table below. It was assumed in the simulation that the SAP beneficiaries covered the poorest and low-income families. The program is designed to cover 18 million beneficiaries, representing 73 percent of the total number of families. However, recent reports mention that only about 14 million received two tranches, representing 57 percent of the families. According to the DSWD, the target beneficiaries for the second tranche was trimmed down to 14 million families to account for duplicates, listed but ineligible beneficiaries, and families who voluntarily returned their cash aid. Thus, different simulations were done assuming SAP delivery to the target 18 million household beneficiaries and the 14 million beneficiaries to date. For the simulations, it was assumed that the families who received two tranches are the 14 million families with the lowest incomes.

Table 5. Maximum regional emergency subsidy

Region	Daily minimum wage in pesos	Subsidy amount in Php per month (per household)
National Capital Region	537	8,000
Cordillera Administrative Region	350	5,500
Region I (Ilocos)	340	5,500
Region II (Cagayan Valley)	370	5,500
Region III (Central Luzon)	420	6,500
Region IV-A (CALABARZON)	400	6,500
Region IV-B (MIMAROPA)	320	5,000
Region V (Bicol)	310	5,000
Region VI (Western Visayas)	395	6,000

Region VII (Central Visayas)	404	6,000
Region VIII (Eastern Visayas)	315	5,000
Region IX (Zamboanga Peninsula)	316	5,000
Region X (Northern Mindanao)	365	6,000
Region XI (Davao)	396	6,000
Region XII (SOCCSKSARGEN)	326	5,000
Region XIII (Caraga)	320	5,000
Bangsamoro Autonomous Region in Muslim Mindanao	325	5,000

Source: Joint DILG-DBM-DSWD-DA-DTI-DOF Memorandum Circular No. 1 Series of 2020, accessed at https://dilg.gov.ph/PDF_File/issuances/joint_circulars/dilg-joincircular-2020330_ed9e8ec836.pdf

Table 6. Poverty impact simulation results

	Poverty incidence among families		Poverty incidence among population	
	Magnitude (in million)	Percent	Magnitude (in million)	Percent
Before COVID-19	3.00	12.1	17.67	16.7
Scenario with COVID-19	4.45	18.0	25.20	23.8
Scenario a – with SAP (14 M received)	3.41	13.8	20.49	19.4
Scenario b – with SAP (18 M targeted)	3.41	13.8	20.49	19.4

Note: The numbers have been rounded off.

Source: Authors' estimates

The simulation results suggest that around 1.44 million families covering about 7.53 million individuals will become poor as a result of the pandemic. The SAP reduces the number of new poor to 400 thousand families or 2.82 million individuals. Clearly, given the projected economic performance, poverty will increase despite the presence of the SAP. The magnitude and incidence of poverty incidence do not change whether there are 14 million or 18 million beneficiaries because those belonging to the top 50 percent of the families are non-poor. Despite the declines in income due to the pandemic, they remained non-poor.

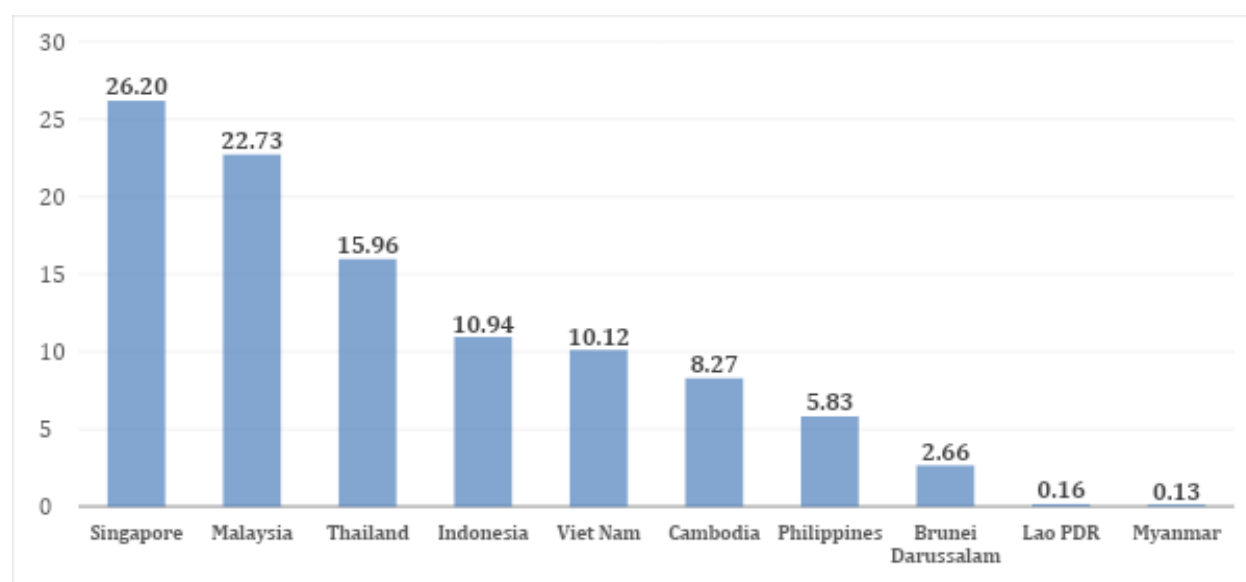
The simulations suggest that the COVID-19 pandemic will increase the number of poor, but social protection in the form of SAP will temporarily help the families. Since the SAP is temporary, other measures such as wage subsidies or cheap loans are needed to enable those who lost their jobs or closed their businesses to bounce back from the crisis. If they do not recover quickly, the new poor can become part of the chronic poor. The new poor may also adopt coping mechanisms that may have adverse impact on other dimensions of welfare. For instance, some of the new poor may withdraw their children from school and this would have longer-term implications on the welfare of the household. Therefore, it is important to ensure that the recovery process for the economy is inclusive.

A separate simulation, done outside this CCA, shows that even a 5 percent income contraction across all income groups will increase the current poverty rate to 19.2 percent, or will result in

additional 2.6 million of Filipino families becoming poor (Albert et al., 2020). But social amelioration and small business wage subsidy programs, assuming these go to the 75th to 90th percentiles of households across per capita income distribution, can become effective in evading this scenario and can even result in a reduction of poverty incidence to 15.5 percent.

These simulations underscore the importance of social protection programs in the time of COVID-19, and yet the Philippines does not seem to be spending enough for these relative to its peers in Southeast Asia. An ADB database tracks the fiscal responses to COVID-19 of its member countries and estimates the “total COVID policy response package” as composed of the following measures: liquidity support, credit creation, direct long-term lending, equity support, and government support to income or revenue. Based on the October 19 version of the database, the Philippines’ total policy response package as a percentage of 2019 GDP is only 5.8 percent, fourth from the bottom among ASEAN countries (Figure 2). Assessing the policy response package per capita with due consideration for the number of COVID-19 cases per million shows that the Philippines is facing the second highest number of cases per million, and yet its spending is not commensurate with the level of the problem. It may be argued that other countries can afford to spend more than what the Philippines does because they are relatively more affluent. However, even after adjusting for the size of the economy, the Philippines still comes out parsimonious relative to its peers in GDP per capita standing like Indonesia and Vietnam (Figure 3). On the ground, a concrete translation of this parsimony is the withdrawal of the SAP in the *Bayanihan 2* even as the poor segments of Filipino society continue to suffer from sweeping and broad lockdowns with public transportation restrictions that restrict the mobility of workers.

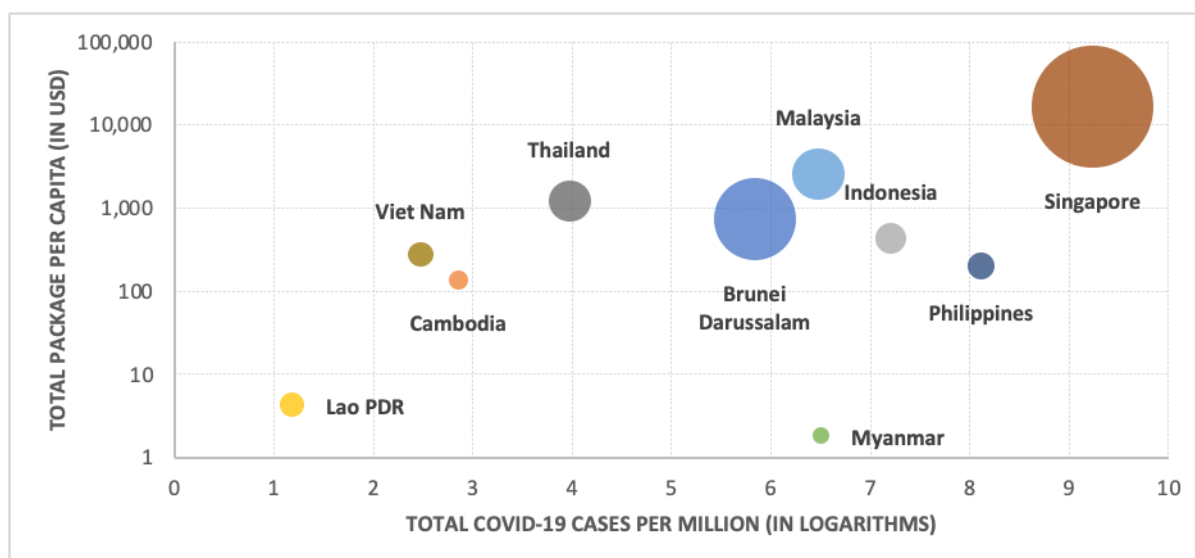
Figure 2. Total COVID policy response package as percentage of 2019 GDP in ASEAN



Note: Total COVID policy response package is composed of the following measures: liquidity support, credit creation, direct long-term lending, equity support, and government support to income/revenue.

Source: ADB COVID-19 Policy Database, as of 19 October 2020

Figure 3. COVID-19 cases and policy response package per capita in ASEAN



Notes:

1. Total COVID policy response package is composed of the following measures: liquidity support, credit creation, direct long-term lending, equity support, and government support to income/revenue.
2. The size of each bubble denotes the corresponding economy's GDP per capita.

Source: ADB COVID-19 Policy Database, as of 19 October 2020

Aside from the level of fiscal spending, factors affecting the successes of nearby economies should also be considered by the Philippines. The World Bank (2020) reported that East Asia Pacific countries, except the Philippines and Indonesia which are still struggling to contain the virus, have so far suffered less from COVID-19. What has helped contain the disease thus far are early and decisive action, smart lockdowns or containment based on extensive testing, economic measures such as sick pay to encourage sick people to stay at home, and clear and consistent communication. The World Bank also reported that as of September, Vietnam appeared to have resumed economic activities soon after successful containment, and Malaysia and Thailand had their mobility data close to January levels. Box 2 discusses what lessons can be learned by the Philippines from the early successes of Vietnam in reaping the containment dividend.

Box 2. Early successes from Vietnam offer lessons for the Philippines

The Vietnam experience is a good case study. Vietnam is one of the countries which experienced an initial surge of cases but as of 13 October 2020, the number cases is only 1,122. In contrast, the Philippines has 342,816 cases and ranked 18th highest in the world.

According to IMF analysts (Dabla-Norris et al., 2020), Vietnam's strategy was informed by its experience with the Severe Acute Respiratory Syndrome (SARS) in 2003 when effective and transparent communications were implemented and the support of the military, public security services, and grass-root organizations was swiftly deployed. When the COVID-19 outbreak in China was officially reported to the World Health Organization on December 31, 2019, Vietnam again swiftly acted and before January 2020 ended, it had already issued a guidance on outbreak prevention and detection, crafted a National Response Plan, and established a National Steering

Committee on Epidemic Prevention. It also adopted strict containment measures including travel bans on foreign visitors and a 14-day quarantine period for international arrivals. It was not able to conduct the same level of mass testing that most advanced economies did but it used extensive contact tracing, isolation and quarantining. Up to third-tier of traced contacts were quarantined and groups of people who lived near confirmed cases were swiftly tested and isolated. Existing public and military facilities were used in early containment. Treatment and quarantine in hospitals were provided free of charge. A well-coordinated and multi-media approach in communications from the very early stage brought critical public buy-in. This involved communicating through mass media, a government website, public grass-root organizations, posters, mobile phone text messages, voice messages before a phone call could be made. Domestic economic activity in Vietnam is now showing early signs of renewed consumer confidence as retail trade has been showing a sharp recovery.

2.3. Sustainable development goals baseline and national implementation progress

The Philippines integrated the sustainable development goals (SDGs) in the PDP 2017-2022 and recognizes that the SDGs are in sync with the long-term vision articulated in *Ambisyon Natin 2040* where no Filipino is poor by 2040. The country is monitoring the achievement of the SDGs through the Philippine Statistics Authority (PSA),¹¹ which has generated the baseline and is publishing its results through the webpage *SDG Watch* on its website. In accordance with PSA Board approval in May 2017, the PSA is officially monitoring through the participation of many agencies 155 National SDG Tier 1 indicators, composed of 102 SDG global indicators, 28 proxy indicators, and 25 supplementary indicators.

The Philippines also completed its second Voluntary National Review (VNR)¹² in 2019. Presented to the United Nations High-Level Political Forum on Sustainable Development, with the theme “Empowering people and ensuring inclusiveness and equality”, in July 2019 and published in the Philippines in November 2019, the VNR reports the country’s efforts in adopting the 2030 Agenda and where the country stands in six sets of global sustainable development goals: SDG 4 (quality education), SDG 8 (decent work and economic growth), SDG 10 (reduced inequalities), SDG 13 (climate action), SDG 16 (peace, justice and strong institutions), and SDG 17 (partnerships) (Reyes et al., 2019).

The baseline and the progress on all the SDGs for all the 155 indicators that the PSA is monitoring are detailed in Annex A of this CCA. Updating was undertaken by the PSA in March 2020 and the data provided by various national government agencies to the PSA pertain to the status of the indicators before the COVID-19 pandemic.¹³ Thus, the discussion below broadly provides the national implementation progress before the pandemic based on selected benchmark indicators. (For details on other indicators, the reader is invited to peruse Annex A.) Nonetheless, **the trends in national implementation progress already shows which SDG sub-indicators are off-track and will be exacerbated by the pandemic, which are at risk of regressing, and which show potential gains in the time of COVID-19.**

¹¹ For this purpose, the PSA Board issued Resolution No. 9 Series of 2017: Approving and Adopting the Initial List of SDGs for Monitoring in the Philippines.

¹² The first VNR was conducted in 2016.

¹³ Producing an update for the SDG indicators where the government set baselines (155 indicators) is not an easy task (inside the government, it has to be undertaken by multiple agencies with many staff) and this portion of the CCA undertaking was confronted with limited time and manpower.

Some indicators were off-track even before COVID

The country has been off-track with respect to important sub-indicators under the following SDGs and prioritizing them will also facilitate the response to the pandemic.

- SDG 2 (no hunger): slow improvement in stunting and wasting of children, increased number of overweight children
- SDG 3 (health): increased vulnerability to HIV, lower percentage of public health facilities properly stocked with selected essential medicines
- SDG 6 (access to water and sanitation): implementation effort on sustainable management of water and sanitation declined, household access to sanitation declined
- SDG 12 (sustainable consumption and production): hazardous waste generated per capita increased
- SDG 10 (reduced inequality): regional income disparities and rural poverty persist
- SDG 16 (peace, justice and strong institutions): deterioration in performance in the World Justice Project Rule of Law Index, including fundamental human rights, and in certain components of the Worldwide Governance Indicators

Food insecurity becomes more intense with the economic contraction and loss of jobs and livelihoods in the time of COVID-19 and it can be worse in areas where inequality and rural poverty are severe, with dire consequences for the nutrition of children. The existing low readiness of public health facilities and deterioration of non-COVID health efforts like those related to HIV are indicative of weaknesses in the health sector that make responding to the pandemic especially difficult. Poor access to clean water and improved sanitation weakens the health strategies to fight the pandemic especially in rural areas. The increase in hazardous waste generation is symptomatic of the slow traction in extracting accountability from polluting firms and changing the general behavior toward handling hazardous waste as threats to health, which is a much needed behavioral change during the pandemic. Weaknesses in governance and safeguarding of fundamental human rights can also complicate the pandemic response as these can erode trust and cooperation of the citizenry at a time when such are badly needed.

The off-track path also implies that left behind groups with respect to these SDG sub-indicators were starting from a more disadvantaged position when the pandemic struck, and the lockdowns and consequent economic and political hardships brought them additional misery. Social protection should therefore adequately target these groups.

The rest of the discussion below provides the numbers for the pre-COVID trends on the mentioned SDG dimensions.

On SDG 2 (no hunger), the Philippines exhibits slow progress. In 2015, only about a third of Filipino households (31 percent) meet the 100 percent recommended energy intake. Stunting and wasting continue to be serious problems. There were only small improvements in stunting and wasting among children as the prevalence of stunting among children under 5 years of age declined only slightly from 33.4 percent in 2015 to 30.3 percent in 2018, and the prevalence of wasting among children under 5 years of age declined from 7.1 percent in 2015 to 5.6 percent in 2018. Moreover, the prevalence of being overweight among children under 5 years of age worsened from 3.9 percent in 2015 to 4 percent in 2018.

The monitoring of good health and well-being under SDG 3 shows improved health care but the increasing number of HIV cases and availability of medicines in public health facilities are a cause for concern. According to the 2017 National Demographic and Health Survey (NDHS),

the Philippines had expanded health care access for mothers and infants, with the proportion of births handled by skilled personnel at 84.4 percent (an improvement from 73 percent per the 2013 NDHS) and the proportion of births delivered in a health facility at 77.7 percent (an improvement from 61 percent per the 2013 NDHS). The country is also near the achievement of the 2030 goal of reducing neonatal mortality to at least as low as 12 per 1,000 live births and mortality of children under 5 years of age to as low as 25 per 1,000 live births. In 2017, neonatal mortality in the Philippines was 14 per 1,000 live births and under-5 mortality was 27 per 1,000 live births. Mortality rates attributed to cardiovascular disease, cancer, diabetes or chronic respiratory disease slightly declined from 4.6 in 2016 to 4.5 in 2018. However, vulnerability to HIV is worsening. As reported by the SDG Watch, there were 9,264 new cases in 2016 and 11,427 new cases in 2018, and as reported by the Department of Health in December 2019, new cases dramatically grew to 74,807. Moreover, the percentage of public health facilities properly stocked with selected essential medicines declined from 65.4% in 2016 to 55% in 2019.

Efforts continue to ensure the availability and sustainable management of water and sanitation, which is SDG 6, but implementation effort declined. The proportion of monitored bodies of water with good ambient water quality was registered in 2016 as 82.3 percent for dissolved oxygen monitoring and 79.5 percent for biochemical oxygen demand monitoring. There was a decline in implementation effort as the percentage of implementation of programs and projects identified in integrated river basin master plans declined from 26.1 percent in 2016 to 21.2 percent in 2019. Moreover, the amount of water- and sanitation-related official development assistance (ODA) that is part of a government-coordinated spending plan through the Local Water Utilities Administration slightly declined from USD62 million in 2016 to USD60 million in 2019. Although not part of the monitored indicators under SDG 6 but part of those monitored under SDG 1 (No poverty), the trend in households' access to water and sanitation is also instructive. The report on the national progress shows a slight improvement in the proportion of families with access to improved water supply, from 83.2% in 2016 to 86.4% in 2017, but the proportion of population living in households with access to sanitary facilities declined, from 91.9% in 2016 to 89.2% in 2017.

For the SDG on sustainable consumption and production patterns or SDG 12, the indicator included in the SDG Watch is only about hazardous waste generation and the situation is far from satisfactory. Hazardous waste generated per capita by industries was 0.0145 metric tons in 2016 and increased to 0.0427 metric tons in 2017.

On SDG 10 (reducing inequalities), the average household income per capita of the bottom 40 percent of the population grew faster than that of the general population. According to the 2018 Family Income and Expenditure Survey (FIES), the 2018 household income per capita of the bottom 40 percent grew at 10.4 percent whereas for the total population, household income per capita grew at 6.5 percent. However, regional income disparities are stark and poverty remains a rural phenomenon. Poverty incidence in the poorest region, the Autonomous Region of Muslim Mindanao, was 61.3 percent in 2018 whereas it was 2.2 percent in the National Capital Region. Rural poverty was 24.46 percent and urban poverty was 9.30 percent in 2018.

On SDG 16 (peace, justice and strong institutions), the SDG Watch reported reduced number of victims of homicide, number of murder cases, and index crime rate from 2016 to 2018. However, the VNR reported that the number of rape cases actually increased from 2009 to 2018, though it is unclear whether this is due to increased reporting rather than absolute increase in occurrences of rape. With respect to corruption, data show slight reductions in

bribery for instances of availing social services, accessing justice, securing registry documents and licenses, and any service, but the bribery related to payment of taxes and duties increased.

Note that there are indicators under monitoring elsewhere that tackle the themes of SDG 16 although these are not covered under the SDG indicators baseline and updating committed in the Philippine SDG Watch. In particular, monitoring by the Philippine Statistics Authority of the Philippine Development Plan targets through its StatDev webpage¹⁴ uses the World Justice Project (WJP) Rule of Law Index with indices in 2016 as baseline. The WJP Rule of Law Index 2020 report shows that the country's score on fundamental rights is 0.41 and is ranked 107th out of 128 countries.¹⁵ This is a deterioration from its 2016 score of 0.5 and global rank of 83rd out of 113 countries. Its score on civil justice in 2020 is 0.46 and it is ranked 92nd out of 128 countries, which is a slight deterioration from its 2016 score of 0.45 and rank of 87th out of 113 countries. Its score on criminal justice in 2020 is 0.31 and it is ranked 112th out of 128 countries, which is also a deterioration from its 2016 score of 0.45 and rank of 87th out of 113 countries. A report by the UN High Commissioner for Human Rights (HCHR) in June 2020 also highlighted that while important human rights gains in the Philippines have been made and challenges remain, there are critical ongoing human rights issues. For instance, in the Philippine National Police's fight against illegal drugs, the Supreme Court noted that operations by the police and homicides perpetrated by unidentified persons resulted in 20,322 deaths from 01 July 2016 to 27 November 2017, which prompted the Supreme Court to demand an explanation for the staggering average of 40 deaths a day. Moreover, the HCHR examination of police reports found that the police had repeatedly recovered guns bearing the same serial numbers, or guns reappearing in different crime scenes, suggesting planting of evidence.¹⁶

Related to SDG 16 but is not in the SDG Watch are the country's scores in the World Bank's Worldwide Governance Indicators 2019,¹⁷ which the Philippine Statistics Authority's StatDev also uses as reference. It shows deterioration in voice and accountability, rule of law, and control of corruption (Table 7).

Table 7. Worldwide Governance Indicators 2019 report for the Philippines

	2016 score	2017 score	2018 score	Remark
Political stability and absence of violence/terrorism	-1.38	-1.18	-1.12	improvement
Government effectiveness	-0.01	-0.05	0.05	improvement
Regulatory quality	0	0.02	0.05	improvement
Voice and accountability	0.16	0.08	0.04	deterioration
Rule of law	-0.35	-0.41	-0.48	deterioration
Control of corruption	-0.49	-0.48	-0.54	deterioration

Source: Worldwide Governance Indicators 2019, World Bank.

¹⁴ See StatDev webpage on <https://psa.gov.ph/statdev-main> which monitors the achievement of Philippine Development Plan targets.

¹⁵ Scores range from 0 to 1, where 1 indicates full adherence to the rule of law.

¹⁶ Situation of human rights in the Philippines: Report of the United Nations High Commissioner for Human Rights. 29 June 2020. <https://www.ohchr.org/Documents/Countries/PH/Philippines-HRC44-AEV.pdf>

¹⁷ Estimates of governance in six broad dimensions, namely, voice and accountability, political stability and absence of violence, government effectiveness, regulatory quality, rule of law, and control of corruption, range from approximately -2.5 (weak) to 2.5 (strong) governance performance.

Some gains are at risk of regressing due to COVID

Pre-COVID, there were clear positive gains in some sub-indicators in the following goals although there were mixed results in others. However, the hard-earned gains are at risk of regressing if the response and recovery efforts are not handled well.

- SDG 1 (no poverty): poverty declined but is at risk of increasing
- SDG 4 (quality education): improved in various performance indicators but COVID-19 exposed the digital divide
- SDG 5 (gender equality): gender gap in economic opportunities improved but violence against women and girls persisted
- SDG 8 (decent work and economic growth): unemployment declined pre-COVID but gains are dramatically reversed in the time of COVID
- SDG 9 (industry, innovation and infrastructure): innovation indicators improved but industrialization remained low and infrastructure inadequate
- SDG 11 (sustainable cities and communities): local governments progressed in disaster risk reduction strategies but the pandemic exposed gaps in evacuation and problems on informal settlements persisted

Significant progress in poverty reduction, the bedrock of all SDGs, is among the recent key accomplishments of the Philippines but it is now evident that this is a fragile progress due to the pandemic. Access to education and learners' completion rates also improved and higher education and TVET quality progressed but basic education quality remains a problem and will be exacerbated by the inequality in access to ICT infrastructure. Narrowing the gender gap in economic opportunities is also one of the key accomplishments of the Philippines but continuing violence against women and children blots this accomplishment and can worsen under lockdowns due to COVID. The progress in the general unemployment situation in recent years was also reversed during the pandemic as the lockdowns resulted in very high unemployment. SDG 4 has an important interaction with this because if access to and the quality of higher education and TVET will be improved further, unemployment risks could be partly mitigated. For the economic growth recovery, the recent progress in the country's innovation standing will be useful but it is still crucial to improve the woeful state of the country's infrastructure and employ strategies to move up across the industry value chain. Infrastructure is also crucial in the pursuit of sustainable communities because although local governments have improved in terms of disaster risk reduction strategies, there remain gaps in evacuation center construction and decent housing for informal settlers.

The discussion below provides the pre-COVID numbers on the mentioned SDG dimensions and sets the general context of the discussion in the section on COVID impacts.

With respect to SDG 1 (end poverty in all its forms), the proportion of Filipinos with incomes below the international poverty line of USD1.90 per day (in 2011 purchasing power parity prices) is estimated by the World Bank at 6 percent in 2015. If one is to use national definitions, the proportion of poor Filipinos living below the national poverty line was 23.5 percent in 2015 and decreased to 16.7 percent in 2018. Moreover, poverty in rural areas is greater than in urban areas and poverty reduction has been slower in rural areas than in urban areas. The proportion of population living below the national poverty line in rural areas was 34 percent in 2015 and declined to 24.5 percent in 2018 (a reduction of 27.9 percent), whereas in urban areas, it was 13.2 percent in 2015 and declined to 9.3 percent in 2018 (a reduction of 29.5 percent). Although not yet part of the SDG monitoring, multi-dimensional poverty as measured by the PSA in

2018 also revealed improvements—the multidimensional poverty index for Filipinos declined from 23.9% in 2016 to 17.3% in 2017. In this initial estimation, the PSA considered 13 indicators spread across four dimensions: education dimension, health and nutrition dimension, housing, water and sanitation dimension, and employment dimension.¹⁸

On SDG 4 (pursuit of quality education), the VNR shows that various performance indicators in basic education and secondary education, such as completion and cohort survival rates, have significantly improved. Completion rate for elementary education improved from 93.1 percent in 2016 to 97.2 in 2018, and for secondary education, improved from 80.9 percent in 2016 to 88.4 percent in 2018. Cohort survival rate, on the other hand, improved for elementary education from 93.8 percent in 2016 to 97.4 percent in 2018, and for secondary education, from 83.1 percent in 2016 to 89.5 percent in 2018. Dropout rates or school leavers rates are also declining. Dropout rate in elementary education fell from 1.5 percent in 2016 to 0.5 percent in 2018, and in secondary education, from 6.2 percent in 2016 to 3.4 percent in 2018. In higher education, access improved when the Philippines implemented a free tuition policy in public colleges and universities starting in academic year 2017-2018. Technical, vocational education and training (TVET) in public institutions has also been free since 2018. Improvements in higher education and TVET quality have also been observed as the passing rate in licensure exam for higher education increased from 37.6 percent in 2016 to 37.9 percent in 2018 and the certification rate for TVET increased from 91.9 percent in 2016 to 94.3 percent in 2019. With respect to gender disparities in access to education, gender parity indices are near one at the primary and secondary levels. But the gender gap widens and in favor of girls in tertiary education, with the ratio of girls to boys at 1.2 both in 2016 and 2018.

However, although not part of the SDG Watch official monitoring, the country's performance in the 2018 Programme for International Student Assessment (PISA) should be taken into account because it reflects serious issues in the quality of basic education. Released in December 2019 for the 79 participating member and partner countries of the Organisation for Economic Co-operation and Development (OECD), the results showed symptoms of basic education quality problems as the Philippines ranked at the bottom in reading and second lowest in both mathematics and science.¹⁹ In relation to this, as the Department of Education shifts to a blended mode of education where online learning is a major component, quality problems are exacerbated by the inequality in access to ICT infrastructure. Only 17.7% of households have their own internet access at home according to the 2019 National ICT Household Survey.

On SDG 5 (gender equality), official SDG Watch monitoring shows that the number of reported gender-based violence, which is based on administrative data, declined from 60,755 in 2016 to 39,675 in 2018. This of course is not enough as the goal should be eliminating violence against women and girls, which was reported to be 14.7% prevalent according to survey data (more specifically, the 2017 NDHS survey data showed 14.7% of ever-partnered women and girls 15 years and older were subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months before the survey date). The SDG Watch also shows that the attainment of gender equality has been strong in the aspect of enjoyment of economic opportunities but is mixed with respect to representation in government. More than half (50.5 percent) of managerial positions in the country are held by women in 2019. However,

¹⁸ Philippine Statistics Authority. 2018. Press Release 2018-187 on Multi-dimensional Poverty Index. <https://psa.gov.ph/psa-press-release-tags/multidimensional-poverty-index-mpi>.

¹⁹ Department of Education. 2019. PISA 2018: National Report of the Philippines. <https://www.deped.gov.ph/wp-content/uploads/2019/12/PISA-2018-Philippine-National-Report.pdf>

there has been unchanged representation by women in the national parliament from 2016 to 2019 at 28.7 percent, and there was a slight deterioration in the representation at the local government level as the proportion of seats held by women in local governments declined from 31 percent in 2016 to 28.7 percent in 2019.

Outside the SDG Watch indicators, the results from the World Economic Forum (WEF)'s Global Gender Gap Index are also enlightening. According to the 2020 Global Gender Gap Report, the overall gender gap in the Philippines has been decreasing as it garnered a score of 0.781 and maintained its being second ranked (next to first ranked New Zealand) in terms of narrowing the gender gap among 20 countries in the East Asia and the Pacific region. Moreover, the Philippines has closed 80 percent of the gap in the economic participation and opportunity gender index as Filipino women outnumber Filipino men in senior and leadership roles and in professional and technical professions, thereby narrowing the participation gap part of the index or the difference between men and women in labor force participation rates. It has also closed the education attainment gender gap, given that literacy is universal with rates above 98 percent for both sexes and more Filipino women than men are enrolled in secondary education (71 percent women and 60 percent men) and tertiary education (57 percent women and 43 percent men). It has also closed the health and survival gender gap, given that Filipino women can expect to live in good health five years longer than Filipino men. However, the political empowerment gender gap widened in recent years primarily because of decline in female representation in the cabinet (which stood at 10 percent in 2019) and in the legislature (which stood at 28 percent in 2019).

On SDG 8 (decent work and economic growth), economic growth pre-COVID was robust and has been largely fueled by the services sector. Growth of labor productivity in 2017 was fast at 10.6 percent but in 2019 deteriorated to 2.7 percent. Jobs creation progressed and unemployment continued to decline, from 5.4 percent in 2016 to 5.1 percent in 2019, although the unemployment decline happened primarily across male workers. Female unemployment rate remained unchanged at 5.2 percent in 2016 and 2019 whereas male unemployment rate declined from 5.6 percent in 2016 to 5.1 percent in 2019. But the general progress in previous years was dramatically eroded by the resulting joblessness during the lockdown periods, which peaked at 17.7% unemployment rate in April 2020. Meanwhile, the employment situation for the Filipino youth (aged 15-24 years) is not satisfactory even pre-COVID as they faced constraints in the labor market like low educational attainment and lack of needed skills. Rather than progressively decline, youth unemployment increased from a baseline of 11.5 percent in 2016 to 18.6 percent in 2019.

Outside SDG Watch monitoring by the PSA, other indicators of decent work can be examined and in this regard, the International Labour Organization (ILO) reports poor condition. For instance, the ILO (2017) reports that at least 38 percent of the employed are in the informal sector, characterized by high levels of vulnerability and limited labor rights and social protection coverage. The ILO (2020a) also reports that while minimum monthly wages in the Philippines are highest among ASEAN countries, more than one tenth of wage and salary workers are engaged in low-paid work in 2018. Moreover, more women (15.8 percent of employed women) than men (10.2 percent of employed men) are engaged in low-paid work. Average daily earnings of services workers are twice as much as those of the agriculture sector workers (ILO 2020), reflecting a large divide between services and agriculture pay, which raises concerns on the quality of employment in the rural areas.

For the SDG sub-indicator on labor rights, the ILO (2019) also notes three major categories or areas where action is urgently needed to address freedom of association and right to collective bargaining (under ILO Convention 98 and ILO Convention 98). These are:

- (1) the need for legislative amendments on laws restricting workers' rights to freely organize;
- (2) urgent measures to combat climate of impunity on violence against trade unionists and ensure effective protection, including protection of civil liberties, and;
- (3) promotion of a climate conducive to freedom of association, ensuring meaningful and effective implementation of laws and access to remedies for freedom of assembly and collective bargaining violations.

On SDG 9 (industry, innovation and infrastructure), indicators show that the country still exhibits a relatively low level of industrialization given that manufacturing value added as a proportion of GDP per capita was still low and even declined from 23.2 percent in 2016 to 22.8 percent in 2019 and manufacturing employment as a proportion of total employment marginally improved from 8.3 percent in 2016 to 8.5 percent in 2019. With respect to innovation as a contributor to increasing the country's growth potential, based on the 2020 Global Innovation Index report, the Philippines' ranking significantly improved to 50th out of 131 economies from a baseline of being ranked 74th out of 128 economies in 2016. According to the report, the Philippines improved the most in market sophistication and scored higher in investments, mostly due to protecting minority investors. Research and development expenditure as a proportion of GDP, however, remained stagnant and stood at a mere 0.07 percent of GDP in 2019. Meanwhile, transport infrastructure demand expanded and ODA flows to infrastructure improved. Passenger and freight volumes per transport infrastructure modes increased and exceeded their 2016 baselines. In the maritime sector, passenger volume was 98.8 million people in 2018, container volume was 8.5 million metric tons in 2018, and cargo volume was 293 million metric tons in 2017. In the aviation sector, passenger volume was 75.2 million people in 2017 and cargo volume was 962.6 metric tons in 2017. In the rail sector, passenger volume was 378.8 million people in 2017. ODA flows to infrastructure increased from USD430.60 million in 2016 to USD533.15 million in 2018. However, although not part of the SDG Watch monitoring, it is well known that the stock and quality of Philippine infrastructure are inadequate and that is why the administration has the *Build Build Build* program as its flagship program.

On SDG 11 (sustainable cities and communities), many local governments already adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies. According to the UNDRR's online Sendai Framework monitor, this is where the Philippines has made good progress given that close to 75% of local governments have a DRR strategy. The number of directly affected persons due to disasters per 100,000 population declined from 8,853 in 2016 to 5,218 in 2018 and the number of missing persons attributed to disaster per 100,000 population declined from 0.03 in 2016 to zero in 2018, but the number of deaths per 100,000 population increased from 0.08 in 2016 to 0.24 in 2018. The pandemic and recent disasters also exposed gaps in evacuation strategies. Displaced families struggled to maintain physical distancing as evacuation centers are not enough given that some of them were being used as quarantine facilities. For instance, of the 287 evacuation centers programmed by the DPWH for all regions, only 130 were completed as of July 2020.²⁰

²⁰ Office of Civil Defense October 16, 2020 update via facebook: <https://m.facebook.com/notes/civil-defense-ph/building-disaster-resilient-evacuation-centers/3032638303498645/>.

Access to decent housing remains a problem for 2.45 million informal settlers, or 2.32 percent of the population, according to the 2018 FIES. As of 2015 (latest available data), only 47 percent of highly urbanized and other major urban centers follow ambient air quality guidelines.

Where potential gains are clear as we fight the pandemic

As the lockdowns reduced people's carbon footprint and observations of a cleaner environment emerged, potential gains from accelerating the following SDGs related to energy, climate, water, land, and partnerships become prominent.

- SDG 7 (affordable and clean energy): energy efficiency improved and renewable energy is promising
- SDG 13 (climate action): onslaught of strong typhoons during the pandemic highlighted climate injustice and the need for new commitments
- SDG 14 (life below water): commitment to marine area conservation remains firm
- SDG 15 (life on land): commitment to protecting forests and terrestrial and inland freshwater ecosystems remains firm
- SDG 17 (partnerships): financial resource mobilization for the SDGs remains strong

Efforts toward affordable and clean energy can build on the Philippines' recent gains on energy efficiency improvement and the fact that investments are guided by a legal framework on renewable energy. The recent onslaught of strong typhoons forces us to focus attention on climate injustice which can be the strong impetus for extracting new commitments from advanced countries. Greater financial resource mobilization and partnerships can accelerate the achievements in all of these as well as in goals related to life below water and on land.

Below are some discussions on the accomplishments in the mentioned SDGs.

On SDG 7 (ensuring access to affordable, reliable, sustainable and modern energy), access improved as the proportion of the population with access to electricity increased from 90.7 percent in 2016 to 95.3 percent in 2018 and energy efficiency improved as the use of energy per real GDP declined from 6.7 tons of oil equivalent per million Philippine peso of real GDP (TOE/M Php) in 2016 to 6.4 TOE/M Php in 2018. The SDG Watch has no entry for the goal on increasing the share of renewable energy in the energy mix, but Department of Energy data show that the share of renewable energy in total energy production declined from 24.21 percent in 2016 to 23.38 percent in 2018. Nevertheless, the Philippines has a legal framework for increasing renewable energy investments (Renewable Energy Act of 2008).

On SDG 13 (climate action), the country has already established an integrated plan which increases its ability to adapt to the adverse impacts of climate change and has also identified nationally determined contributions. Moreover, according to the UNDRR's online Sendai Framework monitor, the Philippines has also made good progress with the sub-indicator on developing a new national strategy for disaster risk reduction. This has recently been finalized by the government as the National Disaster Risk Reduction and Management Framework and Plan 2020-2030, which was approved by the National Disaster Risk Reduction and Management Council last October 30. As in the SDG 11, resilience building outcomes shows mixed results in terms of deaths, missing persons and affected persons after disasters.²¹

²¹ Note that the SDG Watch duplicates these sub-indicators from SDG 11 on sustainable cities and communities.

Recently, the onslaught of strong typhoons during the pandemic response brought to the fore climate change issues once again. Typhoon Quinta (international name: Molave) made five landfalls across the archipelago on October 23-27, resulting in 23 deaths and affecting 805,001 persons in seven regions; Super typhoon Rolly (international name: Gonio) struck on October 31-November 2, resulting in 25 deaths and affecting more than 2 million people in eight regions; and Typhoon Ulysses (international name: Vamco) on November 9-12 brought severe flooding to the capital and seven other regions, resulting in 67 deaths and affecting more than a million people.²² More importantly, these disasters highlighted how the Philippines suffers climate injustice—the poor in the Philippines which have done the least to cause climate change problems are the most affected and bear most of the costs of climate-related disasters like super-typhoons, while the rich in countries most responsible for climate change are the least affected. The SDG conversations can highlight climate injustice as strong pressure on countries that need to have new climate commitments and as justification for channeling greater climate finance toward extremely vulnerable countries like the Philippines.

With respect to SDG 14 (life below water), the country's commitment to marine conservation remains firm as the marine areas being protected increased from 3.40 million hectares in 2016 to 3.86 million hectares in 2018.²³ Moreover, the coverage of protected areas as a proportion of marine areas, National Integrated Protected Areas System and locally managed marine protected areas was 0.647% in 2016 and increased to 1.4% in 2019.

Outside the PSA's SDG Watch, the UN SDG Global Database reports the following data for the Philippines:

- average proportion of Marine Key Biodiversity Areas (KBAs) covered by protected areas: 38% (2018)
- protected marine area (Exclusive Economic Zones): 21,084.22 sq. km. (2018)

With respect to SDG 15 (life on land), most sub-indicators committed for monitoring have already been mapped. Forest area as a proportion of total land area was 23.4 percent in 2015. Forest areas with tenure or management arrangements slightly declined from 2.6 million hectares in 2017 to 2.5 million hectares in 2018. The proportion of important sites with good ecosystem for terrestrial and freshwater biodiversity that are covered by protected areas was 0.5445 percent in 2019, and the proportion of important sites with excellent ecosystem for terrestrial and freshwater biodiversity that are covered by protected areas was 0.2591 percent in 2019. There are committed sub-indicators which do not yet have baselines in the government's SDG Watch being maintained by the PSA. Nevertheless, it is clear that strategies and resources are needed in protecting the country's forests and sites for terrestrial and inland freshwater ecosystems.

ODA flows for conservation increased. ODA and public expenditure on conservation and sustainable use of biodiversity and ecosystems was USD15.97 million in 2016 and USD32.72 million in 2018.

On SDG 17 (means of implementation and partnerships), strong fiscal management continued, with government revenues as a percentage of GDP exhibiting increases. The VNR also reports

²² Figures from various NDRRMC Situation Reports.

²³ The PSA's SDG Watch denotes a baseline of 220 million hectares in 2016 and a figure of 3.08 million hectares in 2019, which is conflicting and unlikely. The figures used in this CCA are taken instead from a database referred by the University of the Philippines-Marine Science Institute. The latest available figure is for the year 2018 — a total of 3,861,255.50452 hectares. On the other hand, the 2016 figure is only 3,395,474.27452 hectares, way lower than the 220 million hectares baseline from the PSA and DENR-Environmental Management Bureau. (Philippine MPA Database. 2020. <http://database.mpasupportnetwork.org/>).

improvements in the levels of financial and technical assistance to the country due to the increase in ODA. ODA as a proportion of total domestic budget increased from the 2016 baseline of 2.8 percent to the 2018 level of 5.8 percent. Foreign direct investments (FDIs) as a proportion of total domestic budget, however, declined from the 2016 baseline of 18.4 percent to the 2019 level of 11.5 percent.

As the implementation strategies required to achieve the SDGs are found not only in the Philippine Development Plan 2017-2022 but also in sectoral plans, regional development plans, and area development plans, the Philippine government also undertakes a process called “localization of SDGs”. This is jointly being undertaken by the Department of Interior and Local Government and the National Economic and Development Authority. These agencies conducted series of regional and provincial workshops in 2018-2019 to increase the LGUs’ awareness of the SDGs and ensure that the latter support the SDGs in their respective comprehensive development plans. Thus far, the localization has gained traction and continues through opportunities opened from time to time by LGUs’ requests for technical assistance from national agencies in updating their local plans.

2.4. The creation of the Bangsamoro Autonomous Region of Muslim Mindanao

Another recent development which needs to be discussed to set the general context of COVID-19 impacts discussion in the next section is the creation of the Bangsamoro Autonomous Region of Muslim Mindanao. The creation of an autonomous region in Muslim Mindanao is provided in the 1987 Constitution, as envisioned by the Moro delegates to the 1986 Constitutional Commission. Initially, the Autonomous Region in Muslim Mindanao (ARMM) was created in 1990 after the 1989 enactment of Republic Act No. 6734 (the Organic Act for the Autonomous Region in Muslim Mindanao) and the first regional election on 17 February 1990. Even with the ARMM in place, the armed groups Moro National Liberation Front (MNLF) and Moro Islamic Liberation Front (MILF) were pushing for separation of certain parts of Mindanao from the Republic of the Philippines. In 1996, the government and the MNLF entered into a peace agreement and the MNLF leaders subsequently became ARMM leaders after winning the next regional election. The MILF, however, continued fighting the government as it perceived that the ARMM fell short of delivering peace in the region. Peace overtures continued and in 2012 and 2014, peace agreements between the MILF and the government were signed and these paved the way for the creation of a new political entity that replaced the ARMM as well as a transition process.

Eventually, the Bangsamoro Organic Law (BOL), Republic Act No. 11054 or “An Act Providing for the Organic Law for the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), Repealing for the Purpose Republic Act 6734 as Amended by RA 9054”, was enacted on 27 July 2018. The BOL ensures fundamental equality before the law and provides gender-responsive policies. The BOL was ratified through a two-part plebiscite—on 21 January 2019 for the Autonomous Region in Muslim Mindanao (ARMM), Cotabato City, and Isabela City, and on 06 February 2019 for Lanao del Norte (except Iligan City), North Cotabato, and other local government units that petitioned to be included. The plebiscite resulted in a BARMM geographic area that is an expansion of the previous ARMM geographic area, and is composed of the following: the former ARMM component local government units, namely, the provinces of Basilan, Lanao del Sur, Maguindanao, Sulu, and Tawi-Tawi, and the cities of Marawi and Lamitan; Cotabato City and 63 barangays in the municipalities of Aleosan,

Carmen, Kabacan, Midsayap, Pigkawayan, and Pikit in the province of North Cotabato.

With the inclusion of new areas, the autonomous region has a population of 4,273,149 (based on the 2015 national census) and a total land area of 12,711.79 square kilometers.

The Bangsamoro economy is small relative to other regions as gross regional domestic product (GRDP) contributed only 1.3 percent to the national economic output consistently from 2017 to 2019. Despite this, regional economic output of BARMM grew at an accelerated rate of 7.7 percent in 2018 and 5.9 percent in 2019. Among the major economic sectors, the services sector has dominated the regional economy of BARMM in 2019, with the sector having the largest share of GRDP at 40.4 percent and a relative high growth rate at 7.7 percent. Meanwhile, the agriculture, forestry and fishing, and industry sectors contributed 34.5 and 25.1 percent share, respectively, during the same period.

The region is also the country's poorest, with poverty incidence at 61.3 percent in 2018. The three poorest provinces in the country are in BARMM: Sulu with 81.8 percent poverty incidence in 2018, Basilan with 72.8 percent poverty incidence, and Lanao del Sur with 71.2 percent poverty incidence. Armed conflicts worsened the poverty situation. Sulu and Basilan are considered bases of terrorist activities by the Abu Sayaff Group and its allies, and Lanao del Sur suffered from La Nina in 2016 and its city, Marawi, was attacked by terrorists in 2017, resulting in a five-month battle which left the city center in ruins. For the Mindanao island group in general, the poverty profile is almost similar to that of the BARMM. Mindanao remains the poorest island group among the country's three major island groups (namely, Luzon, Visayas, and Mindanao). Based on the 2018 survey, the poverty incidence in Mindanao was 31.5 percent, whereas for Luzon it was 9.3 percent and for Visayas it was 20.1 percent. The poverty incidence is also particularly low in provinces in other Mindanao regions which are experiencing conflicts, namely, Regions IX, X, XI, XII and Caraga (see Table 8). As conflicts in these areas persist, the areas are not only less attractive to economic investments, but are also prone to persistent internal population displacement, as can be gleaned in the subsequent discussion of peace in this report.

Table 8. Poverty incidence among population (in %) in Mindanao regions and provinces, 2018

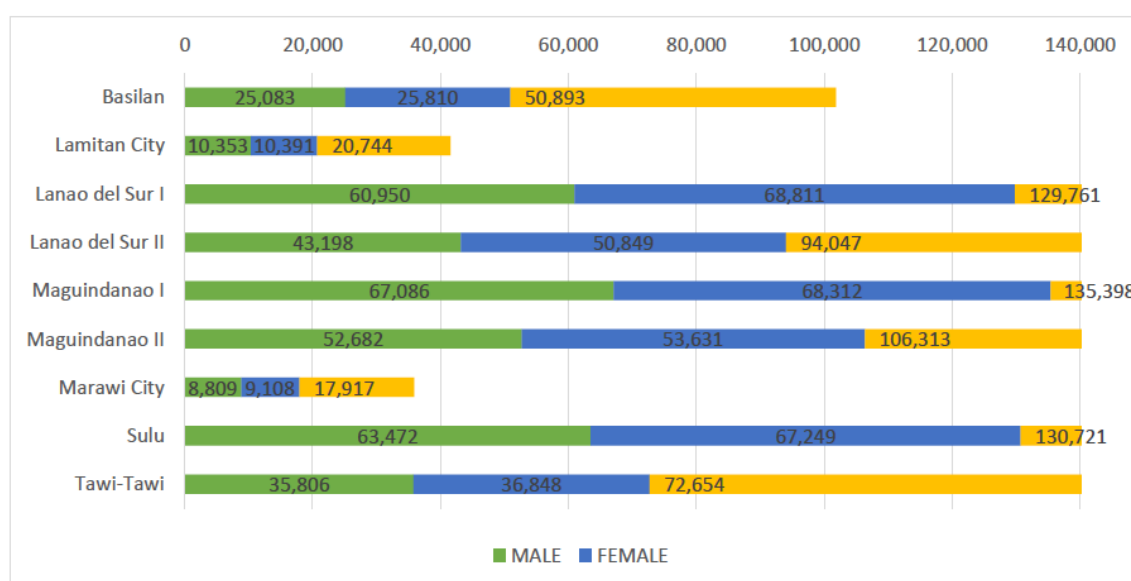
Region/Province	Poverty Incidence	Region/Province	Poverty Incidence
Region IX	32.7	Region XII	28.2
Zamboanga del Norte	45.3	North Cotabato	29.1
Zamboanga del Sur	23.8	Sarangani	42
Zamboanga Sibugay	35.5	South Cotabato	18
Isabela City	50.1	Sultan Kudarat	31.5
		Cotabato City	42.6
Region X	23		
Bukidnon	27.5	Caraga	30.5
Camiguin	23.6	Agusan del Norte	24.8
Lanao del Norte	25.9	Agusan del Sur	37.7
Misamis Occidental	26.7	Surigao Del Norte	34
Misamis Oriental	15.7	Surigao Del Sur	25.3
		Dinagat Islands	32.8
Region XI	18.9		
Davao del Norte	13.4	ARMM	61.3
Davao del Sur	11.7	Basilan	72.8
Davao Oriental	37.7	Lanao del Sur	71.2
Compostela Valley	25.1	Maguindanao	47.8
Davao Occidental	39.6	Sulu	81.8
		Tawi-tawi	21.8

Source: Family Income and Expenditure Survey 2018

Hunger and malnutrition are also prevalent. The 2015 Nutrition Survey by the National Nutrition Council revealed that the Bangsamoro region has 45.2 percent stunting among children less than five years old (the national average is 33.4 percent) and 8.2 percent wasting among children less than five years old (the national average is 7.1 percent).

With respect to education, for school year 2018-2019, enrolled female students outnumber male students (see Figure 4). Cohort survival rates for elementary and secondary levels had been increasing but continues to be below the national average for the elementary level. Elementary cohort survival rate in the region for school year 2018-2019 was 77.87 percent, whereas the national average was 93.35 percent. The quality of basic education is a problem as the region consistently had low National Achievement Test (NAT) results and below satisfactory overall mean percentage score, especially at the secondary level. School infrastructure is also a problem as the classroom-to-student ratios (CSR) suggest overcrowding. The national CSR standard is 1:45 but according to computations based on school year 2015-2016 data, the CSR in Basilan was 1:53 and in Maguindanao, it was 1:52.

Figure 4. Public schools enrollment with gender distribution, School Year 2018-2019



Source: Bangsamoro Development Plan 2020-2022

The Bangsamoro Organic Law (BOL) provides for the creation of an interim government called the Bangsamoro Transition Authority (BTA), which is composed of appointees by the President and vested with executive and legislative powers. The BTA shall serve from 2019 to June 2022, after which a new set of Bangsamoro Government officials shall have been elected.

For fiscal year (FY) 2019, the BTA operated on the budget transferred from ARMM to BARMM. Going forward, the BOL authorizes the following funding provisions:

- For the next five years, the National Government shall provide for additional funds to subsidize expenditures for development projects and infrastructure. The amount and manner of release shall be agreed upon by the Intergovernmental Relations Body. (Article XII, Section 23 of the BOL)
- Special Development Fund amounting to Php50 billion (at Php5 billion per year for a period of 10 years) for the rebuilding, rehabilitation and development of its conflict-affected communities (Article XIV, Section 2)
- Compensation of the members of the Bangsamoro Transition Authority (Article XVI, Section 2)
- Land and permanent buildings or structures located outside the ARMM, owned, controlled, administered, or in the possession of the ARG, shall be purchased by the National Government at a price to be determined through the intergovernmental relations mechanism within 1 year from the ratification of this Organic Law (Article XVI, Section 3.d)
- Benefits and entitlements of the affected employees of the Autonomous Regional Government in Muslim Mindanao during the transition period (Article XVI, Section 10)
- The National Government (NG) shall provide for the disposition of personnel and assets of the NG or NG-owned or –controlled corporations whose mandate and functions are transferred to or now vested in the Bangsamoro Government by virtue of this Organic Law (Article XVI, Section 11)

Last year, the Bangsamoro government approved a Php65-billion budget for fiscal year 2020. Education, health, and social services were given the highest allocation. Seven of the 19 ministries and offices got allocations of over a billion pesos each: the Ministry of Basic, Higher and Technical Education received the highest allocation at Php19.056 billion; followed by the Office of the Chief Minister with Php7.922 billion; the Ministry of Public Works with Php4.089 billion; the Ministry of Health with Php3.069 billion; the Bangsamoro Transition Authority with Php2.591 billion; the Ministry of Social Services and Development with Php2.033 billion; and the Interior and Local Government with Php1.354 billion.

The first medium-term economic plan for the region, the Bangsamoro Development Plan 2020-2022, has just been crafted. The strategies contained therein shall underpin the sectoral programs and projects in the succeeding Bangsamoro budgets. To summarize, the following are the sector-specific strategies in the plan:

- (Governance) Establishing the foundations for inclusive, transparent, accountable, responsive, and efficient governance
- (Culture) Promoting Bangsamoro identity, cultures, and diversity
- (Economic Development) Creating an enabling environment for inclusive and sustainable economic development
- (Technology) Harnessing technology and innovation to increase socioeconomic opportunities and improve government services
- (Human Capital Development) Improving access to and delivery of services for human capital development
- (Peace) Upholding peace, security, public order and safety, and respect for human rights
- (Infrastructure) Accelerating sustainable infrastructure development in the Bangsamoro Region
- (Ecological Integrity and Resilience) Improving ecological integrity and resilience of communities.

A crucial part of the transition in the BARMM is the “normalization process”, which is a process for ensuring human security in the Bangsamoro and enabling conflict-affected communities to achieve their desired quality of life and pursue sustainable development and peaceful political participation. It is framed by the “Annex on Normalization” which is an annex to the Comprehensive Agreement on the Bangsamoro signed in 2014 between the Government of the Philippines and the MILF. Normalization includes the decommissioning of 40,000 MILF combatants, the socio-economic transformation of former MILF camps into sustainable and peaceful communities, and the pursuit of transitional justice and reconciliation. The decommissioning activity is currently ongoing and is targeted to be completed during the transition period. A more detailed discussion can be found in the peace-related analysis in Section 3.3 of this CCA.

3. COVID-19 Impacts and Trajectories of Sustainable Development Outcomes

To shape the UN's strategies that are appropriate under the Partnership Framework for Sustainable Development (PFSD) 2019-2023, this CCA provides analysis of how the COVID-19 pandemic is impacting the three pillars of the PFSD, namely, the people, prosperity and planet, and peace pillars. This analysis is important so that the direction and level of support and cooperation are maintained along the following desired overall outcomes articulated in the PFSD. These will also be the desired outcomes in the forthcoming *UN Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines*, which will retain the structure of the three pillars.

People pillar - The most marginalized, vulnerable, and at risk people and groups benefit from more inclusive and quality services and live in more supportive environments where their nutrition, food security, and health are ensured and protected.

Prosperity and planet pillar - Urbanization, economic growth, and climate change actions are converging for a resilient, equitable, and sustainable development path for communities.

Peace pillar - National and local governments and key stakeholders recognize and share a common understanding of the diverse cultural history, identity and inequalities of areas affected by conflict, enabling the establishment of more inclusive and responsive governance systems, and accelerating sustainable and equitable development, for just and lasting peace in conflict-affected areas of Mindanao.

3.1. "People" pillar

The COVID-19 pandemic highlighted prevailing inequalities and initial assessments show that the pandemic and measures implemented to curb it disproportionately inflict heavier impacts on the most vulnerable, the left behind groups. These have profound implications mainly in the form of regression on human development and narrowing of capability to access future socioeconomic opportunities.

Families' income losses due to the rolling lockdowns and lower economic activities resulted in widespread hunger and food insecurity, which exacerbated pre-existing problems on food security and nutrition in the country. These will have immediate health impacts as well as long-term consequences for the health status of the population. Long-term effects would include undesirable health outcomes for children, at a time when the country is confronted with the huge problem of stunting and malnutrition among children.

The COVID-19 disease itself is already impacting the health outcomes for the population as casualties mount and the disease leave those who were affected by it with side effects such as lung damage, recurring fatigue, and motor skills impairment, the long-term consequences of which are still being researched. Non-COVID health services delivery is also being affected as COVID-19 disrupts existing vaccination campaigns, treatment of non-COVID patients, and delivery of non-COVID supplies.

It is worrisome that enrolment rate declined but what is more worrisome is the quality of education that will arise out of the sub-optimal mode of learning that the Philippine education system has to adopt. Filipino education services delivery shifted from physical classroom setting to a blended mode of digital classrooms, education lectures via TV and radio broadcast, and distribution of paper learning modules in order to prevent learners and teachers from getting infected with the virus.

The food insecurity, health effects, and sub-optimal education will have debilitating impacts on the future human development potential of Filipinos and this consideration must figure in the total response to the pandemic.

The pandemic has disproportionate impacts on those who are left behind, and this implies the need for greater scrutiny of existing inequalities and the need to make visible the current status and vulnerabilities of the left behind groups in all stages of the COVID response. The social welfare programs delivery to vulnerable groups has highlighted issues in the area of governance and in order to make future responses effective, governance improvements must set in place.

3.1.1. COVID-Adjusted HDI trajectory

Before COVID, the Philippine human development index (HDI), as shown in the 2019 Human Development Report, exhibited a generally upward trajectory in terms of pursuing the three basic dimensions of human development—a long and healthy life, access to knowledge, and a decent standard of living. The pandemic is putting this positive trajectory at risk. Table 9 below shows that life expectancy at birth, an indicator of long and healthy life in the HDI, increased significantly pre-COVID. Access to learning and knowledge by expected years of schooling for children of school-entry age, however, shows a slight deterioration since 2016. Knowledge level, as measured by mean years of schooling, or the average number of years of schooling received in a lifetime by people aged 25 years and older, exhibited an increasing trend. Standard of living as measured by Gross National Income (GNI) per capita expressed in constant 2011 international dollars converted using purchasing power parity (PPP) conversion rates, also significantly increased.

In sum, the Philippines' HDI value for 2018 is 0.712 and the country was ranked 106th out of 189 countries and territories. This puts the country in the high human development category. However, this is pre-COVID pandemic. The pandemic is putting this positive trajectory at risk as economic growth slows down and family incomes decline, with adverse implications on families' spending on food, health, and education.

Table 9. Trajectory of human development indicators pre-COVID

	1990	2000	2010	2015	2016	2017	2018
Life expectancy at birth	66.4	68.8	69.8	70.6	70.8	71.0	71.1
Expected years of schooling	10.8	11.4	11.7	12.8	12.7	12.7	12.7
Mean years of schooling	6.6	7.6	8.9	9.3	9.3	9.4	9.4
GNI per capita in 2011 PPP \$	3,965	4,972	6,737	8,290	8,701	9,133	9,540
Philippines' Human Development Index	0.590	0.631	0.672	0.702	0.704	0.709	0.712
HDI in:							
East Asia and the Pacific	0.519	0.597	0.691	0.727	0.733	0.737	0.741
Developing countries	0.516	0.571	0.642	0.674	0.680	0.683	0.686
HDI by Human Development Groups:							
Very high HDI countries	0.779	0.823	0.866	0.886	0.888	0.890	0.892
High HDI countries	0.568	0.630	0.706	0.738	0.743	0.746	0.750
Medium HDI countries	0.437	0.497	0.575	0.616	0.625	0.630	0.634
Low HDI countries	0.352	0.386	0.473	0.499	0.501	0.505	0.507

Source: UNDP Human Development Reports Public Data Explorer

Taking off from the official 2018 data on HDI and its components and given the estimated and assumed impacts of COVID-19 on the HDI components, the 2020 COVID-adjusted HDI for the Philippines is simulated. This is done in Table 10. In the simulation, the following are assumed:

- a. The health effects set back life expectancy at birth to its 2019 level, similar with the assumption by the UN Human Development Report Office (HDRO) in its 2020 simulation of the global HDI.²⁴
- b. The expected years of schooling for 2019 is estimated based on Labor Force Survey data. Then the expected years of schooling for 2020 is projected using the Department of Education (DepEd)'s estimate of decline in enrolment as of October 8, 2020 and the extrapolation of 2020 population of learners is estimated based on the demographic projections by age group.
- c. The mean years of schooling is assumed to miss two years of annual growth; hence, it will be back to its 2018 level. This is because we assume that school dropout rates and college dropout rates will be high given the high opportunity cost of education. Historically, learners above elementary level have high dropout rates.
- d. The GNI per capita in 2011 PPP \$ is replaced by GNI per capita in 2017 PPP \$ recalculation by the World Bank (based on WB rebasing done in May 2020). Then the mid-point of the NEDA-DBCC projected real GNI growth for low and high growth scenarios is taken and the PSA population projection for 2020 is applied.

²⁴ The UN HDRO's results of the global HDI simulation are in UNDP (2020). COVID-19 and Human Development: Assessing the Crisis, Envisioning the Recovery. 2020 *Human Development Perspectives*. United Nations, New York.

Table 10. Simulating the 2020 Human Development Index given COVID-19

	2018	2020 (projected)	Assumptions, data inputs
Life expectancy at birth	71.1	71.16	set back to 2019 level, UN World Population Prospects
Expected years of schooling	12.7	12.5783	using 2019 projection of expected years of schooling (based on LFS data), then using 2020 projected population of learners and DepEd estimate of decline in enrolment as of October 8
Mean years of schooling	9.4	9.40	assuming 2 years of annual growth in mean years of schooling are missed, i.e., back to 2018 level
GNI per capita (in 2011 PPP \$ for the 2018 HDI, in 2017 PPP \$ for the 2020 HDI)	9,540	9,112.63	conversion inputs used: GNI per capita in 2017 PPP \$ of WB, NEDA-DBCC projected real GNI growth, and PSA population projection
Philippines' Human Development Index	0.712	0.708	

Source: UN Human Development Report 2019 for the 2018 figures. Authors' simulations for the 2020 figures.

The resulting simulation of COVID-adjusted HDI in 2020 shows a steep decline of the Philippine HDI to 0.708. This implies that human development in the Philippines is simulated to set back by about three years or could return to its pre-2017 level. (Note that the 2016 HDI is 0.704 and the 2017 HDI is 0.709.) This is less than the global HDI setback estimated by the UN HDRO, which simulated that global HDI will regress by six years, an unprecedented decline since the concept of HDI was introduced in 1990 (UNDP 2020).

The expected regression in Philippine HDI represents the devastating impacts of COVID-19 on the ground. All policy levers by the government must be employed and greater contribution by development partners is needed to prevent further deterioration in 2021.

3.1.2. Food security and nutrition

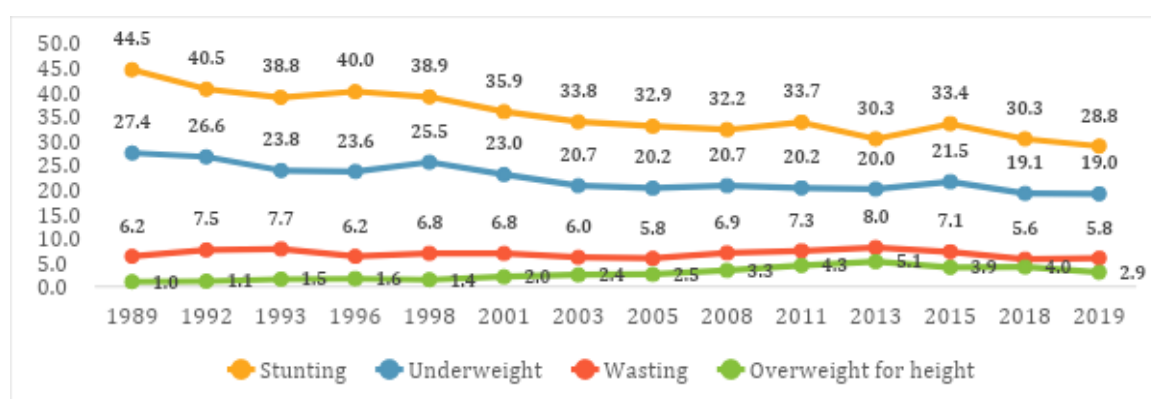
The mobility restrictions, disruption in economic activities, and income losses gave rise to serious pressures on food insecurity and reduced nutrition among households. In a survey by the Innovations for Poverty Action conducted between 18 June to 01 July 2020 and covering a random nationwide sample of 1,389 respondents,²⁵ the following findings reveal the misery suffered by Filipino households in terms of food insecurity:

²⁵ The respondents came from all regions. However, the sampling method involves random digit dialing of phone numbers in the cellular service network and thus the sampling frame is not nationally representative.

- “26 percent of respondents say they have had to limit portion sizes at meal times more than once in the past week, more than 20 percent have had to reduce the number of meals eaten in a day, and more than 35 percent have reduced the kinds of food eaten in a day more than once in the past week;
- Over 70 percent of respondents say they have had difficulty buying the amount of food they usually buy because household income has dropped
- 89 percent of households have received support from the government in response to COVID-19. Of those that are receiving support, 97 percent are receiving food and 45 percent are receiving cash; 45 percent of households report receiving cash payments from the government that they do not usually receive;
- 70 percent of respondents say they have had to deplete savings to pay for food since February 2020;
- Men and women are similarly likely to say they have had to deplete savings to pay for food since February 2020;
- Respondents with school-age children are more likely to say they borrowed money they were not certain they could pay back on time, skipped making a required payment on a loan, or bought fewer inputs than planned to pay for food since February 2020;
- Poorer respondents are more likely to say they borrowed money they were not certain they could pay back on time to pay for food since February 2020;
- Almost 60 percent of respondents say they have had difficulty going to food markets due to government mobility restrictions, and more than 50 percent due to food markets being closed;
- Of respondents that receive regular government transfers (n=128), 38 percent have experienced difficulties in accessing payments.” (Innovations for Poverty Action, 2020, pp. 28, 35-37, 42, 49, 54).

This has grave consequences for the nutritional status of family members, especially children. This can reverse trends in or delay the improvements of nutritional status of children 0-5 years old that is already a serious policy concern even before the COVID-19 pandemic. The declining trends in stunting, being underweight, wasting, and being overweight among children 0-5 years old (see Figure 5) are now put at great risk by the pandemic.

Figure 5. Trends in nutritional status of children 0-5 years old



Legend:

Stunting: height for age < -2 SD of the WHO Child Growth Standards median

Underweight: weight for age < -2 standard deviations (SD) of the WHO Child Growth Standards median

Wasting: weight for height < -2 SD of the WHO Child Growth Standards median

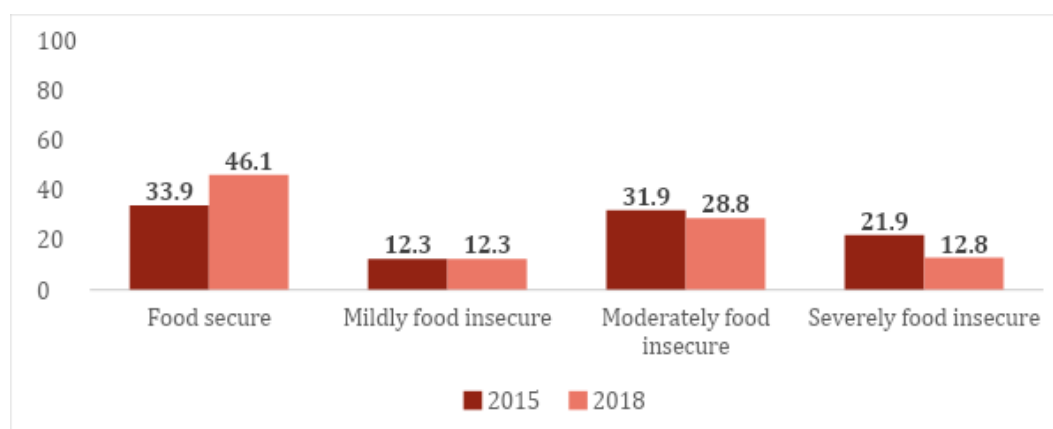
Overweight for height: weight for height $> +2$ SD of the WHO Child Growth Standards median

Source: National Nutrition Survey (various years), Department of Science and Technology-Food and Nutrition Research Institute (DOST-FNRI)

The pandemic and community quarantines also resulted in involuntary hunger. The Social Weather Stations (SWS) found in a national mobile survey conducted on September 17-20, 2020 that a record-high 30.7 percent or an estimated 7.6 million families experienced involuntary hunger (i.e., hunger due to lack of food to eat) at least once in the past three months. This is the highest hunger rate in SWS surveys since the 23.8 percent rate recorded in March 2012. The 30.7 percent hunger rate is further broken down into 22 percent or an estimated 5.5 million families who experienced moderate hunger (only once or a few times in the last three months) and 8.7 percent or an estimated 2.2 million families who experienced severe hunger (often or always in the last three months). Overall hunger was highest in areas far from the capital—it was 40.7 percent in Visayas and 24.2 percent in Mindanao. It was 16.3 percent in the National Capital Region and 17.8% in the rest of Luzon.

Although it is uncommon for government to use SWS surveys as official reference because these involve a lot of “noise” or fluctuation in the data, the SWS finding that Filipinos are experiencing involuntary hunger is confirmed by official nutrition surveys. In particular, the Department of Science and Technology-Food and Nutrition Research Institute (DOST-FNRI)’s nutrition surveys found that households that were severely food insecure were 21.9 percent in 2015 and 12.8 percent in 2018, and that households that were moderately food insecure were 31.9 percent in 2015 and 28.8 percent in 2018 (see Figure 6). In estimating these food insecurity indicators, the DOST-FNRI used a household food insecurity access scale that assesses the households’ experience of nine situations of hunger and food insecurity in the past month, as described in the conceptual framework in Figure 7.

Figure 6. Percentage of households by food security status, 2015 vs. 2018



Source: 2018 Expanded National Nutrition Survey, DOST-FNRI

Figure 7. Household food insecurity access scale

Situation(s) experienced in the past month	Frequency			
	Never (0)	Rarely (1-2)	Sometimes (3-10)	Often (>10)
1. Worry about food	<div></div>	<div></div>	<div></div>	
2. Unable to eat preferred foods		<div></div>	<div></div>	
3. Eat just a few kinds of foods		<div></div>	<div></div>	
4. Eat foods they really do not want to eat		<div></div>	<div></div>	
5. Eat a smaller meal		<div></div>	<div></div>	
6. Eat fewer meals in a day		<div></div>	<div></div>	
7. No food of any kind in the household		<div></div>	<div></div>	
8. Go to sleep hungry		<div></div>	<div></div>	
9. Go a whole day and night without eating		<div></div>	<div></div>	

Legend:

Food secure	Moderately food insecure
Mildly food insecure	Severely food insecure

Source: 2018 Expanded National Nutrition Survey, DOST-FNRI

From a sectoral perspective, aggregate food security is also at risk given that the pandemic aggravated existing challenges in the Philippines' agri-food system. According to the Food and Agriculture Organization (FAO, 2020), restriction measures related to the pandemic have aggravated existing short-term and long-term challenges in the Philippines' agri-food system. Even before the pandemic, pressures on food supply continue to mount given the agri-food sector's short-term problems, such as African swine fever, avian influenza and fall armyworm, and typhoons, and long term concerns, such as high costs of logistics and storage, a disconnected value chain, and vulnerability of agriculture to environmental hazards. The mobility restrictions, quarantine protocols, and establishment closures calibrated based on community quarantine status are negatively affecting household incomes and causing food accessibility issues. According to the April-May 2020 survey of the National Economic and

Development Authority (IATF-Technical Working Group for Anticipatory and Forward Planning, 2020), disruptions in trading and transportation resulted in agriculture sector losses of Php94.3 million (about USD1.9 million) from unsold produce, with the regions of CALABARZON and Central Luzon accounting for 27.9 percent and 26.3 percent of the losses, respectively. The Department of Agriculture, nevertheless, continues to give assurances on the food security status of the country.

3.1.3. Health services delivery

Containing the spread of the virus and enabling quick economic recovery depends not only on lockdowns and the cooperation of the public but also on the capacity of the health system to respond to the pandemic. The Philippines has to improve significantly in this aspect. Systemic problems in the Philippine health system exist even before the pandemic. Dayrit et al. (2018) cites some of these problems. Data showed that physical infrastructure was limited and inequitably distributed—almost two thirds of the 101,688 hospital beds (distributed in 1,224 hospitals across the country) were in Luzon, and there were 23 hospital beds for every 10,000 people in the NCR while the rest of Luzon, Visayas, and Mindanao have only 8.2, 7.8, and 8.3 beds per 10,000 people, respectively. Moreover, in terms of human resources, the density of nurses per 10,000 population was highest in NCR at 12.6 and lowest in ARMM (note that there was no BARMM yet in 2018) at 4.2. The study also cites health expenditure issues. The three major flows of public health financing (DOH funds, local government funds, and Philippine Health Corporation or PhilHealth funds) have overlapping coverage. PhilHealth is not yet a strategic purchaser of services and accounts for a small share of total health expenditure while out-of-pocket spending by Filipinos continues to be the dominant source of financing for health care. (Recently, this systemic weakness surfaced as PhilHealth officials figured in corruption allegations about a services purchasing scheme called interim reimbursement mechanism that justifies the extension of cash advances to hospitals.²⁶) The progress of local governments toward the attainment of national health objectives is also highly uneven under an environment of devolved health financing and services delivery. In addition, the private sector has not yet been optimally engaged in delivering health care in the universal health care context, which requires strong regulatory capacity and leveraging of financing incentives.

Moreover, in a preparedness dashboard for South-East Asian countries for COVID-19, the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) shows that the Philippines is in the median with respect to availability of physicians but fares low in terms of hospital beds availability and number of nurses and midwives. Averaging between 2010 to 2018, physicians per 10,000 people are 12.8, hospital beds per 10,000 people are 10, which makes the country among the three lowest in this indicator, and nurses and midwives per 10,000 people are 2, which lands the country at the bottom in this indicator (UNESCAP, 2020). The government, nevertheless, has upgraded its COVID response by increasing its testing capacity, which now involves 147 licensed RT-PCR laboratories and 44 GeneXpert laboratories across the archipelago and have so far tested 5.7 million individuals, increasing the ICU bed capacity and availability of mechanical ventilators in hospitals, constructing isolation and quarantine facilities in major cities and local government units, and continuous hiring of health workers (for the 16,808 approved slots for emergency hiring in 374 health facilities nationwide) (DOH 2020).

²⁶ BusinessWorld. 2020. Senate ends PhilHealth corruption probe. 19 August 2020. <https://www.bworldonline.com/senate-ends-philhealth-corruption-probe/>.

With respect to the health system strategy to fight the pandemic, the weaknesses seem to be in isolating cases at symptom onset and contact tracing and the government's delays in these could mean longer community quarantines and delayed economic recovery. The Philippines is said to have the longest lockdown so far and yet, as the DOH data (Figure 1 in the previous section) show, there is slow progress in flattening the curve. On 17 August 2020, the Philippine Red Cross (PRC) reported huge backlogs by the DOH (more than 5,000 cases) in informing individuals about their positive COVID results; given that the delay in isolation potentially resulted in higher virus transmission, protocols were eventually agreed to allow the PRC itself to inform people of their test results. Delays were further aggravated when PRC had to stop COVID testing on October 14 due to a Php1 billion backlog in payments by PhilHealth, another symptom of systemic weaknesses in the health system.²⁷

Moreover, reports from the government designated contact tracing czar Mayor Benjamin Magalong (of Baguio City, Cordillera Administrative Region) claim that contact tracing ratio in the Philippines is still weak at only 1:7.²⁸ This means that for every COVID case, local government units can track only 7 close contacts. The ideal ratio, according to Mayor Magalong, is 1:37. One shortcoming is the weak capacity of the contract tracers to do their job. Senator Sonny Angara, the sponsor of the Department of the Interior and Local Government (DILG)'s proposed budget for 2021 said that there are 257,000 contact tracers in the country as of 20 November 2020, but only 55 percent of them have capacity to do contact-tracing. Meanwhile, the hiring of health workers also suffered delays. It is only recently that the backlog in hiring narrowed. Out of the 16,808 approved slots for emergency hiring of health workers, only 11,672 were hired as of 5 December 2020 (DOH, 2020). Surely, the Philippines must strategically focus on contact tracing, early case isolation, and ensuring the adequacy of the health sector workforce.

Non-COVID health service delivery is already being affected such as the government's anti-polio vaccination campaign, which is currently encountering delays due to the pandemic. It was announced by a DOH official in a media briefing in August that the coronavirus pandemic is complicating the government's polio immunization campaign for children under five years old. The third round of the anti-polio vaccination drive began in July. The DOH reported that the vaccination drive in the NCR as well as CALABARZON is not performing very well because these areas being epicenters of COVID-19 transmission is hindering the health workers' performance and families' acceptance of routine immunization services. There were instances when vaccinators needed to undergo mandatory quarantine after being exposed to the novel coronavirus, thus delaying the effort.

The Philippines was already declared polio-free by the World Health Organization (WHO) nineteen years ago, but polio re-emerged in September 2019 at a time when there was low public confidence level in vaccination. In 2019, the DOH acknowledged this low confidence level given the evidence provided by the results of the vaccine confidence study that compared 2015 confidence levels against 2018 levels. The Vaccine Confidence Project by the London School of Hygiene and Tropical Medicine (Larson et al., 2018) found the following Philippine respondents' views on vaccines: the view that vaccines are important decreased from 93% to 32%; the view that vaccines are safe and effective declined from 82% to 21%;

²⁷ BusinessMirror. 2020. Red Cross stops Covid testing funded by PhilHealth. 15 October 2020. <https://businessmirror.com.ph/2020/10/15/red-cross-stops-covid-testing-funded-by-philhealth/>.

²⁸ CNN Philippines. 2020. Magalong admits contact tracing in PH still 'weak', 20 November 2020. <https://www.cnnphilippines.com/news/2020/11/20/weak-coronavirus-contact-tracing-PH---.html>

and overall vaccine confidence dropped from 93 to 32%.

Other non-COVID health service delivery disruptions that the government must watch out for include disruptions in HIV, hepatitis and sexually transmitted infection (STI) services and restricted access to reproductive and maternal health services. The World Health Organization (WHO) reported in July 2020 that the Philippines is among 36 countries which had disruption in the provision of services related to HIV, hepatitis and STI since April 2020. The Philippines is also among countries which raised potential stock-outs of supplies for Hepatitis B and C. The disruptions can adversely impact the prevention of new infections and the treatment of currently affected individuals. For the countries monitored, the cited causes of disruptions include:

- Drug supply issues and HIV drug manufacturer shut-downs
- Health systems capacity limitations
- Access to services and financial constraints
- Restriction of movement because of lockdowns (e.g., failure of suppliers to deliver on time and courier services shut-down due to COVID).

It is also feared that there could be a rise in maternal deaths and unintended pregnancies in the Philippines by end-2020 because the pandemic has disrupted reproductive, maternal, and neonatal health services. Preliminary results of a study by the University of the Philippines Population Institute (UPPI) and the United Nations Population Fund (UNFPA) reveal that the maternal mortality cases (deaths due to complications from pregnancy or childbirth) in 2020 can increase to up to 670 additional deaths (26% increase from 2019 level). The study also shows that Filipino women of reproductive age (15-49 years of age) who do not use any contraception, though they do not want to become pregnant, can increase in 2020 by 2.07 million (67% increase from 2019 level). Moreover, the study finds 18,000 more Filipino teenage girls getting pregnant in 2020 compared to 2019. The study also posits that intimate partner violence is expected to increase because with the lockdowns, women and girls are more likely to be stuck with their abusers at home. The study estimates a possible 20 percent increase in intimate partner violence, physical or sexual, from 2019 to 2020 (UNFPA 2020).

The trajectory on the use of contraception already shows a decline in access, as shown by the last National Demographic and Health Survey. Contraceptive use for all categories of women fell between 2013 and 2017 (see Table 11) and the pandemic is likely aggravating this situation during lockdowns. Policymakers and health program implementers must therefore respond to the challenge of increasing access to reproductive health services with greater resolve.

Table 11. Current use of any method of contraception, 1993-2017

Indicator	1993	1998	2003	2008	2013	2017
All women (%)						
15-19 years old	1.3	1.8	2.4	3.1	4.4	3.6
Total, 15-49 years old	24.2	28.9	31.6	32.5	34.6	33.6
Married women (%)						
15-19 years old	17.2	21.8	25.6	25.9	36.5	35.8
Total, 15-49 years old	40.0	47.8	48.9	50.7	55.1	54.3
Sexually active unmarried women (%)						
15-19 years old	..	..	..	..	41.5	31.4
Total, 15-49 years old	20.1	42.4	25.4	45.3	53.2	32.3

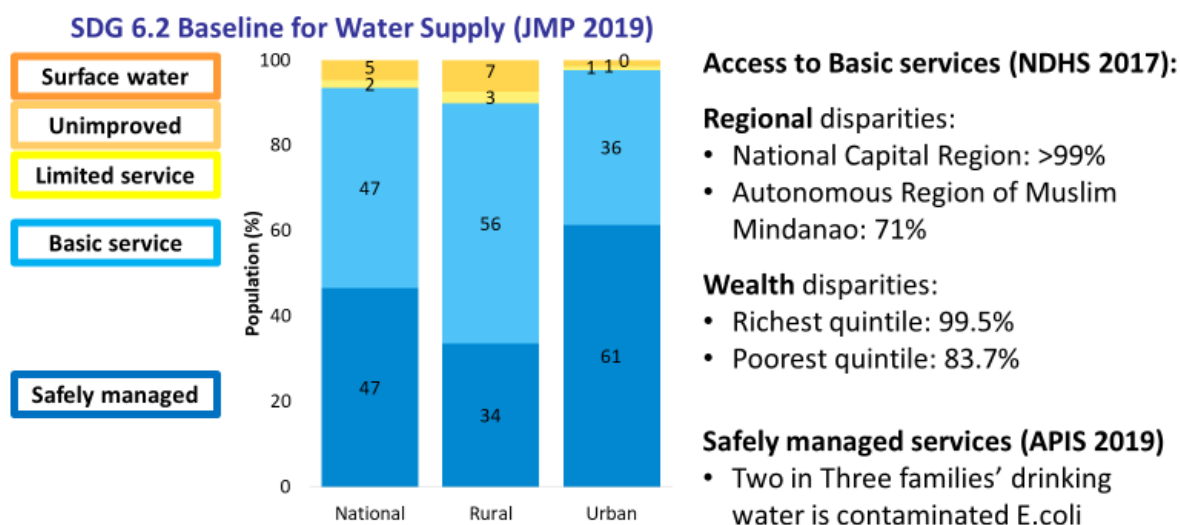
Source: National Demographic Health Surveys

Even pre-COVID pandemic, inequality has persisted in the delivery of health services in the Philippines. In a 2017 study commissioned by the DOH, urban-rural health inequities are found (Epimetrics, 2017). Using data from the 2013 National Demographic and Health Survey, the study finds that overall urban rates masks inequalities in health outcomes between slums and non-slums. Examining detailed data reveals that across the first five years of life, the mortality gap between slums and non-slums is widening and although aggregate child mortality rates are lower in urban areas than in rural areas, rates in urban slums are like those in rural areas. In general, the study finds that health outcomes of Filipinos living in urban slums as worse than those living in non-slums, and sometimes worse than those living in rural areas. Since many of the risks that define the living conditions of slum households exist outside the health sector, such as governance, physical environment, social and economic security, interventions to close the health inequities should revolve not only around improving access to health services but also around non-health interventions.

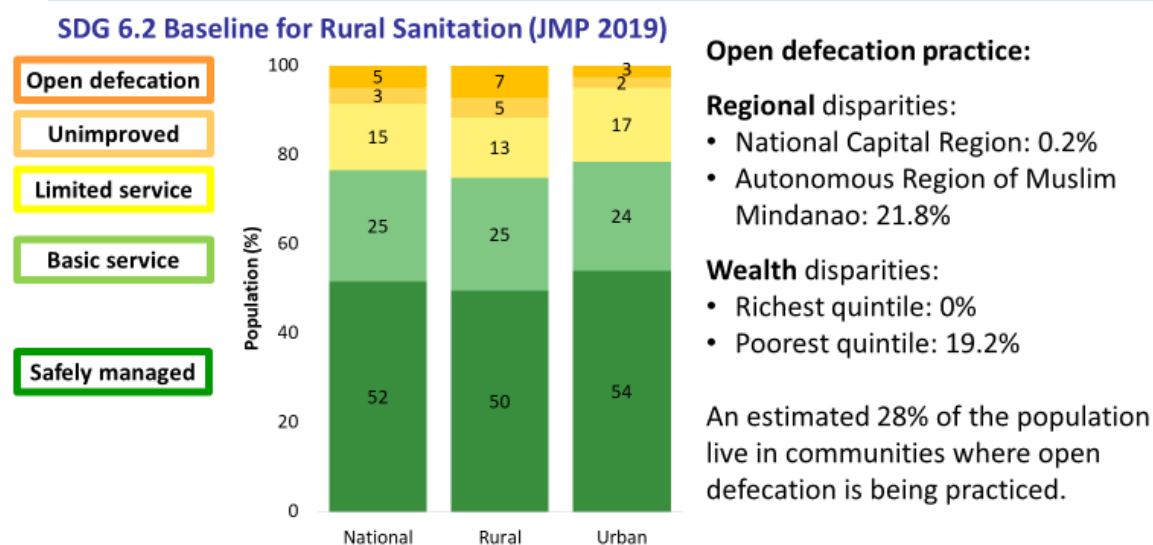
The ongoing COVID-19 outbreak has highlighted the inequality dimensions of access to drinking water and sanitation services and has also drawn attention to proper hygiene and behavior. Separate SDG monitoring on WASH by the WHO/UNICEF Joint Monitoring Programme highlighted the vulnerability of those who do not have access to safe water and handwashing facilities (see Figure 8). Access to safe drinking water, access to improved sanitation services, and keeping a safe and clean environment need to be included in the response agenda as these are important determinants of health outcomes and play a key role in infection prevention and control of COVID-19 and other infectious diseases. In addition, the COVID-19 outbreak highlighted the importance of proper hygiene and behavior when one is sick. Concerns over health for self and families drew heightened attention and support from various sectors, development partners and the business community to establish water and sanitation facilities in strategic areas. This level of motivation and investment in systems will need to be sustained once the outbreak is brought under control.

Figure 8. Significant inequities in access to water supply and sanitation

WASH in communities: significant inequities



WASH in communities: significant inequities



Source: WHO/UNICEF Joint Monitoring Programme (JMP) for Water Supply, Sanitation and Hygiene (WASH) (washdata.org)

3.1.4. Education and training services delivery

Although the SDG trajectory for education suggests that significant improvements were happening before the pandemic, the drastic change in education service delivery modes might worsen inequalities unless critical investments in ICT infrastructure are made. Looking at the SDG indicators on education and comparing the 2016 baseline rates and 2018 rates, one can see that the school completion rates improved from 93.1 percent to 97.2 percent for primary schools and from 80.9 percent to 88.4 for secondary schools, and dropout or school leavers rate improved from 1.5 percent to 0.5 percent for primary schools and from 6.2 percent to 3.4 percent for secondary schools. This trajectory, however, is constrained by technology and fiscal space. The Department of Education (DepEd) is now switching to “blended” learning modes, which include using modular home-based approach, online distance learning, and using TV- or radio-based instruction. According to the DepEd itself, it might miss almost 50 percent of the poorest households with TV-based instruction, and around 27 percent of the poorest households with online distance learning. This seems to suggest that the modular home-based approach is still the most inclusive out of all the delivery modalities, but it comes with greater risks and would require much time and effort, especially for far-flung areas.

Internet, TV, and radio coverage is also challenging in some parts of the country. For example, SDG monitoring on access to internet reveals that in 2018, only 28.6 percent of primary schools have access, only 40.8 percent of junior high schools have access, and only 70.5 percent of senior high schools have access. Moreover, according to the 2019 National ICT Household Survey: less than half (47.1%) of Filipino households have communal radios; around 82.7% of households have television at home; about 17.7% of households have their own internet access at home; only 8.2% of households have their own fixed telephone line; there are 24.0% of households have communal cellphones; and about 23.8% of households have communal computers.

To fast-track digital connectivity across the Philippine archipelago to ensure better delivery of education and other services, the government must accelerate investments on ICT infrastructure. The new common tower policy, which weakens the hold of the existing duopoly (PLDT-SMART and Globe Telecom) on ICT infrastructure, is a step in the right direction. The policy, issued on 29 May 2020, encourages the growth and development of independent tower companies as a pioneering sector of operators of shared passive telecommunications tower infrastructure.

Broadband connectivity, ICT equipment, quality curricula and digital skills for learners and instructors are all required to enhance the delivery of education and training, and to provide avenues for increased resilience in future crises.

3.1.5. Inequality and those who are left behind

Left behind groups stand to suffer a greater impact of the pandemic on their human development potential. That some groups are left behind despite progress in overall poverty reduction in recent years is evidenced by indicators pointing to high inequality in the Philippines. The Gini coefficient of the Philippines declined in 2018 but not by much. The Gini coefficient was 44.9 in 2015 and declined to 42.7 in 2018. Although the Philippines’ human development index (HDI) for 2018 is 0.712 and places the country in the high HDI group, when the value is discounted for inequality, the HDI falls to 0.582, which amounts to a

loss of 18.2 percent. The average loss due to inequality for East Asia and the Pacific is 16.6 percent.

Even before COVID, inequality across Philippine regions was glaring and can be seen in marked disparities in regional economic output per capita and poverty incidence. Table 12 below shows the differences in Gross Regional Domestic Product (GRDP) per capita and poverty incidence across regions based on latest data. Note that poverty incidence sharply declined in the NCR but increased in BARMM. Although regional growth has been less even in recent years, there are still marked disparities in the levels of GRDP per capita between the poor and rich regions, as Table 13 shows. For instance, comparing 2019 data between the NCR as the richest region and the BARMM as the poorest region shows that NCR per capita output on the average was 8.46 times that of BARMM.

Table 12. Gross Regional Domestic Product (in constant 2018 prices) and Poverty Incidence

Region	GRDP per capita (in PHP)			Per capita GRDP growth rate, average (%)	Poverty incidence among population (%)	
	2017	2018	2019	2017-2019	2015	2018
Philippines	164,885	172,712	180,528	4.6	23.5	16.7
National Capital Region	415,210	432,181	457,034	4.9	4.1	2.2
Cordillera Administrative Region	165,997	173,651	179,484	4.0	22.7	12.0
Region I (Ilocos)	108,156	113,471	120,153	5.4	18.8	9.9
Region II (Cagayan Valley)	104,093	107,568	113,510	4.4	17.8	16.3
Region III (Central Luzon)	165,346	173,452	179,954	4.3	10.5	7.0
Region IV-A (CALABARZON)	167,558	175,563	179,661	3.6	12.5	7.1
Region IV-B (MIMAROPA)	111,920	119,813	122,879	4.8	25.2	15.1
Region V (Bicol)	82,254	86,916	92,314	5.9	39.8	27.0
Region VI (Western Visayas)	106,750	110,783	116,803	4.6	24.6	16.3
Region VII (Central Visayas)	144,511	152,478	159,223	5.0	29.4	17.7
Region VIII (Eastern Visayas)	91,113	96,204	99,999	4.8	41.3	30.7
Region IX (Zamboanga Peninsula)	96,610	101,872	105,707	4.6	37.7	32.7
Region X (Northern Mindanao)	158,825	167,832	175,373	5.1	38.7	23.1
Region XI (Davao)	155,504	164,042	172,820	5.4	23.5	19.1
Region XII (SOCCSKSARGEN)	101,274	106,486	108,478	3.5	38.1	28.2
Region XIII (Caraga)	103,863	107,932	112,009	3.8	39.7	30.5
Bangsamoro Autonomous Region in Muslim Mindanao	49,239	52,013	54,020	4.7	59.4	61.8

Note: The recently released 2019 GRDP figures in constant prices are rebased data wherein the base year was shifted from year 2000 to year 2018. The PSA backtracking of rebased data has been done for 2017-2019 so far.

Source: Philippine Statistics Authority

Table 13. GRDP per capita in other regions as a factor of NCR GRDP per capita

Region	GRDP per capita as a factor of NCR GRDP per capita		
	2017	2018	2019
National Capital Region	1.00	1.00	1.00
Cordillera Administrative Region	2.50	2.49	2.55
Region I (Ilocos)	3.84	3.81	3.80
Region II (Cagayan Valley)	3.99	4.02	4.03
Region III (Central Luzon)	2.51	2.49	2.54
Region IV-A (CALABARZON)	2.48	2.46	2.54
Region IV-B (MIMAROPA)	3.71	3.61	3.72
Region V (Bicol)	5.05	4.97	4.95
Region VI (Western Visayas)	3.89	3.90	3.91
Region VII (Central Visayas)	2.87	2.83	2.87
Region VIII (Eastern Visayas)	4.56	4.49	4.57
Region IX (Zamboanga Peninsula)	4.30	4.24	4.32
Region X (Northern Mindanao)	2.61	2.58	2.61
Region XI (Davao)	2.67	2.63	2.64
Region XII (SOCCSKSARGEN)	4.10	4.06	4.21
Region XIII (Caraga)	4.00	4.00	4.08
Bangsamoro Autonomous Region in Muslim Mindanao	8.43	8.31	8.46

Source: Philippine Statistics Authority for the raw data used in the computations.

Aside from the poor, other groups which are already left behind before the pandemic stand to suffer greater impact on their human development potential. These groups include the informal settlers who consist 2.32 percent of the population or about 2.45 million people (see Table 14). These also include the 12.73 million informal sector workers who are concentrated in the Central Luzon and CALABARZON regions (see Table 15). These also include the persons with disabilities (PWD) who belong to 1.44 million households (see Table 16). It is worth emphasizing that one of the complaints during the early days of community quarantine in the Philippines is the absence of PWD-friendly announcements and news, which the government has started addressing. The plight of the indigenous peoples (IPs), estimated at 8.8 million people under the 2010 census (consisting of 7.9 million non-Muslim IPs and 900 thousand Muslim IPs), is also likely to get worse should the pandemic reach their communities given their very low levels of access to safe water and sanitation (see Annex B for the list of IPs in the Philippines and their access to water and sanitation). **To avoid a disproportionate impact of the pandemic on those who are left behind, their current status and vulnerabilities must be made visible in all stages of COVID-related policy and program intervention—from design to budgeting and eventual implementation.**

Table 14. Number and percentage of households and individuals who are informal settlers, 2018

Region	Households		Population	
	Number	Percent	Number	Percent
PHILIPPINES	531,596	2.15	2,451,968	2.32
National Capital Region (NCR)	138,542	4.17	604,522	4.49
Cordillera Administrative Region (CAR)	4,761	1.13	19,508	1.10
Region I (Ilocos Region)	9,890	0.82	43,176	0.83
Region II (Cagayan Valley)	6,105	0.72	29,518	0.82
Region III (Central Luzon)	31,457	1.13	154,705	1.30
Region IV-A (CALABARZON)	51,902	1.38	227,372	1.47
Region IV-B (MIMAROPA)	8,731	1.18	39,042	1.26
Region V (Bicol Region)	20,256	1.58	101,055	1.68
Region VI (Western Visayas)	36,423	1.99	165,962	2.14
Region VII (Central Visayas)	48,544	2.64	216,015	2.79
Region VIII (Eastern Visayas)	21,756	2.06	94,549	2.05
Region IX (Zamboanga Peninsula)	25,372	3.03	121,097	3.25
Region X (Northern Mindanao)	26,615	2.38	125,446	2.56
Region XI (Davao Region)	18,015	1.40	76,270	1.49
Region XII (SOCCSKSARGEN)	24,970	2.21	112,729	2.36
Region XIII (Caraga)	15,471	2.50	72,163	2.68
Autonomous Region in Muslim Mindanao (ARMM)	42,786	6.51	248,838	6.20

Note: Informal settlers are those residing in a house and/or lot without consent of owner.

Source: Family Income and Expenditure Survey 2018

Table 15. Informal sector workers, by region, 2019

Region	2019	
	Number	% Distribution
National Capital Region (NCR)	937,981	7.37
Cordillera Administrative Region (CAR)	278,848	2.19
Region I (Ilocos Region)	643,579	5.06
Region II (Cagayan Valley)	499,262	3.92
Region III (Central Luzon)	1,196,910	9.40
Region IV-A (CALABARZON)	1,469,437	11.54
Region IV-B (MIMAROPA)	467,498	3.67
Region V (Bicol Region)	823,564	6.47
Region VI (Western Visayas)	979,524	7.69
Region VII (Central Visayas)	994,998	7.82
Region VIII (Eastern Visayas)	675,901	5.31
Region IX (Zamboanga Peninsula)	585,387	4.60
Region X (Northern Mindanao)	687,307	5.40
Region XI (Davao Region)	633,249	4.97
Region XII (SOCCSKSARGEN)	721,525	5.67
Region XIII (Caraga)	388,275	3.05
Autonomous Region in Muslim Mindanao (ARMM)	747,793	5.87
Total	12,731,037	

Notes:

Informal sector operators are either self-employed without any paid employee or employer in own-family operated farm or business.

Annual 2019 figures are the average of values from the four Labor Force Survey rounds.

Source of basic data: Labor Force Survey 2019

Table 16. Household population with persons with disability (PWD), by sex and age group, 2010

Age group	All PWD ('000)	Male ('000)	Female ('000)
All ages	1,443	734	709
0 to 14	272	149	123
15 to 49	578	312	266
50 to 64	274	141	133
65 years and over	319	132	187

Source: Philippine Statistics Authority

Women and children also face a bleaker scenario as the pandemic put them in highly vulnerable situations. According to a June 2020 UN Women report (UN Women 2020a), the community quarantines or lockdowns had the consequence of trapping women and children with abusive family members and perpetrators of sexual or gender-based violence. Sourcing Philippine National Police and Department of Justice data from news articles, the report also mentioned the following statistics on sexual and gender-based violence and crimes against women and children since the enhanced community quarantine in Luzon started on 17 March 2020 up to May 2020:

- On average, eight people a day are sexually assaulted
- Over 1,200 cases of crimes against women and children were reported during March and April
- 602 rapes occurred from 17 March to 23 May
- Three-fold increase in tips were received about online sexual exploitation of children from March to May.

Quarantine passes designed to limit mobility in order to curb virus transmission have reportedly been used as instruments of sexual harassment by a few officials manning checkpoints. The UN Women report cited instances of sexual harassment and sexual exploitation of women by law enforcers at checkpoints. It also cited women deprived of liberty being at increased risk of contracting COVID-19 and facing gender-based violence given that jails are severely congested. According to the Bureau of Jail Management and Penology, 467 jails are at 534 percent capacity as of 19 March 2020 and women account for almost 9 percent of prison population.

The pandemic is also forcing women to work more and lift a greater burden than men in domestic care. Filipino women's unpaid and largely invisible (not measured as part of the GDP) work was already worth Php2 trillion or around 20 percent of the GDP even before the pandemic (Abrigo and Francisco-Abrigo 2019). As lockdowns forced schools, nurseries and support services to close and concentrated economic activities in the homes, domestic care burden fell disproportionately heavier on women than men. A recent Oxfam survey (in-depth phone interviews and online surveys in urban poor and marginalized communities, with 951 respondents consisting of 614 females, 273 men, 63 self-identifying gender non-conforming people, and one respondent who gave no response on self-identification) revealed that over 50 percent of urban poor and marginalized Filipino women reported increases in unpaid care work during the pandemic. Moreover, internally displaced persons, single mothers, young mothers, those enrolled in the government social protection program 4Ps, and older persons reported, on average, an increase of more than five hours on unpaid care and domestic work a day during the pandemic (Oxfam 2020).

3.1.6. Social protection programs and the issue of governance

The Philippine government's social protection programs in response to the pandemic consist of the emergency assistance programs which were implemented as part of the *Bayanihan* laws (*Bayanihan* 1 and 2) and the continuing regular welfare programs. The social protection programs include the following:²⁹

1. Social Amelioration Programs-Assistance to Individuals in Crisis Situation (SAP-

²⁹ Compiled from the President's reports to the Joint Congressional Oversight Committee pursuant to *Bayanihan* 1 and 2, March 30 to November 3, 2020, <https://www.officialgazette.gov.ph/section/laws/other-issuances/>.

- AICS) by the Department of Social Welfare and Development (DSWD)
2. COVID-19 Adjustment Measures Program: *Abot-Kamay ang Pagtulong* for Displaced Overseas Filipino Workers (CAMP-AKAP) by the Department of Labor and Employment (DOLE)
 3. Small Business Wage Subsidy Program by the Department of Finance (DOF), Social Security Services (SSS), and DSWD
 4. Livelihood Seeding Program-*Negosyo Serbisyo sa Barangay* (LSP-NSB) by the Department of Trade and Industry (DTI)
 5. Pondo sa Pagbabago at Pag-Asenso - COVID-19 Assistance to Restart Enterprises (CARES) Program by the Small Business Corporation (SBCorp)
 6. Free Bus Ride Program for Health Workers by the Department of Transportation (DOTr)
 7. *Libreng Sakay* Program of the Metro Manila Development Authority (MMDA)
 8. *Alalay sa MRT3* Point-to-Point Bus Augmentation System by the MMDA
 9. *Libreng Sakay para sa OFWs* Program by the Overseas Workers Welfare Administration (OWWA)
 10. Augmentation of the Emergency Repatriation Fund by the OWWA
 11. *Ahon Lahat, Pagkaing Sapat Laban sa COVID-19* (ALPAS-COVID19)-Refocused Implementation of the National Fisheries, Livestock, Organic Agriculture, Corn, Rice, and Livestock Programs by the Department of Agriculture
 12. Expanded Survival and Recovery Assistance (SURE) Aid and Recovery Project by the Agricultural Credit Policy Council
 13. Basic Education Learning Continuity Plan by the Department of Education (DepEd)
 14. Assistance to Local Government Units - *Bayanihan* Grants to Cities, Municipalities, and Provinces by the national government

Of these, the SAP-emergency subsidy was the biggest. The SAP-emergency subsidy that the *Bayanihan 1* targeted to distribute to 18 million families³⁰ was distributed as SAP-AICS by the DSWD. The emergency subsidy was continued under *Bayanihan 2* but without a specific number of targeted beneficiaries as the law mandates its distribution “to affected low income households in areas under granular lockdown and households with recently returned overseas Filipino workers”.³¹ The number of beneficiaries from this *Bayanihan 2* subsidy was not discussed in the last President’s Report to Congress on the *Bayanihan 2* implementation (November 3, 2020 report). The adequacy of the SAP-emergency subsidy under *Bayanihan 1* may be gleaned from the simulations done in Section 2.2. The simulations suggest that this is inadequate under the scenario that only 14 million families benefited and even under the scenario that the targeted 18 million families benefited because the number of poor families increase under both scenarios. There is no fragmentation in the social welfare programs enumerated above because different agencies are directed to address various needs depending on their mandates and sectors they are assisting, and they coordinated in doing that through an inter-agency technical working group. But the big problem is the lack of common database for identifying beneficiaries, which led to the difficulty of implementing cross-checking for duplication to ensure that implementation is compliant with the *Bayanihan 1*’s requirement that the maximum that a family can receive per month is eight thousand pesos or the equivalent of the regional monthly minimum wage.

³⁰ Section 4 (c) of Republic Act No. 11469.

³¹ Section 4 (f) (1) of Republic Act No. 11494.

Decision-making on the need for the SAP-emergency subsidy was swift and funding approval was timely but implementation had been difficult because there was no easy way track the targeted 18 million families. At the time it was decided that 18 million families will be targeted, there was no list or database which can be used as reference because the target was based on the 15 million families profiled as low-income under a DSWD list called the *Listahanan 2015* (which is outdated) and then added with 3 million families to account for population growth.³² The DSWD and the DILG then left it to LGU officials, particularly barangay officials, to come up with a list and profiles of their constituents who are qualified based on the criteria released by an inter-agency technical working group and to gather data through so-called “social amelioration cards”³³, which then had to be reviewed by the DSWD to ensure that there is no duplication of beneficiaries or overlapping of benefits. All of these took time. Nevertheless, the SAP-emergency subsidy is considered as near universal (targeted 18 million families out of 23 million families, the estimated total number of families in the Philippines in 2020) and had a very wide reach because all LGUs were covered. The continued financing of the social protection programs are ensured by the *Bayanihan 2* except the large-scale SAP-emergency subsidy given that the *Bayanihan 2* downscaled this to subsidy to only those who are affected by “granular lockdowns” or neighborhood-level lockdowns. The DSWD is delivering this through its Assistance to Individuals in Crisis Situation program, which is an existing program. Given the latest economic contraction forecasts, additional funding for social protection programs may be necessary to ensure that not many people will fall into poverty. Such can be legislated. However, at the time of this writing the 2021 budget is not yet legislated and it is not yet known whether or not the social protection budget has significantly increased.

In the immediate term, implementing succeeding social protection programs can be more efficient if a database gathered from the social amelioration cards is used and digital technologies are employed, such as what is being used for the existing conditional cash transfer program called 4Ps (*Pantawid Pamilyang Pilipino Program*). **Going forward, social protection programs can be delivered better if a database gathered from the national ID system is in place and households are given support to enable them to have bank accounts.** Profiling household vulnerabilities can also be facilitated through the national ID system. The implementation of the national ID system so far has reached 8.7 million registrants for step one of a three-step process (namely: step one - statistics personnel going house to house to get information from registrants; step two - registrants proceeding to registration centers for their biometric capture; and step three - registrants getting their national IDs).

It may take at least a year before the assessment of implementation of the social protection programs, especially by the Commission on Audit, can be completed, but **preliminary findings on the implementation experience in some programs yielded reports of corruption during aid distribution, highlighting the need for serious governance improvements.** In the case of the SAP which were distributed as cash assistance, for example, the DILG reported on 23 August 2020 that a total of 436 local elected and appointed public officials and their civilian co-conspirators were facing criminal charges and 626 more officials and civilians were under probe for alleged anomalies in the SAP pay-outs (DILG 2020a). Then on 12 September 2020, the Office of the Ombudsman suspended for six months a total of 89 barangay chiefs after finding strong evidence of guilt against them regarding anomalies and

³² Third President's Report to Congress submitted on April 13, 2020, <https://www.officialgazette.gov.ph/section/laws/other-issuances/>.

³³ Joint Memorandum Circular (JMC) 1 Series of 2020, “Special Guidelines on the Provision of Social Amelioration Measures by the Department of Social Welfare and Development, Department of Labor and Employment, Department of Trade and Industry, Department of Agriculture, Department of Finance, Department of Budget and Management, and Department of the Interior and Local Government to the Most Affected Residents of the Areas under Enhanced Community Quarantine”

irregularities in the implementation of the first tranche³⁴ of the SAP. According to the DILG, this mass suspension of elected officials is the first in the history of the country (DILG 2020b).

Erring public officials and their civilian co-conspirators may have taken advantage of data gaps and information system weaknesses in the SAP system. According to a NDRRMC report, during the April 2020 implementation of the SAP, various issues related to the distribution and filling out of social amelioration cards surfaced, such as filling up of the cards by families who are not qualified, duplication of names of beneficiaries, slow validation of beneficiaries' names, and many other issues (NDRRMC 2020). Then the national government provided an ICT solution, but it came late. In mid-May, the Department of Information and Communications Technology (DICT) provided support to the DSWD's *ReliefAgad* System to expedite via cloud storage and cybersecurity assessments the collection of social amelioration card data and the distribution of cash aid to beneficiaries (DICT 2020b).

The SAP implementation experience highlights that governance improvements will be able to catch up when ICT investments are accelerated. ICT adoption in e-government projects for the whole bureaucracy (including local government units) must be accelerated to improve social accountability through better transparency and enhance delivery capacity through bureaucracy upskilling and process reengineering. This will have huge implications for better delivery of services leading to improved human development capabilities.

3.2. “Prosperity and Planet” pillar

The Planet and Prosperity pillar is built on the foundation of sustainable development. It recognizes that growth trajectory of the country as well as its goal of reducing poverty and inequality will depend on its capability to address the challenges brought by natural hazards, future pandemics and climate change.

The Philippines has been enjoying strong economic growth until the recent COVID-19 pandemic took the country by surprise, and has since unearthed numerous socio-economic challenges that are currently affecting the lives of many Filipinos. The alarming increase in COVID-19 infections in March 2020, pushed the government to impose an enhanced community quarantine in Metro Manila, which recommended the closure of schools, non-essential businesses and cancellation of public transport operations. Soon after, the entire Luzon was in lockdown, along with several cities in Visayas and Mindanao. After six months, most parts of Luzon, especially Metro Manila, remains under some form of quarantine measures.

Although limiting the movement of the population seems like a sound idea to curb human-to-human transmission of COVID-19, this policy decision is not without consequences. The constriction of flow of goods and services in the entire Luzon is tantamount to paralyzing economic activities in the main part of the country that contributes around 70 percent of its gross domestic product. This is very detrimental to the economy. In fact, Q2 data from the Philippine Statistics Authority confirms the contraction of the economy at 16.5 percent.

³⁴ Based on the final report to the Congress on *Bayanihan* 1, the first tranche consisted of aid distribution to: (a) 4.3 million beneficiaries nationwide belonging to the *Pantawid Pamilyang Pilipino* Program (4Ps) registry, the multi-year cash transfer program of the government; (b) 13.56 million non-4Ps beneficiaries nationwide; and (c) 98,132 public transport service providers in the NCR. The second tranche beneficiaries were 1.39 million 4Ps beneficiaries and 7.29 million non-4Ps beneficiaries (Source: President Duterte's Report to the Joint Congressional Oversight Committee on *Bayanihan* 1, 29 June 2020).

With the end of the COVID-19 pandemic still nowhere on the horizon, the government's goal of long-term shared prosperity is under threat. Ultimately, the country's economic recovery will depend on policy strategies that will not only consider the current problems exposed by the pandemic, but will also incorporate the timeliness of the policy responses.

3.2.1. Sector-specific Impacts of COVID-19

The COVID-19 pandemic affected the Philippine economy through various channels. In this section, we discuss some specific effects of the containment measures on the operation of select sectors and how these are expected to affect the long-term prosperity goals.

Firms and Businesses

The imposition of wide lockdown has crippled the operations of many economic activities within the country. To maintain a safe distance among workers, the government ordered essential businesses to allow only a small percentage of their workforce to report for work. This, along with the unavailability of public transportation, which further constrained workers to reach their place of work, forced businesses to operate inefficiently that eventually resulted to financial losses for many.

The Asian Development Bank (ADB, 2020b), in collaboration with the Philippine Department of Finance (DOF), conducted a survey from 28 April to 15 May 2020 to assess the early impact of COVID-19 quarantine and lockdown measures to business establishments in the Philippines. A total of 2,481 enterprises participated in the survey, which included micro, small, medium-sized enterprises and large firms. Majority of the enterprises surveyed are from Luzon (79.7 percent), followed by the Central Visayas (7.5 percent), Western Visayas (4.0 percent), and Davao (3.4 percent).

As exhibited in Table 17, the containment measures for COVID-19 pushed many business enterprises to either temporarily close (66 percent) or limit (29 percent) their operations. Around 1 percent of the respondent firms however, were permanently closed. Judging from the numbers, it can be deduced from the table that the smaller firm size, the lesser the capability to stay in operation during the ECQ. When asked about the status of their sales as compared from the month prior to the lockdown, more than 70 percent of the enterprises signified a decrease in sales, while around 20 percent said that their sales remained the same. Meanwhile, there is a limited number of enterprises (around 1 percent) that enjoyed a sudden increase demand caused by the lockdown. In terms of employment management, the three most prevalent measures done to augment the contraction of business operations is to (1) reduce the working hours of employees, (2) grant them leaves, and (3) reduce their salary/wages/benefits. When asked about work-from-home arrangements, around 57 percent of the total respondents indicated that this set-up is not possible for any of their workers. Lastly, the respondents were asked to provide a timeframe from their business recovery. Interestingly, more than 50 percent of the enterprises expressed that they are unable to judge due to the vast uncertainty of the situation. Around 30 percent, on the other hand, said that it would take them more than 3 months to recover from the lockdown measures imposed.

Table 17. Status of business enterprises in the Philippines in the early COVID-19 pandemic

	Firm Size				All firms
	Micro	Small	Medium	Large	
Number of respondents	1,288	676	331	186	2,481
Average number of workers (as of end of 2019)					
Full-time workers	16.2	28.7	41.9	151.6	33.2
Part-time or contractual workers	10.3	11.8	13.9	30.6	12.7
Market operations					
% Engaged in online selling	15.9	11.7	10.9	17.7	14.2
% Exporter of goods or services	5.3	8.0	14.8	11.8	7.8
% Importer of goods or services	10.2	18.2	26.9	27.3	15.9
Status of business after ECQ (March 15, 2020)					
% Open	3.3	3.7	5.1	7.0	4.0
% Open but with limited operations	24.1	32.5	36.3	38.2	29.1
% Temporarily closed	71.2	63.2	57.4	53.8	65.9
% Permanently closed	1.3	0.6	1.2	1.1	1.1
Expected time frame of business recovery from end of ECQ					
% Within two weeks	1.8	2.2	1.2	1.1	1.8
% 1 month	2.1	2.1	1.5	4.3	2.2
% 1 to 3 months	13.7	15.1	16.9	15.6	14.6
% More than 3 months	30.8	28.8	29.6	28.5	29.9
% Unable to judge	51.6	51.8	50.8	50.5	51.5
Status of sales in April 2020 compared to March 2020					
% Increased	1.2	0.7	1.8	1.6	1.2
% Decreased	76.7	76.9	76.7	76.3	76.8
% Remained the same	22.1	22.3	21.5	22.0	22.1
Share of workers that can work from home without major disruption in operations					
% Not possible for any worker	63.0	52.4	47.4	50.0	57.0
% Between 1% and 5%	12.7	22.8	26.0	18.3	17.6
% Between 6% and 25%	6.4	10.2	10.6	10.2	8.3
% Between 26% and 50%	6.7	5.2	6.3	7.5	6.3
% More than 50%	11.3	9.5	9.7	14.0	10.8
Average number of full-time workers by status as of April 2020					
Hired	1.5	3.2	3.7	7.5	2.7
Laid off	1.3	2.5	3.4	3.1	2.0
Granted leave	3.7	6.8	16.4	29.4	8.1
Reduced salary/wages/benefits	3.8	7.5	9.8	15.2	6.4
Reduced working hours	3.7	9.3	14.6	50.6	10.1
Average number of part-time or contractual workers by status as of April 2020					
Hired	0.5	1.2	1.3	3.1	1.0

	Firm Size				All firms
	Micro	Small	Medium	Large	
Laid off	1.2	1.7	1.1	1.5	1.4
Granted leave	4.2	2.5	5.4	9.6	4.3
Reduced salary/wages/benefits	3.1	3.7	4.0	7.0	3.7
Reduced working hours	2.7	4.6	7.1	6.5	4.1

Source: Asian Development Bank, Philippine Enterprise Survey

A similar survey was conducted by the United Nations Industrial Development Organization (UNIDO), in collaboration with the Department of Trade and Industry (DTI) to assess the socio-economic effects of COVID-19 and containment measures on Philippine enterprises. The respondent pool includes 235 samples representing micro, small, medium and large enterprises in the country. Majority of the responding firms were microenterprises (69 percent), mostly from the manufacturing sector.

Consistent with the findings of the ADB study, the survey reveals that around 57 percent of the responding firms were not in operation during the ECQ. Although most of them were allowed to operate, they were still unable to, due to issues with (1) cash flow, (2) availability of input materials/services; and (3) lack of customers. Microenterprises also seem to suffer the most.

For firms that were able to partially operate during the ECQ, they adapted to the situation by (1) reducing work/operating hours, (2) cutting operations, and (3) allowing employees to work-from-home. Work-from-home set-up however, was more applicable for medium and large firms that were not in the manufacturing sector. Small firms in the trade sector opted to close certain sections of their businesses to survive, while microenterprises continued their activities through online platforms. The reduction in operating hours of firms eventually resulted in loss in employment (50 percent of respondents), and reduction in revenue and production volume (60 percent of respondents). Firms that resorted to reduction in employment expressed the desire to rehire their previous employees if the situation becomes better (around 80 percent of microenterprises). Many firms additionally disclosed that travel restrictions and checkpoints were the main bottlenecks for their distribution, shipping, and logistics during the ECQ period. They surmised that these issues may have potentially caused the reduction in sales revenue, according to 40 percent of firms that were interviewed. Some firms likewise experienced difficulty acquiring input materials and services during the ECQ due to the operational shutdown of their suppliers and service providers. The lack of manpower also surfaced as another issue for partially-operating firms, limiting their production capability. Issues with workers were attributed to the lack of transportation and the workers' fear to go to work. Finally, majority of firms revealed their lack of business continuity plans, which limited their ability to ensure raw materials, manpower, and implement of work safety measures during the crisis.

Both surveys of the ADB-DOF and UNIDO-DTI uncovers the devastating impacts of COVID-19 on businesses enterprises in the country. This is highly concerning since these firms provide employment to many Filipinos. As long as the social distancing measures are in place (i.e. limited workers, limited number of customers per establishment, etc.), firms and businesses will be forced to operate inefficiently. What is implied here is the need to balance public safety and the economy. The main policy goal is to ensure that most firms and businesses will be able to survive this pandemic, through the provision of financial and operational support.

Labor and Employment

Domestic

The limited operation and the closure of some firms and businesses have major implications on the labor and employment sector. This is evident in the latest Labor Force Survey (LFS) as many workers in the services sector suffered job losses between Q1 and Q2 of 2020. The same is true for the industry sector. Employment in the agriculture sector on the other hand, remains relatively less affected.

A more specific inspection of the data reveals that based on class of workers, employment is down for wage and salary workers (especially those working in private establishments) and self-employed individuals. In terms of occupations, the decrease in employment was observed for service and sales workers, elementary occupations as well as in craft and related trade workers (Table 18).

Although not all of these changes in employment can be attributed to the COVID-19 pandemic, it is irrefutable that this health crisis caused major difficulties in the labor and employment sector. The contraction of the business/private sector also meant the contraction of demand for workers. In terms of policy support, it is ideal to provide temporary cushion for displaced workers by means of financial aid. In the medium-term, it is necessary to reintegrate these workers back into the labor force by making sure that job opportunities are available to them. This however, will not happen unless the health crisis is addressed and life eases back to normal. Finally, the long-term goal is for workers to be safeguarded against these kinds of economic shock in the future in the form of an unemployment insurance.

Table 18. Employed persons by sector, occupation, class of worker and highest grade completed (in millions)

	2016	2017	2018	2019	2020	
					Q1	Q2
Employed	40.8	40.3	41.2	42.4	42.5	33.8
Sector						
Agriculture	11.0	10.3	10.0	9.7	9.6	8.7
Industry	7.1	7.4	7.8	8.1	8.0	5.7
Services	22.7	22.7	23.3	24.6	24.9	19.3
Class of worker						
Wage and salary workers	25.2	25.2	26.3	27.2	27.8	21.3
Worked for private household	2.1	1.9	1.9	1.8	1.9	1.6
Worked for private establishment	19.7	19.8	20.6	21.4	21.9	16.2
Worked for government or government-controlled corporation	3.3	3.4	3.6	3.9	3.9	3.5
Worked with pay in own family-operated farm or business	0.1	0.1	0.1	0.1	0.1	0.1
Self Employed without any paid employee	11.0	11.2	11.1	11.5	11.1	9.7
Employer on own family-operated farm or business	1.3	1.5	1.5	1.2	1.0	0.6

	2016	2017	2018	2019	2020	
					Q1	Q2
Worked without pay in own family-operated farm or business	3.3	2.4	2.3	2.5	2.6	2.1
Occupation						
Managers	6.9	6.5	6.6	4.8	4.0	3.1
Professionals	2.1	2.1	2.2	2.4	2.5	2.0
Technicians and associate professionals	1.3	1.5	1.7	1.8	1.6	1.3
Clerical support workers	2.3	2.3	2.4	2.6	2.8	2.2
Service and sales workers	6.0	6.1	6.2	7.8	8.5	6.2
Skilled agricultural, forestry, and fishery workers	5.1	5.4	5.1	5.0	4.9	4.8
Craft and related trade workers	3.1	3.2	3.2	3.4	3.3	2.2
Plant and machine operators and assemblers	2.4	2.6	2.6	3.3	3.4	2.6
Elementary occupations	11.5	10.5	11.1	11.3	11.5	9.4
Armed forces occupations	0.1	0.1	0.1	0.1	0.1	0.1

Source: Labor Force Survey, various years

International

Similar with domestic employment, COVID-19 likewise affected work opportunities for many international migrant workers as many countries are facing economic downturn. The mass grounding of cruise ships, travel bans and limited airline operations made it difficult for overseas Filipino workers (OFW) to retain their jobs or secure new contracts. Between February and September 2020, more than 300,000 OFWs already returned to the Philippines (Table 19). This scenario does not seem bright for a country that relies heavily on cash remittances. Moreover, the loss of jobs for many OFWs requires a timely and effective reintegration program to ensure that the unemployment problem during this pandemic will not intensify.

Table 19. Returning overseas Filipinos, 9 February to 7 September 2020

Classification	Total Arrival	Released from Quarantine Facility	Still in Quarantine Facility
Land-based	174,216	170,473	3,743
Sea-based	151,436	148,597	2,839
Transferees from Sabah	1,191	1,191	0
	326,843	320,261	6,582

Source: Department of Health

Cash remittances are essential for OFW families as these serve as supplementary income. In the literature, OFW remittances has been documented as an important source of funds especially during crisis (see for example Orbeta, 2008). However, it is unlikely that overseas remittances will keep the Philippine economy buoyant since the COVID-19 pandemic has also brought to halt many economies worldwide. As expected, data on cash remittances generally is already showing negative growth especially those from Oceania, Europe and Middle East (Table 20).

Table 20. Overseas Filipinos' cash remittances, by country, by source (in thousand US dollars)

Country				2020 ^P						Jan-Jun		Growth Rates (%)
	2017	2018	2019	Jan	Feb	Mar	Apr	May	Jun	2019	2020	
TOTAL ¹	28,059,789	28,943,112	30,133,300	2,648,019	2,357,902	2,396,624	2,045,913	2,105,650	2,465,333	14,638,297	14,019,440	-4.2
Landbased	22,188,962	22,803,600	23,594,054	2,095,045	1,839,458	1,855,240	1,544,972	1,630,749	1,993,794	11,410,730	10,959,260	-4.0
Seabased	5,870,827	6,139,512	6,539,246	552,973	518,444	541,384	500,940	474,900	471,538	3,227,567	3,060,180	-5.2
ASIA	5,273,268	5,924,413	6,550,763	614,605	524,620	533,617	446,093	467,924	546,039	3,061,407	3,132,898	2.3
Landbased	3,971,760	4,529,486	5,026,680	489,434	411,357	413,724	336,857	355,540	436,256	2,265,543	2,443,168	7.8
Seabased	1301508.3	1,394,927	1,524,082	125,171	113,263	119,894	109,236	112,384	109,783	794,664	689,730	-13.2
A M E R I C A S	10,298,024	11,296,425	12,688,784	1,139,183	1,033,383	1,041,986	953,520	906,043	1,142,738	6,029,581	6,216,853	3.1
Landbased	7,662,428	8,704,425	9,901,775	886,846	791,870	816,868	737,708	714,080	949,939	4,706,635	4,897,312	4.1
Seabased	2,635,596	2,592,000	2,787,009	252,337	241,513	225,118	215,812	191,963	192,799	1,322,946	1,319,541	-0.3
O C E A N I A	706,078	804,027	787,553	48,535	44,923	60,521	52,827	57,634	65,357	412,636	329,797	-20.1
Landbased	657,449	733,122	687,038	40,880	37,191	37,307	32,264	36,874	44,666	359,642	229,182	-36.3
Seabased	48,629	70,905	100,515	7,654	7,732	23,215	20,563	20,760	20,691	52,994	100,615	89.9
E U R O P E	3,857,187	4,153,281	3,979,375	321,236	301,490	272,889	243,012	290,073	278,600	2,022,866	1,707,300	-15.6
Landbased	2,079,451	2,195,744	1,994,338	165,587	156,719	114,017	102,044	156,089	146,175	1,034,187	840,632	-18.7
Seabased	1,777,736	1,957,536	1,985,037	155,649	144,771	158,872	140,968	133,983	132,425	988,679	866,668	-12.3
M I D D L E E A S T	7,810,148	6,617,315	5,972,042	512,612	443,245	473,508	334,089	366,943	415,498	3,042,841	2,545,894	-16.3
Landbased	7,763,920	6,576,641	5,923,750	508,438	438,767	469,475	331,228	364,769	412,928	3,018,963	2,525,605	-16.3
Seabased	46,228	40,674	48,292	4,173	4,478	4,033	2,861	2,173	2,570	23,878	20,289	-15.0
A F R I C A	115,084	147,651	154,784	11,849	10,241	14,102	16,372	17,033	17,101	70,179	86,699	23.5
Landbased	53,955	64,182	60,473	3,860	3,553	3,849	4,872	3,397	3,830	25,774	23,361	-9.4
Seabased	61,129	83,469	94,311	7,989	6,688	10,253	11,500	13,636	13,271	44,405	63,338	42.6
OTHERS ²	0	0	0	0	0	0	0	0	0	0	0	--
Landbased	0	0	0	0	0	0	0	0	0	0	0	--
Seabased	0	0	0	0	0	0	0	0	0	0	0	--

Source: Data are based on bank reports submitted to the Bangko Sentral ng Pilipinas

The difficulties faced by international migrant workers are expected to directly hit remittance-receiving households. Table 21 characterizes remittance-recipient and non-recipient households. As shown in the table, majority of remittance-receiving households belong to the upper 60 percent of households in the Philippines. These families utilize their household income mainly for consumption expenditure such as food, housing and health. Decreased remittances for this group will mean less consumption spending for the economy. Consumption spending is important

because it allows money to circulate in the economy during this pandemic. Many small businesses also rely on the consumption of households. Moreover, having less money to spend on health of the family is likewise unfavorable, especially during a time wherein precautionary money for health emergencies is crucial.

In contrast, poor remittance receiving households (those in quintile 1 and 2) are composed of younger members that are still at the primary or secondary level of education. Cash remittances comprise the biggest chunk of their household income. Poor remittance-receiving households generally spend much of their money on food, housing and education. Hence, the sudden change in international market opportunities may therefore, limit the ability of these households to send their children to school. This does not only lessen the chance of these families to pull themselves out of poverty, but is also detrimental to the future human resource pool of the country.

Table 21. Selected household characteristics, by international remittance recipient status and household income quintile: Philippines, January-June 2017

	Income Quintile					All Households
	1 = Poorest	2	3	4	5 = Richest	
Share (%) of remittance-recipient households	7.1	12.7	20.0	24.7	33.3	19.6
A. Recipient households						
Household size	6.0	5.1	4.6	4.1	3.1	4.2
Share (%) of households with members aged						
0 to 19	98.5	91.5	87.6	76.0	56.8	75.5
20 to 39	76.7	69.6	70.7	66.1	60.1	66.2
40 to 59	63.1	60.6	57.3	59.1	57.0	58.5
60 and over	32.5	37.0	35.5	39.3	35.2	36.3
Share (%) of household members by education						
Elementary	39.0	36.7	32.8	23.8	14.5	25.2
Secondary	30.3	32.5	35.3	35.0	25.0	31.0
Post-secondary or higher	8.8	13.2	17.4	30.8	53.6	31.9
Per capita income	10,243.9	17,357.7	24,812.6	40,238.4	106,434.4	54,491.5
Wages	2,819.4	4,638.2	7,756.1	11,838.3	24,672.0	13,786.9
Entrepreneurial activities	1,766.3	2,751.7	3,114.0	5,950.6	10,570.1	6,225.8
Remittances	3,946.0	7,448.0	10,048.0	16,239.7	45,565.8	22,932.1
Others	1,712.2	2,519.9	3,894.5	6,209.9	25,626.5	11,546.8
Per capita expenditures	10,492.1	16,292.1	21,895.5	33,560.5	80,947.2	43,404.9
Food	6,155.4	8,749.5	10,951.8	14,481.4	21,889.4	14,934.9
Education	223.4	373.5	692.1	1,117.0	4,172.6	1,909.8
Health	194.0	370.9	571.8	1,582.3	4,710.7	2,183.7
Housing	901.0	1,726.9	2,501.3	4,530.4	15,258.5	7,143.5
Others	3,018.3	5,071.3	7,178.5	11,849.4	34,916.1	17,232.9

Income Quintile						All Households
1 = Poorest	2	3	4	5 = Richest		
B. Non-recipient households						
Household size	5.5	4.6	4.1	3.7	3.1	4.3
Share (%) of households with members aged						
0 to 19	91.5	85.3	76.5	58.5	44.2	73.2
20 to 39	73.8	73.7	71.0	67.0	64.5	70.4
40 to 59	55.0	56.3	57.5	60.8	56.7	57.1
60 and over	24.3	26.0	26.6	31.4	30.5	27.5
Share (%) of household members by education						
Elementary	44.6	36.7	32.8	25.6	11.2	31.4
Secondary	26.9	36.6	38.9	39.1	30.9	34.3
Post-secondary or higher	5.3	9.9	15.4	28.1	52.8	20.5
Per capita income	9,763.6	16,689.9	24,775.5	40,071.1	109,956.3	36,549.4
Wages	4,195.6	8,342.3	13,834.0	22,722.5	59,468.8	19,651.5
Entreprenuerial activities	2,627.5	3,744.0	5,128.8	7,550.7	20,860.1	7,313.9
Remittances	1,325.2	1,828.5	2,163.8	2,516.2	2,418.0	2,005.5
Others	1,615.3	2,775.0	3,648.9	7,281.7	27,209.3	7,578.4
Per capita expenditures	10,130.5	15,256.0	21,586.5	34,258.7	84,155.0	30,319.8
Food	6,072.1	8,538.6	11,265.4	14,913.4	22,697.7	12,054.0
Education	171.8	284.8	407.6	834.1	2,122.3	690.8
Health	241.5	326.6	535.0	1,100.9	2,374.5	833.1
Housing	850.4	1,540.9	2,342.1	4,665.4	15,814.1	4,493.7
Others	2,794.7	4,565.0	7,036.5	12,745.0	41,146.3	12,248.1

Source: Annual Poverty Indicators Survey 2017

Energy

The containment measures imposed to address the health crisis on COVID-19 forced many businesses to halt or limit operations. It likewise compelled people to stay at home. These sudden changes in economic operations and physical mobility appear to have also altered the consumption pattern of different sectors. Table 22 shows the half-year energy sales of MERALCO from 2015 to 2020, for comparison. As exhibited by the data, comparative energy sales for the first-half of 2019 versus the first-half of 2020 is lower by 1.7 thousand GWh, and this is mainly due to the decrease in consumption of the commercial and industrial sectors. On the contrary, the residential sector appears to have increased its energy consumption by 1.0 thousand GWh for the same period. This change in consumption behavior may be a consequence of the community quarantine since households were forced to spend more time at home. Many workers also opted for work-from-home setup due to fear of going out as well as difficulties in travelling to their workplaces in the absence of the public transportation. Furthermore, school closures also compelled parents to consider home-schooling and remote learning for their kids. Although these are safer options, these alternatives also have a drawback since energy consumption fees are now transferred to households, which were previously paid by companies and schools.

Table 22. Energy sales by sector: MERALCO service area, 1H2015-1H2020 (in thousand GWh)

	2015	2016	2017	2018	2019	2020
Industrial	5.4	5.7	5.9	6.4	6.7	5.5
Commercial	7.0	7.7	8.0	8.5	9.0	7.4
Residential	5.3	6.2	6.3	6.7	7.1	8.1
Street lights	0.1	0.1	0.1	0.1	0.1	0.1
All Sectors	17.8	19.7	20.3	21.7	22.8	21.1

Source: MERALCO

Environment

Placing many parts of Luzon on some form of quarantine measure is like placing the country on a temporary pause. This sudden slowdown in economic and human activities also brought several changes to the environment, albeit short-term.

GHG emissions

The containment measures imposed to curb COVID-19 infections has altered energy demand for different sectors, leading to a decrease in CO₂ emissions during the quarantine period. As previously shown in Table 22, the temporary closure of non-essential businesses has led to the decrease in energy sales in the industrial and commercial sector, by 1.1 and 1.5 thousand GWh, respectively. While this may only be temporary, it can still be treated as a bright spot from an environmental perspective as Table 23 suggests that the contribution of the electricity sector to greenhouse gas (GHG) emission is very high. Industrial processes also contribute around 15.8 MTCO_{2e} of GHG emissions, which has been momentarily suppressed by the lockdown.

Table 23. GHG emissions by sector: Philippines, 1990-2016 (In MTCO_{2e})

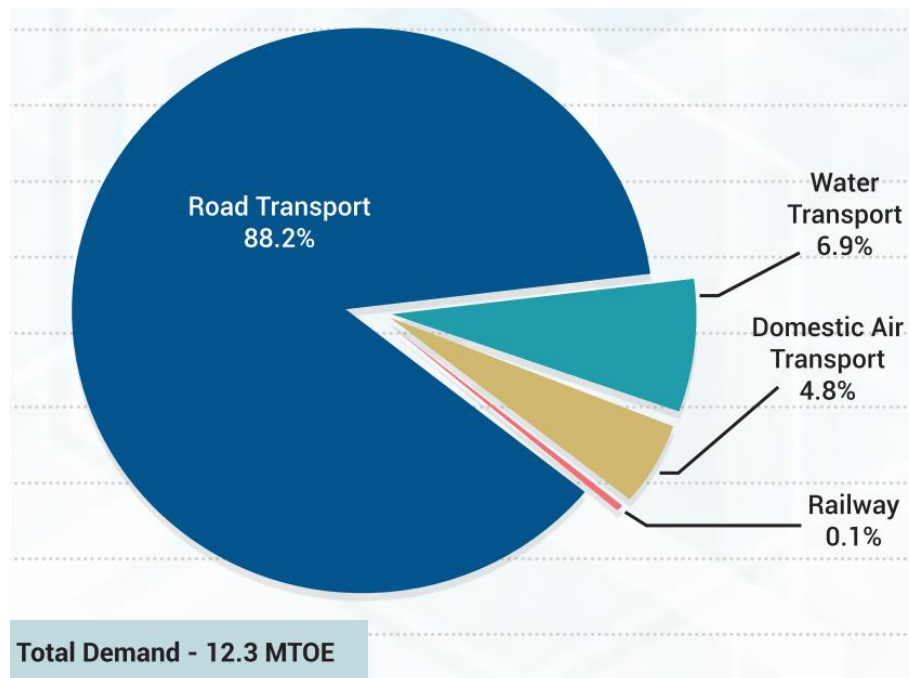
	1990	2000	2010	2016
Energy	39.2	67.8	77.4	113.1
Electricity/Heat	10.7	25.5	34.8	56.1
Transportation	13.7	24.6	23.7	33.3
Manufacturing/Construction	10.4	11.5	12.5	16.8
Other Fuel Combustion	4.1	6.2	5.6	6.3
Fugitive Emissions	0.3	0.0	0.8	0.6
Agriculture	43.7	53.4	58.0	59.0
Industrial Processes	2.9	5.9	8.4	15.8
Waste	7.4	9.6	12.0	13.3
Land-Use Change and Forestry	-2.3	-2.6	30.3	-59.7
Bunker Fuels	1.2	2.1	3.6	4.1

Source: CAIT Climate Data Explorer. 2019. Country Greenhouse Gas Emissions. Washington DC: World Resources Institute. <http://cait.wri.org>.

Another interesting point is that one major contributor to greenhouse gas emissions is the transportation sector, which was heavily affected by the imposition of the community quarantine. Road transport, water transport and domestic air transport are the top three biggest

consumers of final energy in this sector (Figure 9). All of these modes of transportation were affected by the COVID-19 containment measures, which appears favorable for the environment in the short-run.

Figure 9. Final energy consumption by sub-sector: Transportation sector, 2016

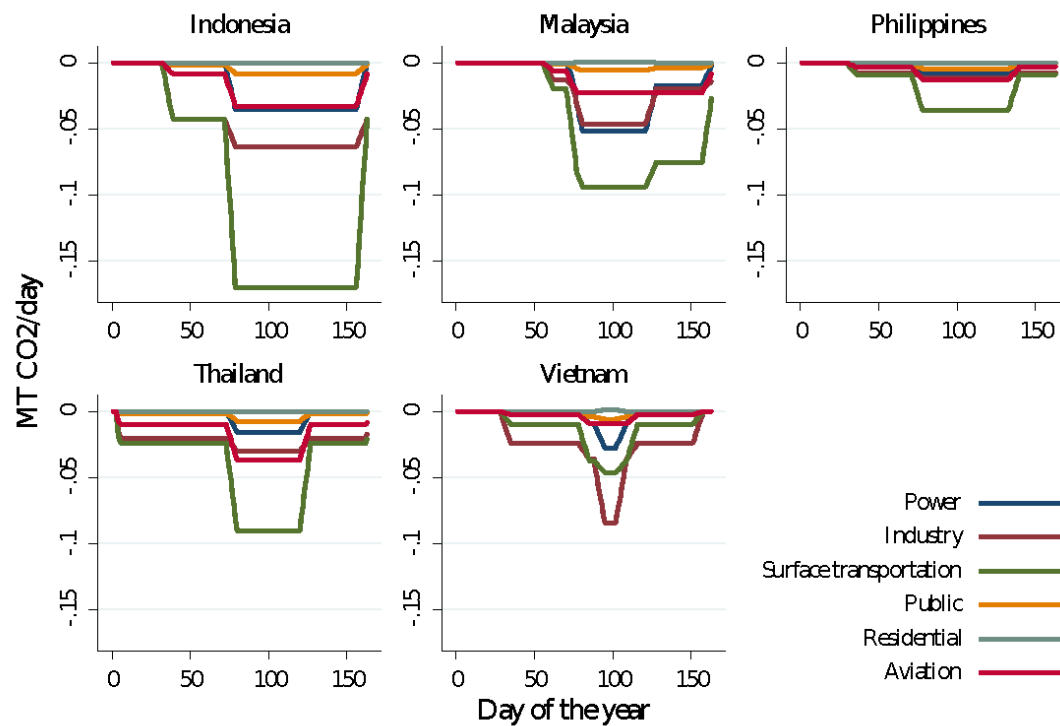


Source: Department of Energy, Energy Demand & Supply Outlook 2017-2040

CO₂ reduction

Modeled data from Le Quéré et al. (2020) however, confirms that the reduction in CO₂ is only temporary and will rebound back to its pre-COVID level after the quarantine measures are lifted or relaxed. This rebound is consistently observed for several ASEAN countries, including the Philippines (Figure 10).

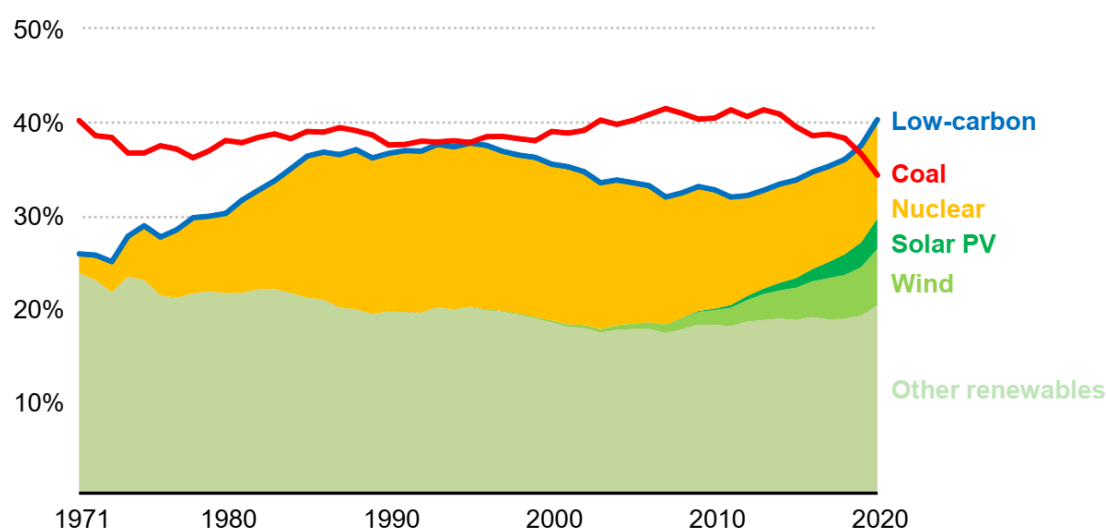
Figure 10. Carbon emission of selected ASEAN countries



Source: Le Quéré et al. 2020. Nature Climate Change, Global Carbon Project.

Although the experience in the sudden decrease in GHG and CO₂ is only expected to last until the containment measures are in place, there is a major positive gain from the COVID-19 pandemic that is anticipated to impact the future. The International Energy Agency recently released a report on the effect of COVID-19 on global energy demand, revealing that low carbon technologies are now overtaking coal as the primary source of global electricity, and this is expected to continue in 2020 (Figure 11). This news is encouraging since the increased availability of low carbon energy in the global market that can help the Philippines transition to cleaner energy sources.

Figure 11. Global generation shares, by sources, 1971-2020



Source: International Energy Agency. 2020. Global Energy Review: The impacts of the COVID-19 crisis on global energy demand and CO2 emissions.

Medical wastes

The COVID-19 pandemic has also laid out the importance of medical waste management to ensure that the current health crisis will not be aggravated by inappropriate handling infectious wastes that would further endanger the health of the population. A 2003 report by the Department of Environment and Natural Resources (DENR) and Asian Development Bank (ADB, 2020c) reveals that the sources of medical wastes in Metro Manila are: (1) accredited hospitals, (2) health centers, (3) medical clinics, (4) dental clinics, (5) veterinary clinics, (6) pharmaceutical labs, (7) blood banks, (8) funeral parlors, (9) medical schools, and (10) research institutions. Table 24 shows the comparison of results from several studies that attempted to compile the amount of infectious and non-infectious wastes produced by healthcare facilities in Metro Manila.

Table 24. Comparative figures on waste generation of healthcare facilities in Metro Manila

Study	Year	Infectious wastes (tons/day)	Non-infectious wastes (tons/day)	Total wastes (tons/day)
JICA	1999	17	-	-
MMDA	2000	9	51	60
DENR-ADB	2003	27	20	47

Source: Department of Environment and Natural Resources and Asian Development Bank, Medical Waste Management, Report No. 11.

A more recent projection of the ADB shows that Metro Manila is to produce an additional 280 metric tons of medical waste per day due to the COVID-19 pandemic. This figure is quite concerning given that the expected value-added of the recent pandemic to the solid waste

problem is 6 times larger than that of the estimated total waste production of Metro Manila healthcare facilities in 2003 by the DENR-ADB study. Furthermore, the recent estimate for Metro Manila surpasses the estimates for Jakarta and Bangkok, which are also both densely inhabited cities.

Table 25. Projected additional medical wastes for select ASEAN cities

City	Population	Additional Medical Waste (tons/day)	Total Possible Production over 60days (tons)
Manila	14 million	280	16,800
Jakarta	10.6 million	212	12,750
Kuala Lumpur	7.7 million	154	9,240
Bangkok	10.5 million	210	12,600
Ha Noi	8 million	160	9,600

Source: Asian Development Bank

Infectious, toxic and hazardous wastes are usually treated by incineration or through microwave. The DENR-ADB report in 2003, unveils that the Department of Health have acquired 25 incinerators and 36 microwave units for DOH hospitals, wherein 13 microwave units were installed in Metro Manila. Incinerators can process 300 to 500 kg/day while microwaves can take 84 to 144 kg/shift. At the time of the survey, two privately-owned facilities (Integrated Waste Management, Inc. and Chevalier Enviro Services, Inc.) provided collection, treatment and disposal services to healthcare facilities in Metro Manila. St. Luke's Medical Center also acquired an autoclave for the treatment of its medical wastes. The autoclave can process 330kg/hr.

Given the prevalence of COVID-19 infections in the country, along with the increased use of personal protective equipment (PPE) to protect medical practitioners as well as the population, it is imperative to ensure that the country has enough capability to deal with the burgeoning amount of medical wastes. Appropriate steps towards this direction is to have an inventory of all facilities that can deal with medical wastes to ensure that cities/regions can handle the issue, have proper guidelines in handling and segregating medical wastes, and inform the public to gain overall cooperation.

Prior to the COVID-19 pandemic, the solid waste disposal facilities in the country are those shown in

Table 26. Since some treated medical waste also end up in sanitary landfills, it is important to note that in 2018, there are only two sanitary landfills in the National Capital Region (NCR), where most of the COVID-19 cases are.

Table 26. Solid wastes disposal facilities by region, 2018

Region	Illegal dumpsite	Materials recovery facility	Sanitary landfill
Philippines	353	10,052	165
CAR	-	190	6
1	33	950	24

Region	Illegal dumpsite	Materials recovery facility	Sanitary landfill
2	27	724	14
3	31	711	12
NCR	-	976	2
CALABARZON	35	894	31
MIMAROPA	19	135	10
5	82	315	2
6	17	1,093	9
7	57	401	14
8	8	881	8
9	2	269	1
10	11	501	8
11	10	1,257	3
12	-	175	16
CARAGA	21	561	4
ARMM	-	19	1

Note: Solid waste management facility refers to: any resource recovery system or component thereof; any system, program, or facility for resource conservation; any facility for the collection, source separation, storage, transportation, transfer, processing, treatment, or disposal of solid waste.

Source: Compendium of ENR Statistics 2018.

3.2.2. Pre-existing issues that complicate COVID-19 policy response

The limited movement of the population caused by the containment measures for COVID-19 has pushed many to utilize the power of the internet to continue performing their work, businesses and classes. However, some important questions regarding this sudden shift to digital and remote set-ups relate to: (1) the appropriateness of the country's existing occupations for work-from-home setup and (2) the availability of facilities that would allow the population to easily shift to this "new normal".

Teleworkability of current occupations in the country

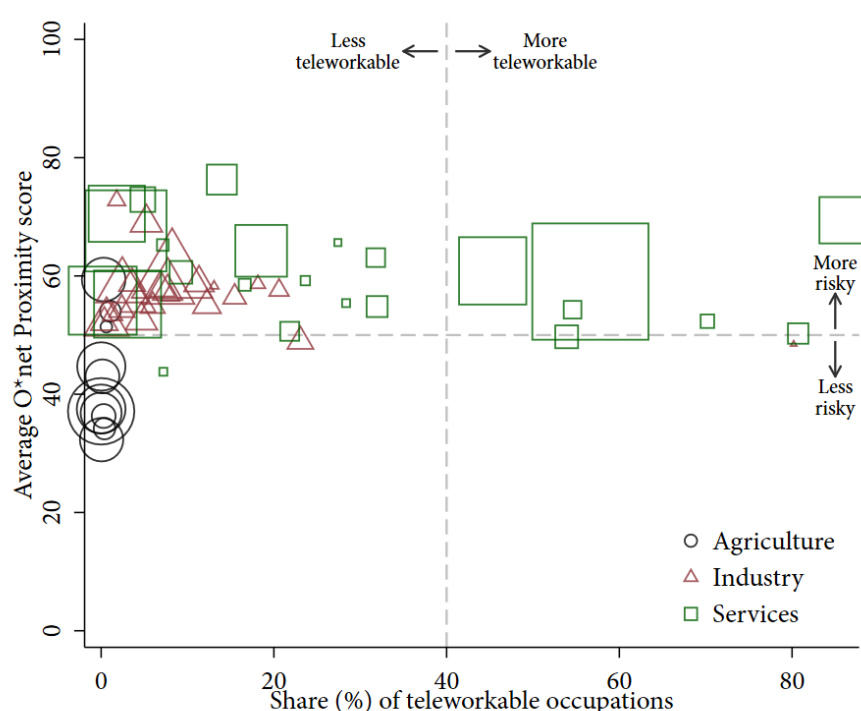
While some businesses resorted to work-from-home set-up to continue their operations, Figure 12 exhibits that most of the occupations in the country is not appropriate for teleworking or work-from-home set-up. The figure below makes use of Dingel and Neiman's (2020) classification of occupations in the United States based on their teleworkability. This classification was applied to the Philippine Labor Force Survey 2018. Occupations are deemed more teleworkable as we go from left to right.

In addition, each teleworkable occupation has a corresponding O*net proximity score, which assesses the level of riskiness of the job that is rated based on the physical proximity of a worker to his co-workers. The riskiness of the occupation increases as we go from bottom to top of the figure.

There are two other indicators that are at play in Figure 12. First, the shape of the figures relates to the sector which the occupation belongs to (i.e. agriculture/industry/services). Second, the size of the figure indicates the employment share of the occupation. Thus, the bigger the figure, the more its contribution to overall employment.

Considering all of the indicators discussed above, Figure 12 generally tells us that most of the existing occupations in the industry and services sector are very risky to perform during this pandemic and these occupations are also not appropriate for teleworking (see quadrant II). This then leaves us with only a limited number of occupations (all in services sector; see quadrant I) that can be performed while we are still under some form of community quarantine. Having this limitation, our economic growth will remain slow as long as COVID-19 pandemic remains uncontrolled.

Figure 12. Teleworkable occupations versus risk



Notes: Share of teleworkable occupations based on Dingel and Neiman (2020); for a complete guide on O*net score see <https://www.onetonline.org/find/descriptor/result/4.C.2.a.3>

Source of basic data: Labor Force Survey, October 2018

Digital divide

An additional issue is that not all households in the Philippines have the resources that would allow for work-from-home set-up (Table 27). Since not all companies provide their workers with laptops or computers so they can perform their jobs remotely, having such equipment at home will make the transition to the “new normal” relatively easier.

While mobile phone ownership is generally high in all regions in the country, allowing for remote communication with co-workers; computer ownership on the other hand is very low.

Even in the NCR, CAR and CALABARZON regions where most jobs are located, 60-70 percent of households do not have personal computers at home. Access to electricity meanwhile, is relatively high across regions.

Table 27. Proportion of households with selected amenities by region: Philippines, 2018

	Number of households	Share (%) of households with:		
		Electricity	Computer	Mobile phone
NCR	3,318,465	97.63	32.35	95.84
CAR	422,465	94.66	28.75	90.79
Ilocos Region	1,212,978	96.57	19.87	89.98
Cagayan Valley	852,529	95.17	17.24	84.65
Central Luzon	2,783,498	96.86	21.61	92.06
CALABARZON	3,759,870	97.50	28.04	92.74
MIMAROPA	736,848	90.19	14.51	82.88
Bicol Region	1,280,278	91.76	17.02	84.52
Western Visayas	1,831,864	92.31	17.34	86.13
Central Visayas	1,839,354	89.87	17.89	85.47
Eastern Visayas	1,058,521	91.83	13.69	78.61
Zamboanga Peninsula	838,723	84.35	11.96	81.58
Northern Mindanao	1,120,402	87.27	16.24	84.35
Davao Region	1,284,279	86.40	16.28	81.07
SOCCSKARGEN	1,130,809	86.52	13.16	81.93
Caraga	619,148	93.14	14.72	84.27
BARMM	657,143	84.04	3.90	88.52
All households	24,747,174	93.11	20.66	88.10

Source: Family Income and Expenditure Survey 2018

Dissecting the data based on household income decile in Table 28, we note a digital divide wherein the bottom 40 percent of poorest households in the country consistently have weaker access to electricity, mobile phones and computer. Thus, if digitalization is the way forward to future-proof jobs as well as education of future generations, these households will be left behind.

Table 28. Proportion of households with selected amenities by household income decile: Philippines, 2018

	Number of households	Share (%) of households with:		
		Electricity	Computer	Mobile phone
1 - Poorest	2,475,274	78.71	1.37	73.42
2	2,474,182	87.82	3.07	81.22
3	2,474,910	91.26	5.10	84.79
4	2,474,570	93.33	7.90	87.64
5	2,474,662	94.67	10.53	88.69
6	2,474,915	95.34	16.18	89.71
7	2,474,557	96.58	23.00	91.50
8	2,474,778	97.11	32.13	93.06
9	2,475,122	97.89	44.55	94.88
10 - Richest	2,474,204	98.38	62.76	96.08
All households	24,747,174	93.11	20.66	88.10

Source: Family Income and Expenditure Survey 2018

3.2.2. Forward-looking view

The recent COVID-19 pandemic has perfectly demonstrated how years of economic gains can easily be reverted if we do not prepare for future threats. A hard lesson from this experience is that long-term prosperity cannot be achieved without caring for our environment, involving science in our policy-making and maintaining international cooperation. Moving forward, it is important not only to be cautious, but also to be prepared for future disruptions such as the COVID-19.

Emerging coronaviruses (e.g., severe acute respiratory syndrome, Middle East respiratory syndrome) are types of zoonotic diseases that are spread between animals and people (United States Centers for Disease Control and Prevention). While animals do provide numerous benefits for the population, coming in contact with them makes us susceptible to harmful germs, viruses, parasites and fungi. To prevent future pandemics of zoonotic origin, we must learn how to manage our environment as well as ensure safe boundaries between our population and the wildlife. Philippine data shows that the population's behavior towards threatened wildlife species has been relatively stable in the past 10 years (Table 29).

Table 29. Number of threatened wildlife species by taxonomic group

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Fauna ^{1/}	216	207	207	207	207	207	212	212	212	212
Land	43	42	42	42	42	42	43	43	43	43
Mammals										
Birds	132	127	127	127	127	127	126	126	126	126
Reptiles	27	24	24	24	24	24	29	29	29	29
Amphibians	14	14	14	14	14	14	14	14	14	14
Flora ^{2/}	526	526	526	526	526	526	526	526	526	984

Notes: ^{1/} - Based on DENR Administrative Order No. 2004-15 re: National List of Threatened Fauna and CITES listed species

^{2/} Based on DENR Administrative Order No. 2007-01 re National List of Threatened Philippine Plants

Source: Biodiversity Management Bureau, DENR

Forest cover in the country has also been expanding (Table 30) probably due to the National Greening Program of the DENR, which is participated both by government and non-government sector (Table 31).

Table 30. Forest cover, Philippines (in hectares)

Region/Province	2010				2015			
	Total	Closed	Open	Mangrove	Total	Closed	Open	Mangrove
Philippines	6,839,831.6	1,934,047.6	4,595,190.9	310,593.1	7,014,153.8	2,028,015.2	4,682,751.2	303,387.5
NCR	2,119.8	0.0	2,008.0	111.8	2,106.2	0.0	2,000.4	105.8
CAR	777,972.4	255,551.6	522,420.8	0.0	807,219.6	250,545.0	556,674.6	0.0
I - Ilocos Region	124,703.1	18,389.8	105,285.7	1,027.7	147,602.4	24,163.0	122,061.2	1,378.2
II - Cagayan Valley	1,044,871.9	485,261.7	553,708.2	5,902.1	1,050,963.4	488,033.2	557,187.7	5,742.6
III - Central Luzon	520,704.2	225,351.8	294,331.1	1,021.3	536,565.0	234,839.2	299,826.3	1,899.5
IVA - CALABARZON	264,260.5	69,558.9	175,764.4	18,937.2	271,512.5	107,044.3	145,165.1	19,303.1
IVB - MIMAROPA	917,391.7	97,809.6	746,286.0	73,296.0	947,768.9	110,161.1	769,203.6	68,404.2
V - Bicol	202,444.5	39,645.8	137,825.9	24,972.9	199,378.7	41,148.6	133,825.6	24,404.5
VI - Western Visayas	187,319.4	67,167.4	110,146.2	10,005.9	203,789.3	62,024.6	127,365.1	14,399.6
VII - Central Visayas	62,033.4	11,463.5	35,797.7	14,772.2	79,487.1	4,226.1	56,223.8	19,037.2
VIII - Eastern Visayas	514,819.7	45,947.5	427,179.4	41,692.8	511,961.8	42,667.3	435,242.9	34,051.6
IX - Zamboanga Peninsula	174,391.4	27,643.2	121,058.1	25,690.1	170,970.3	28,775.2	116,920.0	25,275.2
X - Northern Mindanao	378,649.5	173,962.1	198,308.6	6,378.9	382,356.7	179,007.5	198,132.1	5,217.2
XI - Davao Region	428,917.8	160,083.4	265,955.5	2,878.9	400,613.3	151,822.0	245,290.0	3,501.3
XII - SOCCSKSARGEN	249,049.8	54,247.2	193,201.7	1,600.9	277,890.7	93,152.7	182,889.1	1,848.9
XIII - Caraga Region	684,156.8	99,811.7	558,447.3	25,897.8	724,772.4	125,937.0	571,785.6	27,049.7
ARMM	306,025.6	102,152.6	147,466.4	56,406.6	299,195.4	84,468.3	162,958.1	51,769.2

Source: National Mapping and Resource Information Authority

Table 31. National Greening Program, area planted (in hectares)

Year	Grand total	Government Sector			Non-government sector
		Total	DENR	Other gov't agencies	Total
2011	128,558	102,884	82,163	20,721	25,674
2012	221,763	207,044	132,710	74,334	14,719
2013	333,160	326,106	273,971	52,135	7,054
2014	334,302	315,278	306,468	8,810	19,024
2015	360,357	360,357	360,070	287	-
2016	284,089	284,089	284,089	-	-

Note: - means no data

Source: Forest Management Bureau

Table 32 shows that forest disturbance in the country is primarily due to natural causes such as forest fire/grass fire/wild fire or long dry spell. However, some people still practice *kaingin* or slash-and-burn activities that is detrimental to the environment.

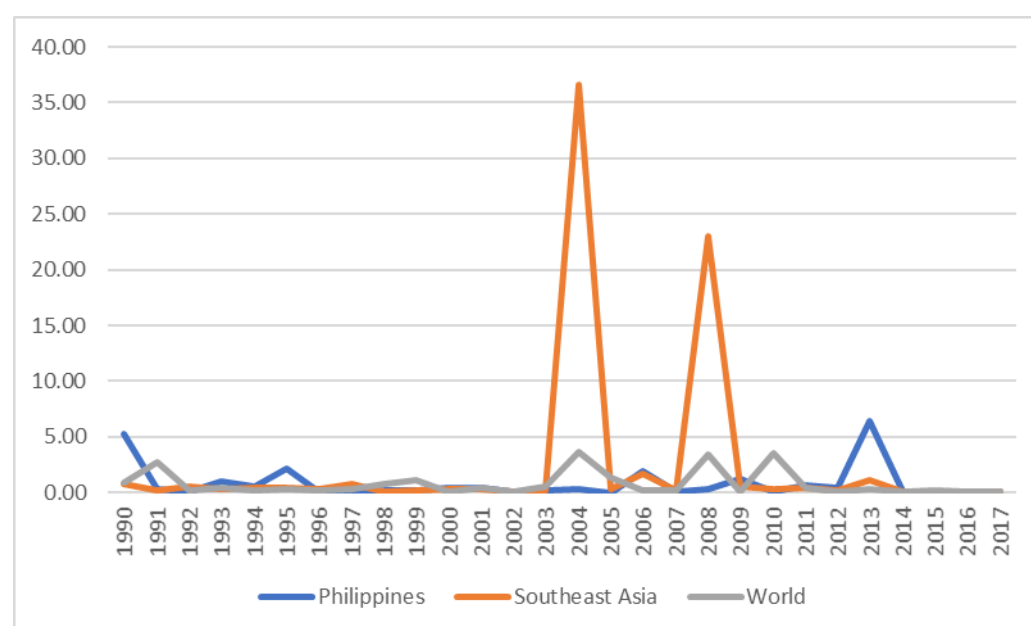
Table 32. Forest disturbance, by cause, year 2015

Cause	Extent of damage (ha)				Estimated value (Php)
	Total	Natural	Grassland	Plantation	
<i>Hunting (Honey collection)</i>	801.9	20.1	83.3	698.5	5,701,540.8
<i>Smoking</i>	220.3	2.9	0.0	217.5	1,883,042.9
<i>Incendiarism</i>	1,371.9	34.9	0.0	1,336.9	12,809,732.7
<i>Kaingin/Slash-and-Burn/Illegal Entry</i>	1,727.3	135.8	0.0	1,591.5	16,633,423.6
Forest Fire/Grass Fire/Wildfire	2,518.0	0.0	0.0	2,518.0	25,266,236.1
Long Dry Spell	1,356.1	0.0	0.0	1,356.1	15,462,803.0
<i>Unknown</i>	7,269.9	1,378.9	0.0	5,891.0	31,737,832.9
<i>Others (torch, children, pasture, outdoor cooking)</i>	436.6	5.5	0.0	431.1	2,292,352.3
TOTAL	15,702.0	1,578.1	83.3	14,040.6	111,786,964.3

Source: Compendium of ENR Statistics 2015, Department of Environment and Natural Resources

Meanwhile, the Philippines remains highly vulnerable to extreme weather events. It ranks 4th on the list of countries based on the estimated long-term climate risk index (CRI), using data from 1999-2018 (German Climate Risk Index 2020). The CRI serves as warnings to countries so that they may be prepared for intense weather-related events in the future. Figure 13 shows that death rates from disasters in the Philippines is high for years with extreme weather events.

Figure 13. Death rate from disasters, all sex and ages



Source: Institute for Health Metrics and Evaluation (IHME), Global Burden of Disease

Despite being frequented by many storms and typhoons annually, many poor Filipinos live under weakly-built housing (Table 33). Having a disaster preparedness kit at home also remains an unfamiliar concept in the country. Moreover, around 25 percent of households in the country does not have any kind of insurance to protect them from sickness or natural disasters. It is therefore important that disaster risk reduction and climate change adaptation be at the forefront of the country's programs and policies.

Table 33. Selected household disaster preparedness and insurance coverage indicators by household income decile: Philippines, 2017

	Share (%) of households with:		Share (%) of households with at least 1 member with:				
	Housing largely made of strong materials	Disaster preparedness kit	Any insurance	SSS	GSIS	PhilHealth	Private Insurance
1 - Poorest	39.4	15.2	55.4	11.3	0.2	52.1	1.1
2	54.5	16.4	63.5	21.7	0.2	56.5	2.7
3	60.5	18.8	67.8	29.0	1.3	61.8	2.7
4	71.2	18.4	68.0	35.8	2.0	61.1	2.9
5	72.2	17.8	72.3	43.8	2.4	65.2	4.0
6	78.8	17.1	73.0	48.1	4.1	66.0	3.4
7	87.2	16.2	75.5	56.9	7.9	67.7	5.3
8	90.7	21.0	80.8	62.5	15.0	72.0	6.8
9	92.0	23.5	87.9	72.0	19.7	78.7	7.0
10 - Richest	97.7	32.0	86.2	67.7	25.9	77.3	11.0
All households	74.4	19.7	73.1	44.9	7.9	65.8	4.7

Source: Annual Poverty Indicators Survey 2017

3.3 “Peace” pillar

The pandemic and containment measures are affecting the nexus between humanitarian, peace building efforts, development, and human security in the conflict-affected areas of Mindanao. To start with, Mindanao has historically been besieged by three major strands of conflict, namely, separatism, communist insurgency, and violent extremism. The complexities of actors and dynamics in the conflicts have made responding to the humanitarian, economic and security needs of the people very difficult. And those needs are significant as the discussion in this section shows.

There are headways to address the uneven allocation of resources and sharing of revenues between the national government and the Bangsamoro regional government, but the dramatically reduced proposed 2021 budget for the Normalization component of the peace agreement with the MILF brings new risks. In this light, risks to the target milestones in the Bangsamoro peace process must be assessed especially since the national government and BARMM leaders are faced with re-emerging extremist narratives.

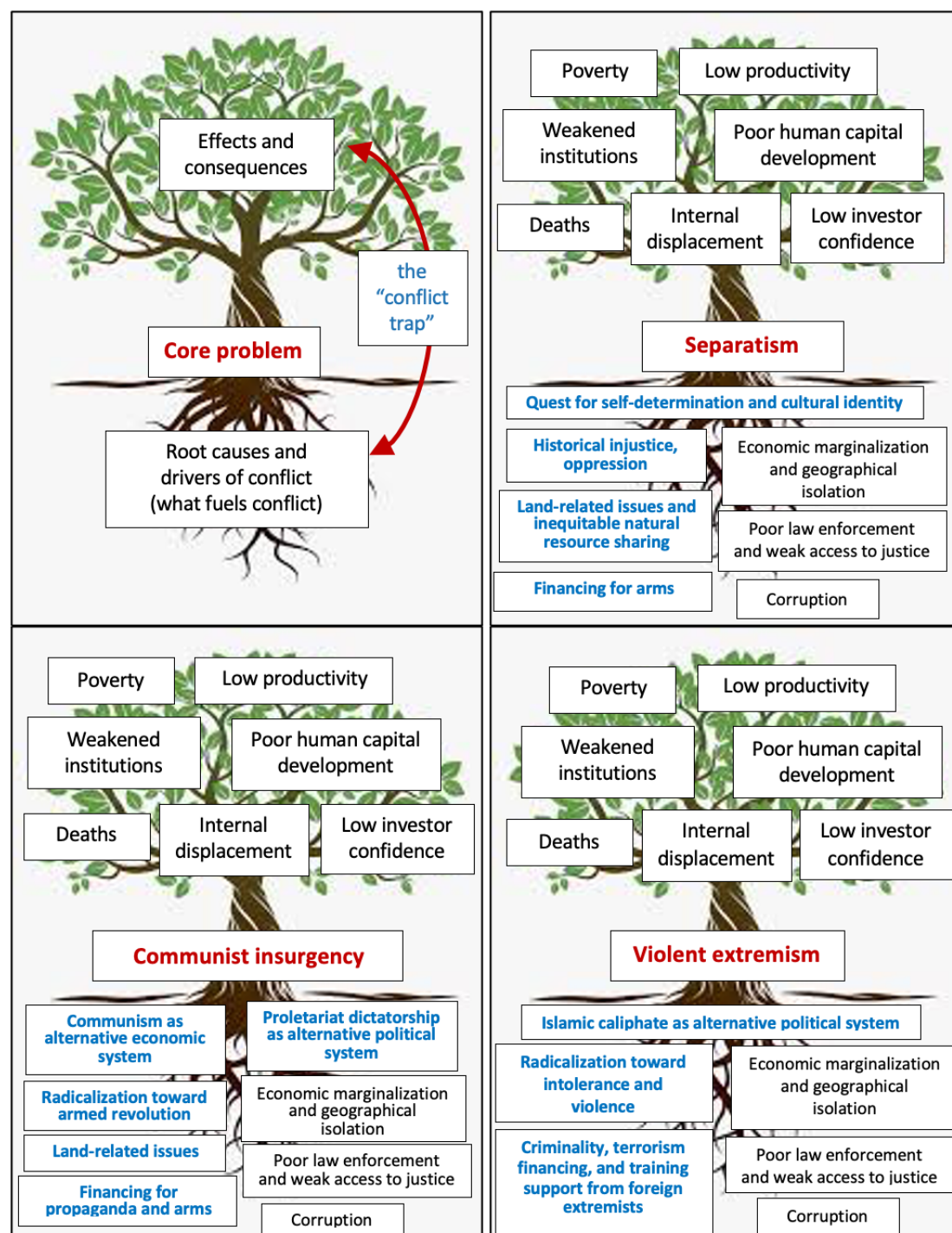
To gain public trust and dispel extremist narratives, the new BARMM leaders must be able to demonstrate that they are better alternatives to past ARMM leaders and that they can adequately deliver services, including social protection for COVID-affected households and left behind groups, livelihood programs for the MILF camps transformation that can be supported by the national government, and mechanisms (such as timely legislation and creation of institutions) for addressing the many underlying drivers of conflict.

3.3.1. Background on violent conflicts in Mindanao

To understand the dynamics of conflicts in Mindanao and how COVID-19 poses difficulties in peacebuilding, it is helpful to first have a working background knowledge on these conflicts. The conflict tree analysis in Figure 14 is a useful conceptual framework for analyzing these conflicts.

Two major strands of violent conflicts have historically beleaguered Mindanao, namely, separatism and communist insurgency, with violent extremism as a more recent development. For purposes of the government’s negotiations toward formal peace agreements, the first two major strands of conflicts—separatism and communist insurgency—are legally considered “armed conflicts” covered by international humanitarian law whereas the third—violent extremism—is a fusion of criminality and terrorism and cannot take cover under legal rules of international humanitarian law.

Figure 14. Conflict tree analysis for the three strands of violent conflicts in Mindanao



The armed struggle for self-determination and separation of certain areas of Mindanao from the Republic of the Philippines partially dissipated when the Moro National Liberation Front (MNLF) entered into a peace agreement with the government in 1996, but it was partial peace because there was no peace agreement with another separatist (though smaller) group that was existing at the time, the MILF.³⁵ The MILF then grew in size and influence and the formal peace agreement between it and the government

³⁵ The MNLF was established in 1973 and the MILF in 1978.

came later, in 2014. The communist insurgency, on the other hand, is still an ongoing conflict. For close to 52 years now, the Communist Party of the Philippines (CPP) has been working to overthrow the Philippine government, through the violent acts of its armed component (the New People's Army or NPA) and the political-legal work of its network of civil society front organizations (the National Democratic Front or NDF), and then install its own form of government. The CPP and the NPA, while currently listed by Australia³⁶, Canada³⁷, the European Union Council³⁸, New Zealand³⁹, the United Kingdom⁴⁰, and the United States⁴¹ as terrorist groups, are not on the UN list of terrorist groups. In the case of violent extremism, terrorists employ criminal tactics for their survival and growth, claim that Muslims will only experience good governance and equitable treatment in an Islamic state, and some cloak their activities with imported ideas on religious extremism from foreign extremists. The main perpetrators include breakaway factions from the MILF such as the Bangsamoro Islamic Freedom Fighters, the Abu Sayyaf Group, the Dawlah Islamiyah Group, Ansar al-Khilafa Philippines, and remnants of the Maute Group which go by different sub-group names and exhibit varying degrees of extremism, criminality, and gangsterism.

Co-existing with these vertical conflicts (i.e., armed, organized non-state actors against the state) are smaller horizontal conflicts (i.e., inter-clan, inter-group or community-level violence). The horizontal conflicts include *rido* or conflict among feuding clans in the social order in Muslim Mindanao, inter-group conflicts over land, and conflicts involving private armies of politicians or thugs of the local elite. Although small in terms of size of actors, these horizontal conflicts are numerous and the cross-cutting membership and family ties can escalate horizontal to vertical conflicts, intensifying the drivers and exacerbating the effects and consequences of major conflicts.

The root causes and drivers of these three strands of conflict have historical, political and economic dimensions. In the case of Moro separatism, historical injustice can be traced to land dispossession through past state policies and by commercial interests to massacres of indigenous population, oppression and systemic human rights violations. Aside from land dispossession, there are other land-related issues such as insecure land rights due to land titling problems, unfinished agrarian reform, unregulated encroachment on indigenous people's lands, and illegal land use conversion. In BARMM particularly, the inequitable sharing of revenues from land, water and mineral resources between the national government and the regional government had been a major point of contention by separatists, and this became a focus area of the Bangsamoro Organic Law through policies on wealth-sharing between the national government and the regional government.

³⁶ Australian Minister of Foreign Affairs. 2019. Australia Declaration per Charter of the United Nations Act 1945 Listing Declaration (No. 2) 2019. <https://www.legislation.gov.au/Details/C2019G00862>.

³⁷ Canada Minister of Justice. 2020. Regulations Implementing the United Nations Resolutions on the Suppression of Terrorism. <https://laws.justice.gc.ca/PDF/SOR-2001-360.pdf>.

³⁸ European Union Council. 2020. Council Decision (CFSP) 2020/20 of 13 January 2020 updating the list of persons, groups and entities subject to Articles 2, 3 and 4 of Common Position 2001/931/CFSP on the application of specific measures to combat terrorism, and repealing Decision (CFSP) 2019/1341. <https://eur-lex.europa.eu/eli/dec/2020/20/oj>.

³⁹ New Zealand Police. 2020. Designated terrorist entities-List associated with Resolution 1373. <https://www.police.govt.nz/advice/personal-community/counterterrorism/designated-entities/lists-associated-with-resolution-1373>.

⁴⁰ HM Treasury-Office of Financial Sanctions Implementation. 2020. Consolidated List of Financial Sanctions Targets in the UK (last updated 02/11/2020). <https://ofsistorage.blob.core.windows.net/publishlive/ConList.html>.

⁴¹ US Department of State. 2020. Foreign Terrorist Organizations. <https://www.state.gov/foreign-terrorist-organizations/>.

The political quest for self-determination and recognition of distinct cultural identities is also a significant driver of separatist feelings. This has also been addressed in the Bangsamoro Organic Law which devolves greater autonomy to the BARMM than under the previous setup with the ARMM. Strong ideological belief on communism as alternative economic system and proletariat dictatorship as alternative political system drives the local armed communists to seek to overthrow every administration since the 1960s. The idea of an Islamic state as an alternative political system drives violent extremists to attack government forces and communities in order to weaken the state. Some of the extremist groups benefit from foreign Islamist training and financing and others mix up criminality with ideology.

Grievances are also rooted in economic marginalization, as manifested in the population's poor capacity to access socioeconomic services and the government's inadequate provision of services. The marginalization is made worse by geographical isolation due to lack of connectivity infrastructure. Because of poor law enforcement, weak access to justice, and corruption, the population also becomes distrustful of the capacity of government actors and institutions to ensure security and deliver services.

Radicalization toward violence, or the process through which a person or group takes on radical ideas and begins to think that violence is needed to advance their ideas,⁴² also provides fuel to the conflicts especially when planted in young uninitiated minds. The ease of illicit financing for propaganda and arms purchase, as facilitated through loopholes in legal frameworks and underground economies, also drives conflicts. Financing for propaganda also fuels radicalization especially of the youth toward joining armed groups. Loose firearms proliferate because of poor law enforcement and the demand stimulated by the existence of conflicts and by civilians' feelings of insecurity and inclination to protect themselves through gun ownership, leading to guns being viewed as valuable personal assets. Extremist groups are also driven by intolerance and revenues from criminality, including kidnap-for-ransom schemes. Unfortunately, in some communities where extremists operate, there is community support or complacency because some locals are kin of extremists and benefit from criminality revenues. It has also been alleged that corrupt officials and intermediaries benefit from kidnap-for-ransom operations.⁴³

The immediate effects of these violent conflicts are senseless deaths and internal displacement. The conflicts also affect the perception of investors on the riskiness of bringing in investments and maintaining business operations, resulting in lower economic opportunities for the population. The corruption and compromises in conflict environments further weaken the institutions in charge of the delivery of government services, resulting in poor human capital development and low productivity of the population. All of these contribute to poverty and further economic marginalization, fueling the existing drivers of conflict and creating a vicious cycle of "conflict trap" for the population. Socioeconomic projects, cessation of hostilities through the peace process, governance capacity improvements including greater accountability, community-driven development, and setting in place instruments for social healing are among the ways of breaking that trap.

⁴² This can take various forms such as right-wing violence, left-wing violence, violent religious fanaticism or extremism, genocide or ethnic cleansing, and violent single-issue extremism.

⁴³ See, for example, Whaley, F. 2016. Abu Sayyaf Militants Thriving as Hostage-Takers in the Philippines, 26 April 2016, The New York Times. <https://www.nytimes.com/2016/04/27/world/asia/abu-sayyaf-philippines-kidnappings.html>

3.3.2. Economic and security disruptions to fragile communities and vulnerable groups

As the following discussions show, the COVID-19 pandemic brought economic and security disruptions to fragile communities and vulnerable groups in Mindanao, including those in areas controlled by the major Moro armed groups as well as the settlements of non-Moro indigenous peoples. Disruptions also exacerbated the situation of the internally displaced population and added to the challenge of finding durable solutions to displacement. The lockdown environments also amplified violence against women and children. The inability of the government to provide solutions to discriminations and misleading statements⁴⁴ in the wake of the Anti-Terror Law which alienate Muslims further, interplay with extremist narratives on discrimination and neglect in the time of the pandemic. Conveying messages that Islamic schools are a threat instead of working with local and religious leaders feeds into the extremist narratives that the majority Christian state is suspicious of Muslims.

Impacts on BARMM households

Before the pandemic, BARMM already has significantly lower per capita income than the rest of the Philippines. In 2019, BARMM real per capita GRDP is Php54,020, which is only 12 percent of the Php457,034 real per capita GRDP in the NCR and only 30 percent of the Php180,528 real per capita GDP of the Philippines (in constant 2018 prices). Poverty is also most severe in the region as 61.3 percent of the population are below the poverty line.

As of 9 December 2020, BARMM has a total of 2,458 COVID-19 cases, including 93 deaths.⁴⁵ To assess the socio-economic impacts of the pandemic on BARMM, a UNDP project team conducted a household survey⁴⁶ with respondents primarily belonging to income earners in the informal sector, notably in agriculture, construction, micro and small businesses, and casual or contractual employment. The survey revealed that 98% of the respondents were affected by the government's community quarantine restrictions from March to April 2020.

The effect on employment and receipt of remittances is significant. More than half reported that they experienced reduced working hours and days, lost their job, or closed business from March to July 2020. Of those receiving remittances, more than 50% experienced a decline in remittance receipts, roughly 40% had receipts remaining the same, and the rest experienced an increase in receipts.

Most of the households confirmed receiving support from the government and non-government sources. Around 94% said they received aid from the government and other sources. The sources of assistance are mainly support from LGUs, community

⁴⁴ An example of this are careless statements linking *madaris* to violent extremism.

⁴⁵ From the BARMM-Ministry of Health, 9 December 2020.

⁴⁶ Mindanao State University-Institute for Peace and Development in Mindanao. 2020. Socio-economic Impact Assessment of Covid-19 Crisis in the Bangsamoro Autonomous Region in Muslim Mindanao: Preliminary Survey Results, SEIA Project of the UNDP. 15 October 2020 powerpoint presentation.

organizations, and the Social Amelioration Program of the national government. Some got support from non-government organizations, relatives and friends.

The pandemic had a significant effect on access to food. Around 87% of households said they had difficulty accessing food and the reasons were lack of money, shortage of food supply, and high prices. Skipping meals was, however, not resorted to by most households as 70% said they did not skip meals or rarely skip meals, 16% said they sometimes had to skip meals, and the rest were not sure. The households identified food and medicines as their main needs in the coming months, followed by capital resource support such as farm equipment, financial support, and employment or business opportunities.

Access to education had also been seriously affected. Almost half of households said a member stopped schooling mainly due to lack of funds, access difficulty, and fear of being infected with COVID-19. DepEd also showed during a September 16, 2020 presentation to the Senate that the number of enrollees in BARMM significantly declined by 30 percent compared to the previous school year.⁴⁷

The effect on mobility was sharp. Around 86% said their mobility was severely affected. Walking was the main means of going to work for 71% of the respondents, public transport for 15% of the respondents, and the rest relied on private cars, bicycles or motorbikes.

With respect to effect on access to health services, more than half of the households said they had difficulty accessing medicines and hospitals. Households accessed medical care mostly through barangay health centers, followed by municipal or district health centers, and private clinics or hospitals. On access to health protection supplies, the households reported alcohol as the least accessible health protection supply, followed by facemasks and soap.

Most households had some form of coping mechanism. Around 71% of the households said they did something to compensate for the decline in income caused by the community quarantine restrictions. Among the coping mechanisms, borrowing money (from relatives, friends and informal lenders) was the most preferred mode followed by relying on cheaper goods, reduction in food intake, and seeking help from relatives. Around 90% said their most needed asset for recovery is capital, while 5% said they need employment assistance, and the rest said they need skills training and access to markets. Spending habits also changed as more than half started savings, cut back on luxuries, and stockpiled on food and necessities.

Most households are optimistic about the peace process even under a pandemic environment. Majority of the households shared a positive view of the passage of the Bangsamoro Organic Law as 64% said it resulted in very peaceful and secured community, 20% said it caused peace and security, and 11% said the situation remained the same. Optimism is also high as only 3% said they have a pessimistic view of the prospects for BARMM. The BARMM government response to COVID-19 was also appreciated even in regions that did not vote for the Bangsamoro Organic Law, confirming that the peace process has a positive impact.

⁴⁷ Philippine Daily Inquirer. 2020. Look into 'alarming' decrease in enrollees in BARMM, DepEd urged. 16 September 2020. <https://newsinfo.inquirer.net/1335992/look-into-alarming-decrease-in-enrolees-in-barmm-deped-urged>.

The regression analysis of the survey results yields important findings, some of which are summarized as follows. Mobility impact is a significant contributor to income reduction. Those whose incomes have lower shares of remittance experienced larger reduction in income, implying that remittances during restrictions are stable. The reduction in income seems to have a small effect on skipping meals, and lockdown and mobility restrictions have contributed to skipping meals. The breadwinners' regularity of work and income from remittances have no impact on school dropout. Restrictions and mobility have little effect on school dropout. Those whose mobility was gravely affected expressed higher satisfaction in the aid they received. Those with higher expectations for the future of BARMM show higher level of satisfaction with BARMM response. BARMM satisfaction across areas are ranked as follows (highest to lowest): Sulu, Basilan, Maguindanao, North Cotabato, Lanao del Sur, Cotabato City, and Tawi-Tawi.⁴⁸

A UNDP project assessing the COVID impacts on BARMM also finds that output and economic activity in BARMM is expected to contract in 2020, though to a lesser degree than the country as a whole. Under the COVID-19 scenario, the GRDP of BARMM is expected to contract by 3.2%, which is lower than the 5.5% national GDP contraction assumed by the study. The study also shows that a more aggressive stance to government transfers, equivalent to nearly four-fold increase in transfers, can offset the economic contraction and allow household expenditures to rise especially for the lower income groups.⁴⁹

Government response so far

For its response to the pandemic, the Bangsamoro regional government reported that it has allotted a total of Php1.9 billion for 2020. The amount is a combination of re-allocated regular funds and quick response funds of the ministries and offices in BARMM. But there is no detailed report yet on how these were disbursed. In September, the Office of the Chief Minister allotted a total of Php155 million to LGUs in BARMM: Php5 million for each province, Php2 million for each city, Php1 million for each municipality, and a total of Php8 million for the 63 barangays of North Cotabato which became part of the region through the plebiscite.⁵⁰

To support the regional response, the national government also released a total of Php1.3 billion *Bayanihan* Grants to BARMM cities and municipalities in 2020. It is not yet clear, however, what the likely allocation for COVID next year is since the proposed 2021 BARMM budget has just been submitted to the Parliament and deliberations are still ongoing as of this writing.

⁴⁸ Mindanao State University-Institute for Peace and Development in Mindanao. 2020. Socio-economic Impact Assessment of Covid-19 Crisis in the Bangsamoro Autonomous Region in Muslim Mindanao: Regression Analysis of Survey Result, SEIA Project of the UNDP. 03 November 2020 powerpoint presentation.

⁴⁹ The UNDP project is "Modeling the Economic Impact of COVID-19 Crisis in the Bangsamoro Autonomous Region in Muslim Mindanao" contracted out to a UNDP consultant. The first phase of the project involves a rapid assessment through a social accounting matrix/input-output model, which has been reported and became the basis of the above-mentioned remarks on BARMM economic contraction, and the second phase will involve an in-depth analysis using computable general equilibrium modeling, which is yet to be delivered.

⁵⁰ Discussion during the 23 September 2020 "Peace Conversations for the Bangsamoro" organized by OPAPP via Zoom.

Situation of the internally displaced persons

Internal displacement due to armed conflicts and natural disasters in Mindanao is large, with some internally displaced persons (IDPs) already suffering from protracted displacement, and the cramped living conditions in evacuation camps expose them further to the risk of catching the virus. According to the United Nations High Commissioner for Refugees (UNHCR) Mindanao Displacement Dashboard, a total of 73,343 families (consisting of 343,322 individuals) are displaced in Mindanao as of 31 July 2020 (see Table 34). The UNHCR classified them into three main groups, depending on the length of displacement: Group A or those who have been displaced within one month, Group B or those who remain displaced and have been protractedly displaced for more than 30 days but less than 180 days, and Group C or those who remain displaced and have been protractedly displaced for more than 180 days. Of the three, Group C was the largest, pointing to prolonged and persistent displacement.

Protracted displacement deepens inequality. The lack of durable solutions to displacement, including housing and livelihood such as in the case of IDPs from the 2013 Zamboanga Siege, the 2013 Super typhoon Haiyan (locally named Yolanda), and the 2017 Marawi Siege, have lengthened the displacements.

Table 34. Mindanao internal displacement as of 31 July 2020

Group	Number		Shares	
	families	individuals	families	individuals
Group A - those who have been displaced within one month	1,059	5,295	1.44%	1.54%
Group B - those who remain displaced and have been protractedly displaced for more than 30 days but less than 180 days	1,396	6,964	1.90%	2.03%
Group C - those who remain displaced and have been protractedly displaced for more than 180 days	70,888	331,063	96.65%	96.43%
<i>Group C area composition:</i>				
Zamboanga City (due to the Zamboanga siege in September 2013)	1,362	6,810	1.92%	2.06%
Lanao del Sur and Lanao del Norte (due to the Marawi siege in May 2017)	25,367	126,835	35.78%	38.31%
Northern Mindanao (due to Severe Tropical Storm Vinta in December 2017 and Typhoon Falcon in July 2019)	29	145	0.04%	0.04%
Eastern Mindanao (due to armed conflict between the Armed Forces of the Philippines and the New People's Army since February 2018)	426	1,937	0.60%	0.59%
Central Mindanao and BARMM provinces (due to crime and violence since August 2017)	1,609	6,876	2.27%	2.08%
Davao del Sur (due to earthquakes)	27,323	114,608	38.54%	34.62%
Cotabato province (due to earthquakes)	14,758	73,790	20.82%	22.29%
Other areas (due to various reasons)	14	62	0.02%	0.02%

Source: UNHCR Mindanao Displacement Dashboard

Long standing *rido*, which add to displacements, are not easily settled due to difficult access to the justice system. Moreover, the insecurity in the field specifically in Maguindanao's "SPMS box" (a conflict area covering Shariff Aguak, Pagatin, Mamasapano, and Salibo), Lanao, and southern island provinces continue to drive displacement and hamper humanitarian assistance, delivery of basic social services and longer-term development programs.

As the data show that displacement in Mindanao tends to be protracted, solving the structural issues underlying such displacement is paramount. There is a crucial need to solve structural weaknesses in the national government's budgeting for and delivery of resettlement programs, continue strengthening the capacity of the BARMM, local government units, and civil society actors in protection response and preparedness, and reinforce a more coordinated approach to protection monitoring, documentation, reporting, and response in line with the UN Humanitarian Country Team (HCT) protection strategy objectives and with emphasis on reinforcing state responsibility.

Similarly, deterrence by the police, peace-promoting, conflict-sensitive, and community-based protection mechanisms and responses reflective of the needs of all sectors need to be strengthened and aligned with national and local development objectives. The national government and regional government need to develop a responsive durable solutions strategy, including the enactment of the IDP bill, for persons in protracted displacement and those experiencing recurrent displacement. The budgeting and implementation track record of the national government in resettlement and rehabilitation in Mindanao, particularly through the National Housing Authority, the Department of Human Settlements and Urban Development, and the Department of Public Works and Highways, must improve.

BARMM's Community Resilience Framework integrates responses to natural disasters, pandemics, and violent conflict through the Emergency Operations Centers (EOC) which will be rolled out at every level of local government. The increasing convergence of climate change impact with displacement and conflict has necessitated this innovation by BARMM, wherein these EOCs will serve both the NDRRMC as well as the POCs. Comprehensive UN assistance for this new BARMM architecture will ensure that the region is able to prevent, prepare, respond, recover, adapt and innovate to future disasters.

Moreover, additional humanitarian support should continue for life-saving and evolving needs of the IDPs, such as shelter, food relief, water, sanitation and hygiene (WASH) facilities, livelihood and emergency health services, and these must be calibrated to the context of COVID-19 (UN Humanitarian Country Team, 2020). The Social Weather Station survey on September 17-20 showed that Mindanao had a high hunger rate at 37.5%, higher than NCR (28.2%), rest of Luzon (23.8%) and Visayas (25.7%), implying a higher socioeconomic impact in the region despite its having a lower COVID-19 transmission rate. This adds to the adverse impacts of the recurring conflicts and natural disasters in the region. Overall, this means that the region will require additional humanitarian support going forward.

Internal displacement due to conflicts and natural disasters is costly in terms of lost opportunities to earn during the period of displacement. This helps explain the high poverty in the region. The economic cost also includes difficulties in gaining back livelihood after the displacement, especially in the agriculture sector where farmers find their land no longer productive and their livestock missing or diminished when they go back to their places of origin, and the indirect losses of other individuals who depend on the outputs of the displaced persons. Using 2018 GRDP data and available 2018 employment estimates for the agriculture,

fisheries and forestry sector, the daily economic cost of displacement can be estimated. In the Mindanao regions where internal displacement is frequent, the daily economic cost of displacement for agriculture workers can go as high as Php790 per person⁵¹ (see Table 35).

Table 35. Estimated economic cost of displacement for agriculture workers, 2018 prices

Region	Estimated daily cost (Php)
Region IX	422.27
Region X	790.13
Region XI	724.01
Region XII	591.24
Caraga	352.82
BARMM	443.90

Source: Authors' computations

Situation of the indigenous peoples

The limited access to health and other social services of indigenous peoples (who are collectively called *lumad* in Mindanao), their food insecurity, and their malnutrition and compromised resistance make them more vulnerable to the spread of COVID-19 once virus transmission reach their communities. Thus, any program assistance should take into consideration their special circumstances. A recent DSWD Indigenous Peoples Plan for an ADB borrowing opined that based on past experiences, indigenous peoples (IPs) tend to be excluded from humanitarian and other government services when disasters occur given that they are often not represented in major decision-making processes. The situation is no different with this pandemic. The DSWD then highlighted that program assistance for IPs should enable them to: (i) access medical assistance without any discrimination; (ii) access emergency aid regardless of status; and (iii) receive information about COVID-19 prevention in simple, easy to understand and appropriate local languages. As of 31 January 2020, 74% of the 639,014 indigenous households covered under *Pantawid Pamilyang Pilipino* Program (4Ps) are from Mindanao, 23% from Luzon, and 3% from Visayas.⁵²

The search for long-term solutions to structural issues faced by IPs should be sustained even under the COVID environment. For instance, efforts to safeguard the land rights of the IPs, whether Moro or non-Moro, through the enactment of a BARMM regional IP code should progress. In general, the safeguarding of IP rights is primarily contained in Republic Act No. 8371 or the 1997 Indigenous Peoples' Rights Act (IPRA) but there are many issues in the implementation. According to Domingo and Manejar (2020), the issues include delayed grounding of policy, resource and capacity limitations on the part of the National Commission on Indigenous Peoples (NCIP, the national agency mandated to promote IP rights and implement programs for them), limited understanding among IPs and indigenous cultural communities on the empowering provisions of the law, non-recognition of policy among

⁵¹ The cost of displacement as a share of GRDP that the UNCT is asking for cannot be estimated because of lack of data on what proportion of the displaced persons are employed and in what sectors, as well as data on total days of displacement in a year.

⁵² DSWD. 2020. Indigenous Peoples Plan for "Philippines: Social Protection Support Project - Second Additional Financing", April 2020 Draft. <https://www.adb.org/sites/default/files/project-documents/43407/43407-017-ipp-en.pdf>

outside stakeholders and interest groups, policy overlaps and tenurial conflicts, and weak process and anthropological documentation in ancestral domains. Mining and logging continue to be existential threats to indigenous people and ancestral lands across the country and the process of securing free, prior and informed consent has not fully addressed this. In the ongoing armed conflict between government security forces and armed groups, IP communities are caught in between. Moreover, the lack of implementation of the IPRA, the continued violation of IP rights, especially on their land, and their marginalization make them susceptible to the liberation narratives of the communist insurgency.

Specifically for BARMM, the status of the non-Moro indigenous people's rights is unclear given that there is no regional IP code that can be considered the counterpart of the IPRA at the national level. Although a bill proposing such code was recently submitted to the Bangsamoro parliament, local legislators said that the enactment may take a while as other bills are in the pipeline of deliberation priorities.⁵³ In the meantime, issues on jurisdiction over the granting of certificates of ancestral domain title (CADT) in the BARMM arise, as manifested by the BARMM Ministry of Indigenous People's Affairs (MIPA) issuance of cease and desist order to the NCIP in issuing a CADT to an IP group in the region. To de-escalate tensions in the interpretation of laws and exercise of jurisdiction and at the same time ensure a just treatment of IP claimants, this kind of issue should be promptly elevated to the inter-government relations body (consisting of national government representatives and Bangsamoro government representatives) created under the Bangsamoro Organic Law.

Inside and outside BARMM, the government and its development partners should ensure that initiatives for IP education are not sacrificed in the ongoing COVID response. The government has recently taken a closer look at the IP schools operated by groups that are reported to be non-compliant with DepEd curricula, particularly the so-called *Salugpongan* schools in Region XI, because of accounts that these schools were being used as recruitment ground for armed insurgency. After a fact-finding investigation, the DepEd ordered in October 2019 the suspension of operation of 55 *Salugpongan* schools and made arrangements with the school divisions within the areas served by the *Salugpongan* schools to assist and admit all students that may be displaced as a result of the suspension. The DepEd issued an official statement stating that “allowing a school in basic education, catering mainly to minors, to be used for recruitment in armed insurgency violates the curriculum standards of DepEd.” DepEd also reported that there are 231 DepEd-run schools that are located adjacent to *Salugpongan* schools and of the 1,142 learners directly affected by the suspension of the *Salugpongan* schools, 1,000 learners have been accommodated in other schools and 142 are reportedly missing in the data (DepEd 2019).

It should be noted that the broader context of IP education is in the National Indigenous Peoples Education Program of the government, which implements initiatives like formal, non-formal, and informal teaching modalities, the establishment of dialogue mechanisms with IP communities, curriculum contextualization, mother tongue-based multilingual education, and teacher hiring and capacity development for IP education. The government is urging development partners to take this IP education program into account and ensure the legitimacy of civil society groups through which funds are channeled when trying to assist the IP sector. However, gaps remain in education services delivery to IPs in the time of COVID-19. In a recent webinar, E-Net Philippines, a network of 130 partners and organizations that advocate for education reforms, said that they received a report claiming that around 5,500 *lumad*

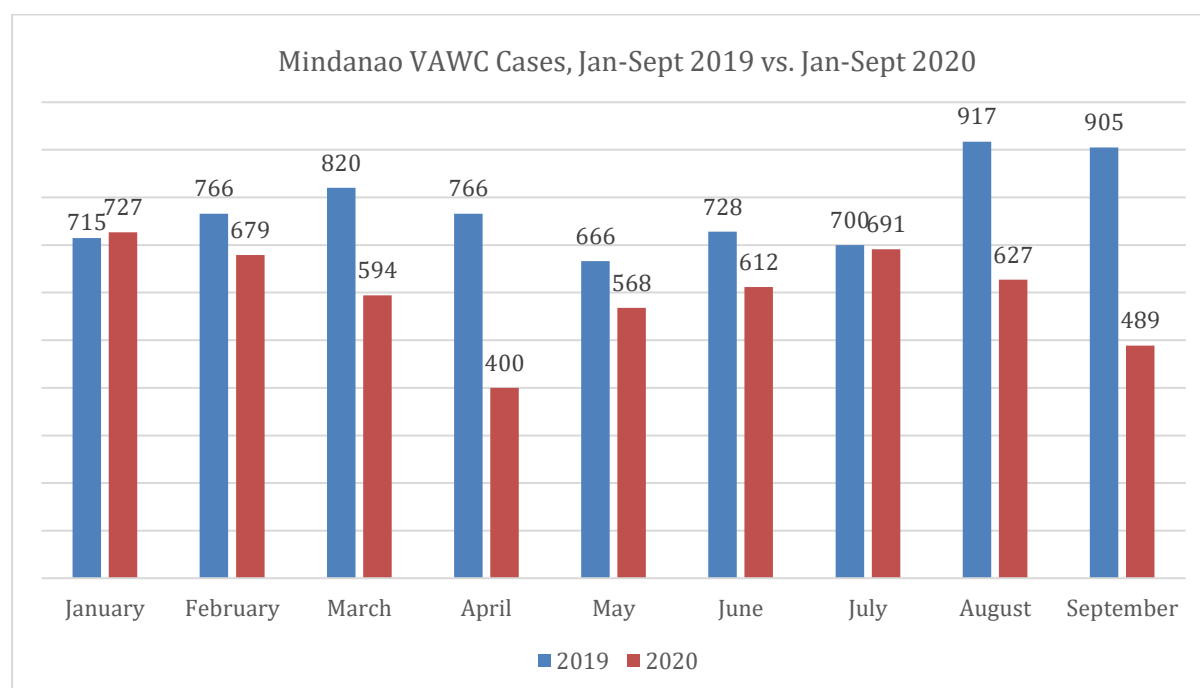
⁵³ Interview with the BARMM-Minister of Indigenous Peoples' Affairs, Melanio Ulama, 08 September 2020.

learners were unable to enroll this school year due to the pandemic and that *lumad* learners received modules that were not appropriate to their situation and culture.⁵⁴ This problem of access and inappropriate content may lead to another generation of IPs who will be left further behind and result in even greater horizontal, inter-group inequality, a root cause of conflict. A comprehensive and multi-sectoral strategy of support for IPs aimed at reducing structural inequality is therefore needed, and the UN and development partners can assist in this.

Perpetration of violence against women and children

As a result of lockdowns, women and girls who experience domestic abuse become strictly confined with their abusers, making homes unsafe places for these women and girls and limiting their access to social support. UN Women (2020) reported in June that more than 40% of their 100 survey respondent civil society organizations from Asia Pacific which provide services to women victims of violence saw increases in cases of violence perpetrated by family members. In areas beset by armed conflicts and where violence is commonplace, abusers believe in violence as a solution and the risk of domestic physical abuse can increase under stressful lockdown environments. In Mindanao, Philippine National Police data show that the 2020 cases of violence against women and children (VAWC) are lower than the 2019 cases (see Figure 15). However, the 2020 trend shows increases month-on-month from April to July, which coincide with the strict lockdown months. The occurrence of VAWC cases in Mindanao is also evidenced by a UNFPA report citing support to 49 women through a “Cash for Protection” program that protects women from gender-based violence and provide a social safety net for the survivors.⁵⁵

Figure 15. Trend in violence against women and children cases in Mindanao



Source: Philippine National Police

⁵⁴ “E-Net Philippines and ChildFund webinar, “Advancing Indigenous Peoples’ Rights to a Sustainable, Quality, and Culture-based Education”, 23 October 2020.

⁵⁵ UNFPA. 2020. Single mother in Mindanao survives domestic abuse, earthquakes, and COVID-19, 30 June 2020 news article. <https://philippines.unfpa.org/en/news/single-mother-mindanao-survives-domestic-abuse-earthquakes-and-covid-19>.

Before COVID, it has been documented that the use of sexual violence in situations of armed conflict was happening. Recently, the Philippine Commission on Human Rights (CHR) condemned the perpetration of such. In September 2020, the CHR denounced the NPA rebels' rape of minor girls in Kananga, Leyte and condemned the claims that the NPA has been recruiting child warriors to join their ranks. The CHR also emphasized that sexual slavery and recruitment of child soldiers are forms of human trafficking and that respect for human rights and dignity even in times of armed conflict is a mutual obligation of both state and non-state parties.⁵⁶

Recruitment of child soldiers continues despite the special protection offered by a new law. It has been reported that the recruitment of child soldiers is being perpetrated not only by extremists but also by the CPP-NPA.⁵⁷ A law enacted in January 2019, Republic Act 11188 or the "Special Protection of Children in Situations of Armed Conflict Act", which is part of the Philippine government's compliance with international obligations including the UN Convention on the Rights of the Child, is supposed to address this. However, although there had been programs and advocacies on "zones of peace" declaration, the intensification of programs and advocacies toward prosecution of violators is yet to be seen. Zones of peace declarations are also difficult to operationalize when ceasefires and peace talks are not in place, or useless when ceasefire violations are being committed by both government forces and non-state armed groups.

Continued recruitment by extremists

Extremists continue to strike government forces and use narratives of government neglect to entice new recruits. In April, while most of the country was under a hard lockdown, the Abu Sayyaf Group and the Philippine military had an hour-long fierce encounter in Patikul town in the island province of Sulu, a known stomping ground of the Abu Sayyaf, where the military suffered defeat after 11 soldiers were killed and 14 injured. In May, the BIFF, which operates in Maguindanao province, attacked under cover of darkness some soldiers who were helping implement community quarantine restrictions and killed two soldiers and wounded another one.⁵⁸ As had happened in the past, civilians were caught in between the conflict. A day after the BIFF attack, mortar shelling by as yet unidentified perpetrators began which forced 1,282 families (or 6,410 residents) to flee from their communities even though it was days before the end of the Ramadan. It was reported that two children were killed and 15 people were wounded in the conflict.⁵⁹ Given the civilian casualties, the MILF demanded a joint GPH-MILF investigation and the BARMM Interim Chief Minister directed appropriate offices in the regional government to conduct an impartial investigation. In August, twin bombings rocked two separate places in Jolo, Sulu which killed 15 persons, including 7 soldiers, and injured 77 others. The second bomb was detonated by a female suicide bomber. Military sources said they

⁵⁶ Philippine Daily Inquirer. 2020. CHR slams NPA for alleged rape of minors, asks gov't to resolve issue, 17 September 2020. <https://newsinfo.inquirer.net/1336833/chr-slams-npa-for-alleged-rape-of-minors-asks-govt-to-resolve-issue#ixzz6bqDDwCNq>.

⁵⁷ See, for example, Uy, A. 2020. Will Child Soldier Recruitment Ever End?", The ASEAN Post, 04 October 2020. <https://theaseanpost.com/article/will-child-soldier-recruitment-ever-end>.

⁵⁸ Philippine Daily Inquirer. 2020. 2 soldiers killed, another injured in Maguindanao attack, 04 May 2020. <https://newsinfo.inquirer.net/1269540/2-soldiers-killed-another-injured-in-maguindanao-attack#ixzz6dax8LKaK>.

⁵⁹ Philippine Daily Inquirer. 2020. 6,000 flee as clashes erupt anew in Maguindanao, 27 May 2020. <https://newsinfo.inquirer.net/1281407/6000-flee-as-clashes-erupt-anew-in-maguindanao>.

suspect that the Abu Sayyaf is responsible for the attack, which happened while the soldiers were conducting a COVID-19 support response.⁶⁰

Recruitment by terrorists continue and extremist ideas are still being propagated. Apparently, extremists are taking advantage of the delays in Marawi rebuilding to stir anger among the disenfranchised and desperate youth. For instance, a video circulated in May 2020 on chat platforms that tried to renew support to violent extremism. Although the spokesperson in the video acknowledged the role of ISIS-affiliated terrorists in the forced evacuation of people during the Marawi siege, he also blamed the plight of Filipino Muslims on the lack of *Shari'ah* (or Islamic law) in Mindanao and poor governance by non-Muslims.⁶¹

The extremists' narratives on the marginalization of Muslims and government incompetence must be addressed head on by demonstrating results in the rebuilding of Marawi City. For as long as rehabilitation continues to suffer delays, it is likely that the extremists will use this to turn the tide of public opinion away from terrorism and toward government incompetence. Strategies for preventing violent extremism should therefore include prioritizing the rebuilding of Marawi City, which is of great significance to the Muslim community, and helping the BARMM government to succeed by giving it adequate political and financial support.

The government is hoping that the recently enacted Anti-Terrorism Law would help in its fight against terrorism. But negative public perception on the Anti-Terrorism Law emerged allegedly because the law expands the definition of terrorism, broadly criminalizes intent, blurs the lines between activism and terrorism, and infringes on rights to privacy as it allows wiretapping and surveillance. There are also fears within the Bangsamoro that the Anti-Terrorism Law will adversely impact the status of MILF members who have not yet been granted amnesties and pardons given that this component of the normalization has not yet progressed. Given the negative public perception on the new law and the fears by the Bangsamoro people, the national government needs to allay their fears. Non-discrimination in the application of the law must be framed well when communicating to the public and, if possible, revisit the recently completed implementing rules and regulations of the law, in order to address these concerns.

3.3.3. Need to address risks to peace agreement deliverables

The delivery of the major components of the Comprehensive Agreement on the Bangsamoro (CAB), a peace agreement that was signed in 2014, is guided by the timetable depicted in Figure 16. As described in the discussions below, some of these components are encountering delays. There is an urgent need to address risks to the delivery of these components because these are crucial for lifting the quality of life in the Bangsamoro and countering the extremists' narrative on poor government management in the region as well as the national government not fulfilling its CAB commitments.

⁶⁰ Manila Bulletin. 2020. 15 killed, 77 hurt in two Jolo bomb blasts, 24 August 2020. <https://mb.com.ph/2020/08/24/15-killed-77-hurt-in-two-jolo-bomb-blasts/>.

⁶¹ Singh, J. and Jani, M. 2020. COVID-19 and Terrorism in the Southern Philippines: More Trouble Ahead, The Diplomat, 26 August 2020. <https://thediplomat.com/2020/08/covid-19-and-terrorism-in-the-southern-philippines-more-trouble-ahead/>.

Despite the delays and given the progress so far, OPAPP and BARMM officials are saying that both sides (the national government and the MILF) are on track in meeting the milestones for the signing of the Exit Agreement in 2022.⁶²

Because the Bangsamoro Organic Law prescribes that the MILF-led Bangsamoro Transition Authority (BTA) would be abolished and replaced by duly elected members of the parliament after the May 2022 election, one possible scenario is signing of an Exit Agreement that defines such “exit” as the conclusion of the transition phase. Part of the scenario is that there will be follow-up agreements or mechanisms for the delivery, monitoring and evaluation of the remaining tasks for the socioeconomic transformation and normalization. Note that the Bangsamoro Organic Law provides that “the transition period shall be without prejudice to the initiation or continuation of other measures that may be required by post-conflict transition and normalization even beyond the term of the Bangsamoro Transition Authority” (Section 1, Article XVI). In the history of peace negotiations in the Philippines, having follow-up institutional arrangements or agreements had also been resorted to, as demonstrated by the following cases: (i) the institutional arrangements for supporting Cordillera autonomy after the 1986 final peace agreement with the Cordillera People’s Liberation Army (a faction that split from the CPP-NPA-NDF), starting from the 1988 Cordillera Consultative Commission to the present “Social Preparation of CAR into an Autonomous Region” program being implemented by the Regional Development Council-CAR; (ii) the 2019 signing of the Clarificatory Implementing Document as a follow-up to the 2000 final peace agreement with the *Rebolusyonaryong Partido ng Manggagawa-Pilipinas*/Revolutionary Proletarian Army/Alex Boncayao Brigade (another faction that split from the CPP-NPA-NDF); (iii) the 2006 Tripartite Review Process called in relation to the 1996 final peace agreement with the MNLF; and (iv) the ongoing discussions on the creation of the Bangsamoro Development Assistance Fund⁶³ as one of the consensus points from the 2006 Tripartite Review Process for the MNLF peace table.

Given the recent overtures from the MILF leaders on extending the transition by three years,⁶⁴ such extension is another possible scenario if Congress is open to the idea of amending the Bangsamoro Organic Law for the specific purpose of extending the term of office of the BTA. This will allow more time for completing the normalization program. But this will also introduce the risk of being viewed as “self-serving” on the part of the MILF because most of the BTA members are MILF leaders. Moreover, it runs the risk of being perceived as depriving some non-MILF groups from being given a chance to be elected and participate in rebuilding the region, such as the non-Moro indigenous peoples and settler communities who are supposed to have two reserved seats each, and women, youth, traditional leaders and the *Ulama* who are supposed to have one sectoral seat each in the parliament come June 2022 as mandated by the Bangsamoro Organic Law. These risks can be partially managed if the proposed amendment of the Bangsamoro Organic Law would be designed such that: (a) fresh appointments of BTA members are to be made rather than merely extending the term of the incumbents; and (b) the intended BTA seats for non-Moro indigenous peoples, settler communities, and sectoral representatives are to be created.

⁶² As expressed by both BARMM and OPAPP officials during the “Peace Conversations for the Bangsamoro: Updates on the Security Aspect of the Normalization”, 25 September 2020 via Zoom.

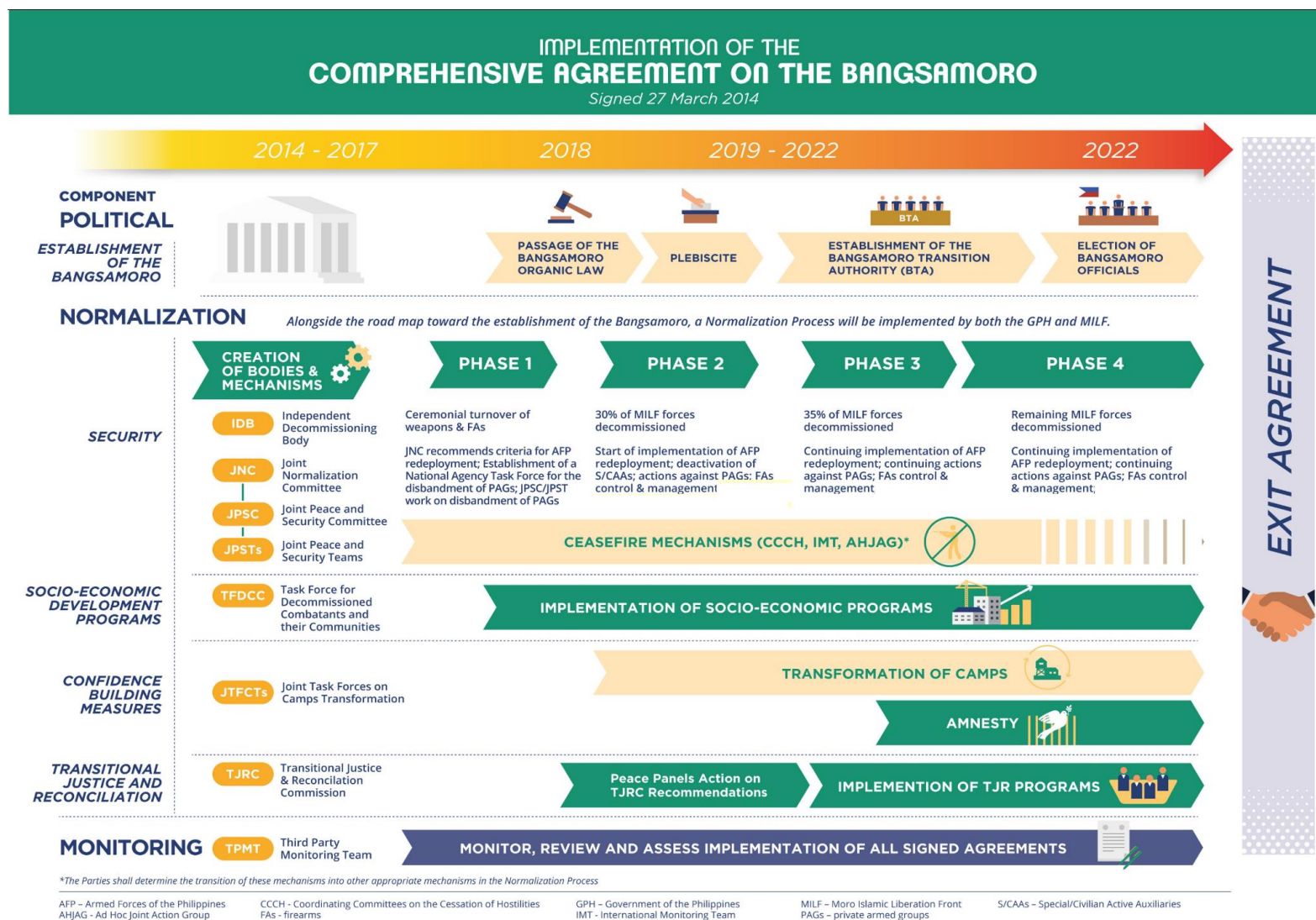
⁶³ Note that the Bangsamoro Development Assistance Fund is not part of the 1996 Final Peace Agreement.

⁶⁴ See, for example, Esguerra, C. 2020. Pressed for results, MILF seeks 3-year Bangsamoro transition extension, 13 November 2020. <https://pressone.ph/pressed-for-results-milf-seeks-3-year-bangsamoro-transition-extension/>.

Whichever scenario will play out, an important element that should be present is that by the time the transition is deemed concluded, the decommissioning of MILF forces should have already been completed and the MILF should have been transformed into an unarmed organization and registered as a legal socioeconomic enterprise. As an unarmed organization, it can be an effective partner of the national government in implementing programs without creating tension for civilians⁶⁵ who by then would have been used to co-implementation efforts by the national government and the MILF. As a legal organization registered at the Securities and Exchange Commission, it can be a recipient of socioeconomic projects and be a partner-implementer of the national government and the BARMM regional government for programs and projects. Moreover, it can play an important role in ensuring, together with the national government and regional government, that the transformation of former MILF camps and the integration of those who are interested to be integrated into the AFP and the PNP are sustained up to completion.

⁶⁵ The tension created among civilians by the presence of armed groups is counter-productive because this erodes trust and sympathy, as manifested in the case of the Cordillera peace table when in past instances, certain CPLA members paraded with their high-powered guns across Baguio City to celebrate the CPLA anniversary.

Figure 16. Timetable of the implementation of the Comprehensive Agreement on the Bangsamoro



Source: OPAPP

Delays in implementing the security component of normalization

The security aspect of the normalization component of the Comprehensive Agreement on the Bangsamoro has been encountering delays even before the COVID-19 outbreak.

The transitional structures Joint Normalization Committee, Independent Decommissioning Body, and Joint Peace and Security Committee, were immediately set up upon the implementation of the normalization program but the deployment of transitory peace and security teams is taking time. The Joint Normalization Committee is the primary coordinator of the whole normalization process and any dispute that may arise during the implementation of the normalization program shall be resolved first at this committee before elevating it to the peace panels. The Independent Decommissioning Body is an international body, with members from the GPH, MILF, Norway, Turkey and Brunei, that oversees the process of decommissioning of the MILF forces and weapons. The Joint Peace and Security Committee coordinates with command structures of the Philippine government and the MILF. As additional transitional structures for the security aspect, Joint Peace and Security Teams (JPSTs) have also been created and are undertaking training programs. The JPSTs are operating units composed of contingents of the AFP, the PNP and the MILF-Bangsamoro Islamic Armed Forces (BIAF). The JPSTs are tasked to maintain peace and order in areas mutually identified by the GPH and MILF peace parties and are also supposed to help in firearms control and management, disbandment of private armed groups, and effective policing. Updates as of 25 September 2020 show that 15 JPSTs with 15 members each have already been trained and 6 of these teams have already been deployed, but it is not clear whether these are significant accomplishments in terms of the security impact in areas of deployment or still inadequate.

Box 3 elucidates the work program under the security aspect of normalization, which must be sustained even during the pandemic. As the updates show, some portions of the program were already delayed even before the COVID-19 outbreak. For instance, the transition arrangement for policing in the Bangsamoro is taking time as the executive policy implementing the relevant provision in the law was issued only in September 2019, and then it took a year before the guidelines were drafted and submitted to the signing authority. The redeployment of the AFP in the region was supposed to happen during Phase 2 of the decommissioning, but Phase 2 decommissioning had already been concluded and the AFP redeployment has not yet commenced. The work plan for the disbandment of private armed groups is not yet clear as the task force for it has not yet met and ostensibly, this has implications for the program on the management of small arms and light weapons.

Box 3. Updates on the work program under the security aspect of normalization

Decommissioning of MILF forces and weapons

- Phase 2 of the decommissioning was concluded on 11 March 2020
- 12,000 MILF combatants and 2,100 weapons were decommissioned
- 209 decommissioned combatants (1.74% of the total) are female and the International Decommissioning Board customized the process to be gender-sensitive
- Combatants and weapons from 115 MILF units were decommissioned in 56 days
- Php100,000 transitional cash assistance were provided to each combatant upon decommissioning (total of Php1.2 billion for 12,000 decommissioned combatants).

Policing in the Bangsamoro

- The Bangsamoro Organic Law (BOL) provides that the PNP shall create a police regional office in the BARMM (Article XI, Section 2). On 24 September 2019, NAPOLCOM Resolution No. 2019-634 was issued approving the reorganization and renaming of the Police Regional Office (PRO)-ARMM to PRO-Bangsamoro Autonomous Region
- The BOL also allows the entry of MILF and MNLF members into the PNP. (Note that Phase 1 of the 1996 Final Peace Agreement with the MNLF resulted in the integration of 7,500 MNLF forces at the time into the AFP and PNP.) NAPOLCOM is waiving the age, height, and educational requirements of applicants within a period of five years from the ratification of the BOL provided that the educational attainment shall be complied with within 15 years from entry
- The NAPOLCOM and PNP have already drafted the guidelines on recruitment and entry of MILF and MNLF into PRO-BAR but as of 25 September 2020, the guidelines are still for approval by the Secretary of the Interior and Local Government.

Redeployment of the Armed Forces of the Philippines

- The AFP is supposed to redeploy units and troops from or within the Bangsamoro, consistent with an environment of a normal and peaceful life and the progress in the other aspects of normalization. Per agreement, there shall be a joint security assessment and an inventory of AFP units to ensure an orderly redeployment of AFP units and troops and avoid a security vacuum in the Bangsamoro. Ultimately, the AFP shall retain installations necessary for national defense and security
- Consultations within the security sector are being held for the security assessment
- The redeployment of the AFP shall commence as soon as the assessment and recommendations are completed and finalized.

Disbandment of Private Armed Groups

- This employs the organizational structure under Memorandum Circular No. 83 issued in 2015, “Creating the National Task Force for the Disbandment of Private Armed Groups in the Areas of the Proposed Bangsamoro and the Adjacent Regions IX to XII”. The National Task Force for the Disbandment of Private Armed Groups (NTF-DPAGs) is in charge of policy, planning and implementation of the program for the disbandment of PAGs, including coordination with relevant bodies pursuant to the Comprehensive Agreement on the Bangsamoro and other entities. The NTF-DPAG had not been meeting for some time and OPAPP announced in April 2019 the planned reactivation of this task force.
- In February 2020, for the reactivation of the NTF-DPAGs, the Implementing Rules and Operational Guidelines of the memorandum circular was approved by the Executive Secretary. The Office of the Presidential Adviser on the Peace Process (OPAPP) in partnership with the DILG is preparing to convene the first meeting of the NTF-DPAGs within the year.

Management of Small Arms and Light Weapons

- The program for the reduction and management of small arms and light weapons is yet to be formally tackled. Related to the work is the registration of firearms as a management strategy. The program shall proceed after the convening of the NTF-DPAGs
- The Joint Normalization Committee Secretariat is coordinating with the DILG to push for the commencement of the program.

Unexploded Ordnance (UXO) and Landmines

- Both the Philippine government and the MILF are bound to uphold the “Deed of Commitment under the Geneva Call Adherence to a Total Ban on Anti-Personnel Mines and

for Cooperation in Mine Action”. The parties committed to jointly undertake mines/UXO detection and clearance (demining), and mine risk reduction.

- In support of this, the Philippine Campaign of Ban Landmines and the *Fondation Suisse de déminage* (or Swiss Foundation for Mine Action) are implementing a mine action project in the Bangsamoro.

Source: “Updates on the Security Aspect of the Normalization”, Peace Conversations for the Bangsamoro, 25 September 2020 via Zoom.

In sum, only the work programs for the decommissioning and unexploded ordnance and landmines seem to have significant progress. The delays in crucial work programs like disbandment of private armed groups and policing transformation will have implications on the other work programs linked to it, including the later phases of decommissioning. If not addressed, these could also delay firearms control and management, deactivation of Special Civilian Armed Forces Geographical Unit Active Auxiliary (SCAA) previously deployed to augment AFP forces, yet another armed group in the BARMM, and AFP redeployment. Given the persistence of horizontal armed conflicts in the region and the presence of violent extremists, the JPSTs are important in ensuring that there is no security vacuum as the BIAF are gradually decommissioned. Although former BIAF members are not yet integrated into the police force, their participation in the JPSTs would add to the confidence level of communities in security enforcers, especially in formerly MILF-held areas. However, given that the JPSTs are only a transitory arrangement up to 2022, the work program for policing in the Bangsamoro should be fast-tracked.

Implications on transitional security and access to justice

The inadequacy of justice institutions, security and law enforcement, and alternative dispute mechanisms has resulted in security forces settling local rido, land-related conflicts and inter-group conflicts, a proxy arrangement that is sub-optimal. It is therefore important that transitional community security mechanisms such as the JPSTs, the regular police, representative community leaders, and relevant BARMM ministries like the Ministry of Public Order and Safety work together during the transition to prevent and manage local conflicts.

The Bangsamoro Organic Law provides that the Bangsamoro justice system shall be administered in accordance with the unique cultural and historical heritage of the Bangsamoro (Article X, Section1). Thus, the dispensation of justice shall be consistent not only with the Philippine Constitution but also with the *Shari'ah*, traditional or tribal laws, and other relevant laws.

However, as the Bangsamoro Development Plan (BDP) 2020-2022 has identified, poor access to the justice system in the region makes the dispensation of justice very difficult. The factors affecting this include: (1) little trust by the people in the justice system because of corruption, clogging of cases, and long and tedious litigation process, with some preferring shortcuts due to a desire for a speedy resolution and misplaced sense of pride; (2) high cost of litigation due to inadequate number of public lawyers, limited government support, and private lawyers taking advantage of this situation; (3) poor implementation of alternative dispute mechanisms

(ADM) and lack of capacity of institutions implementing ADM; and (4) weak law enforcement due to limited number and capacity of law enforcers, limited law enforcement facilities and inadequate LGU support, and proliferation of firearms among non-security agents.

Security forces, being the representative of the government in hard-to-reach areas, have thus become alternative facilitators of remedies for grievances and adjudicators of inter-personal and community conflicts. This is most apparent in the support of security forces in settling *rido*. For instance, the JSPC has so far been instrumental in facilitating peace dialogues and *rido* settlement in communities in Pikit, North Cotabato and in South Upi, Maguindanao. Together with the GPH-MILF ceasefire mechanisms, it is also currently updating its database of *rido* incidents. Going forward, to decrease the reliance on security forces when it comes to *rido* and other inter-group conflicts, strengthening the role of civilian institutions and ADM should start now. Community leaders and alternative dispute resolution mechanisms, using the appropriate frameworks of regular barangay conciliation system via the *barangay lupong tagapamayapa*, traditional and tribal justice systems (for non-Moro IPs), and the *Shari'ah* (for Moro groups), have to be strengthened with respect to settling *rido* and other inter-group conflicts.

To resolve the problem of access to justice, the strategies identified in the BDP 2020-2022 must be implemented in a catch-up mode even under the COVID-19 environment. Specifically, the Bangsamoro Parliament is supposed to enact *Shari'ah* laws pertaining to personal, family and property concerns, including laws governing commercial and civil actions not provided under Presidential Decree 1083 (the existing decree recognizing the system of Filipino Muslim laws) and laws on jurisdiction on minor offenses. It is encouraging that in the recently enacted Bangsamoro Administrative Code, there is a provision on the creation of a *Shari'ah* high court. Among others, what needs to be done next is to ensure that district courts and circuit courts are set up in strategic locations and that there is capacity building for new *Shari'ah* lawyers to enable them to meet the necessary qualifications for legal practice.

Budget-related risks

There have been headways in fixing the arrangements for the sharing of national government revenues with BARMM in order to allocate greater resources for the region but the substantial reduction in the OPAPP budget for normalization entails new risks of implementation delays. It is worth noting from previous national government budgets and the proposed 2021 budget that the national government is regularly honoring its appropriations commitments to BARMM in the form of annual block grant, special development fund, and share in taxes, fees, and charges. One of the inter-governmental relations bodies set up by the Bangsamoro Organic Law, that is, the Intergovernmental Fiscal Policy Board (IFPB), oversees this. The IFPB is basically mandated to give recommendations that address revenue imbalances and fluctuations in regional financial needs and revenue-raising capacity of the Bangsamoro government. Compared with the other inter-governmental relations bodies, the IFPB has been meeting more actively in order to settle issues. An example of such issues is the previous request of BARMM to transfer the block grant all at once rather than quarterly. In this particular request, it has been clarified to BARMM that while the law provides for automatic appropriation, it does not indicate that release has to be made all at once, and since the national government has to prudently manage its cash position at all times, a quarterly release is more feasible. As the inter-governmental relations work shows, steadfast discussions are crucial and must continue unhampered despite the pandemic.

However, scrutinizing the entries in the proposed 2021 budget of the OPAPP and comparing it with the 2020 General Appropriations Act (GAA) provisions shows that for the entry “Normalization Program in the Bangsamoro”, the 2021 proposed funding is significantly lower as it is only 15% of the 2020 allocation (see Table 36). According to OPAPP, this is primarily because of COVID-related budget reprogramming within the whole government. Nevertheless, the risks entailed by this substantial reduction in the OPAPP budget must still be assessed, and if gaps exist, new ways of funding interventions must be designed (for example, through partnerships in the delivery of specific packages).

Table 36. 2020 Actual budget vs. proposed 2021 budget for the Normalization Program (in Php)

	Personnel Expenses	Maintenance and Other Operating Expenses	Total
2020 GAA	15,916,000	571,816,000	587,732,000
Proposed 2021 Budget	16,695,000	72,885,000	89,580,000

Source: Department of Budget and Management

Implications on the implementation of socioeconomic development package for decommissioned combatants

Ensuring that funding-related promises are fulfilled is very crucial in a peace agreement and this is a significant lesson learned from the 1996 peace agreement with the MNLF, where little socioeconomic progress was achieved due to mismanagement and corruption and the promised Bangsamoro Development Fund component has not yet been delivered. Sufficient budget availability in 2021 is very crucial to the implementation of the socioeconomic development packages for decommissioned MILF combatants, as well as the continuation of Phase 3 decommissioning. The decommissioning targets an estimated total of 40,000 MILF combatants and involves the provision of financial packages to help them transform into peaceful and productive citizens. The first phase decommissioned 145 combatants in 2015. The second phase, undertaken from August 2019 to March 2020, decommissioned 12,000 MILF combatants, equivalent to 30 percent of the target 40,000 combatants. Another 35 percent is targeted to be decommissioned under the third phase starting this 2020. The rest will then be decommissioned in the final phase up to 2022.

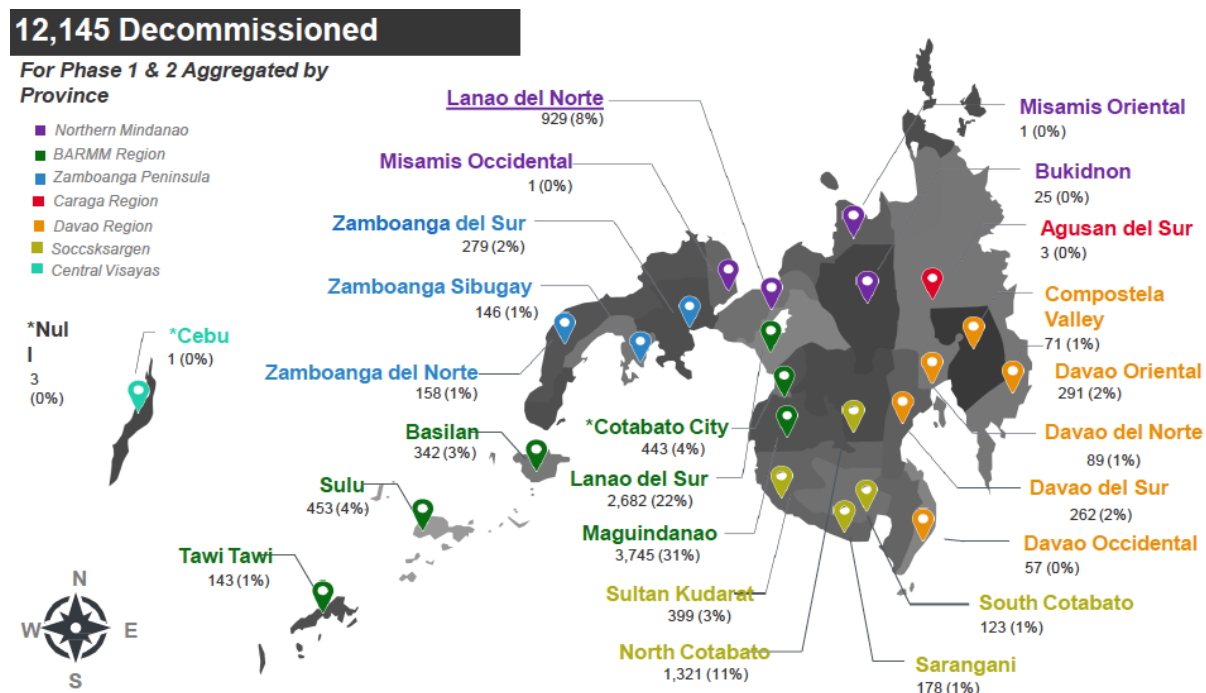
Each decommissioned combatant (DC) received a total of Php100,000 transitory cash assistance from the government. Cash-for-work assistance through the Department of Labor and Employment’s *Tulong Panghanapbuhay sa Ating Disadvantaged Workers* program was also given to 4,859 DCs, with the total assistance amounting to Php29.154 million. In addition to the transitory cash assistance, the overall package involves the specific projects mentioned in Table 37. The proposed budget for each of these is not immediately available, but it must also be emphasized that budget insufficiency risks delaying the delivery of the mentioned projects.

Table 37. Specific projects under the Normalization Program and the implementing agencies

Project Name	Implementing Agency
Socioeconomic Programs for Normalization in the Bangsamoro	Department of Social Welfare and Development (DSWD)
Registration/authentication of Birth, Marriage, or Death Certificates for the Decommissioned MILF-BIAF Combatants and their Families	Philippine Statistics Authority (PSA)
Health Insurance Grant for Decommissioned MILF-BIAF Combatants or Next-of-Kin	Philippine Health Insurance Corporation (PhilHealth)
Bangsamoro Grants-in-Aid for Higher Education Program	Commission on Higher Education (CHED)
Integrated Skills Development Training for the Decommissioned MILF-BIAF Combatants or Next-of-Kin	Technical Educational and Skills Development Authority (TESDA)
Alternative Learning System in the Bangsamoro	Department of Education (DEPED)
Peaceful Return and Aggressive Inclusion Social Entrepreneurship for Communities of Decommissioned MILF-BIAF Combatants	Department of Trade and Industry (DTI)
Housing Assistance for Decommissioned MILF-BIAF Combatants and their Families	National Housing Authority / Department of Human Settlements and Urban Development (NHA / DHSUD)
Construction of Community-Level Water System in the Communities of Decommissioned MILF-BIAF Combatants / Six MILF Camps	Department of the Interior and Local Government (DILG)
Construction and Rehabilitation of Irrigation Systems for Communities of Decommissioned MILF-BIAF Combatants / Six MILF Camps	National Irrigation Authority (NIA)
Construction of Equipped Rural Health Units with Birthing Facilities in Six MILF Camps and Communities of Decommissioned Combatants	Department of Health (DOH)
Electrification Program for Six MILF Camps / Communities of Decommissioned MILF-BIAF Combatants	National Electrification Administration (NEA)
Livelihood Investment Support for Decommissioned MILF-BIAF Combatants and their Families	Department of Agriculture (DA)
<i>Tulong Panghanapbuhay sa Ating</i> Disadvantaged/Displaced Workers	Department of Labor and Employment (DOLE)

Another challenge faced in the delivery of socioeconomic packages to the decommissioned combatants and their families is the needs assessment for the 12,145 DCs. Apparently, the needs assessment conducted during the actual decommissioning process has not been enough and there is a need to “re-engage” the DCs by interviewing them in-depth through home visits and phone interviews. The information to be gathered from the re-engagement activity will then provide guidance on which government programs and services will be provided to the DCs. The re-engagement process is expected to be challenging because the DCs are scattered across various geographic areas (see Figure 17).

Figure 17. Geographic location of the decommissioned combatants



Source: “Updates on Socioeconomic Development Programs” by the Task Force for Decommissioned Combatants and their Communities, 25 September 2020 Peace Conversations for the Bangsamoro, via Zoom.

Slow pace of confidence building measures

The work program for the socioeconomic transformation of six previously acknowledged MILF camps, which is part of confidence building measures under the Normalization Program, is proceeding at a very slow pace. The six camps are: Camp Bilal in Lanao del Norte, Camp Busrah Somiorang in Lanao del Sur, Camp Abubakar as-Siddique in Maguindanao, Camp Badre in Maguindanao, Camp Rajamuda in North Cotabato and Maguindanao areas, and Camp Omar ibn al-Khattab in Maguindanao. The GPH-MILF Joint Task Forces on Camps Transformation, which was part of the 2014 peace agreement, is supposed to assess the needs, plan appropriate programs, and undertake the necessary measures to transform the six acknowledged MILF camps into peaceful and productive communities. Its terms of reference were officially issued in 2016 but it took time for preparations to kick in. Eventually, in September 2019, the Bangsamoro Planning and Development Authority (BPDA) was tasked to prepare the program for camps transformation and community socioeconomic development. The BPDA immediately prepared a work program and a Php6.9 million planning budget and then things started moving. Activities for the formulation of the Camps Transformation Plan (CTP) got delayed in May 2020 because of the pandemic. In spite of the delays and constraints on movement due to COVID19, the BPDA has been effective in completing the CTP including critical field visits and intra- and inter-community-based discussions complying with COVID19-related health standards and protocols. The CTP has been approved by the Interim Chief Minister of BARMM in the last week of October and is

awaiting the final sign-off by the GPH-MILF Peace Panels, which is due in November. The next challenge is funding the actual camps transformation. Article XIV of the Bangsamoro Organic Law states that “The Bangsamoro Government, with funding support from the National Government, shall intensify development efforts for the rehabilitation, reconstruction, and development of the Bangsamoro Autonomous Region as part of the normalization process.” Another possible source of funds are development partners through the upcoming Bangsamoro Normalization Trust Fund.

Related to this, the GPH and MILF’s joint creation of the Bangsamoro Normalization Trust Fund, which is the vehicle for mobilizing funds from development partners, should be fast-tracked. The Bangsamoro Normalization Trust Fund is a multi-donor trust fund envisioned by the GPH and MILF peace panels as a mechanism to finance, coordinate and oversee the delivery of assistance from international partners and other donors in the implementation of the normalization process. As envisioned, domestic private sector entities may also contribute to the fund as long as there is no conflict of interest and applicable regulations allow it. At present, the trust fund is not yet operational. Nevertheless, the Department of Finance has already announced that the World Bank will be the administrator of this multi-donor trust fund and analytical support within the World Bank is already ongoing. The 2016 terms of reference for the trust fund specifically mentions that the trust fund will also assist in the development of the six acknowledged MILF camps. But the terms of reference also states that the trust fund shall exist until the signing of the Exit Agreement, which is unrealistic given that 2022 is already near and fund mobilization, actual budget programming, and implementation of projects take time. Given this, aside from fast-tracking the operationalization of the trust fund, a revised or new terms of reference may also need to be agreed upon by the parties in order to redefine the duration of the fund inter alia.

Delays in the transitional justice and reconciliation component

There is limited follow-through in the transitional justice and reconciliation (TJR) component of the normalization. TJR activities, especially grassroots-based dialogue and TJR processes, should be able to catch up because these will have a positive effect on reducing localized conflicts, can reduce the role of security forces in settling grievances, and can lessen the trust deficit of justice institutions.

Activities on TJR to date include the joint research project of OPAPP and the Human Rights Victims Claims Board on mass human rights violations, the integration of Bangsamoro history into the K-12 curriculum, the filing of House Bill 4003 entitled “An Act Establishing A Transitional Justice and Reconciliation Program for the Bangsamoro, Creating for the Purpose the National Transitional Justice and Reconciliation Commission for the Bangsamoro, and Appropriating Funds Therefor” on 15 August 2020, and initial Congressional deliberations on the said bill on 07 September 2020.

Given the pillars that guide the TJR work program, namely, right to know (or right to truth), right to justice, right to reparation, and guarantee of non-recurrence, four thematic working groups were formed under the Inter-Cabinet Cluster Mechanism on Normalization-TJR Cluster, namely: (i) Truth/History Working Group; (ii) Justice and Reparations Working Group; (iii) Land-related Issues Working Group; and (iv) Guarantee of Non-Recurrence Working Group.

The Working Groups have already formulated the Draft TJR Roadmap (with work plans) but this has not moved beyond the vetting stage and has not yet been approved.⁶⁶

It is noteworthy that the Bangsamoro parliament issued resolutions related to TJR in 2020, namely, Bangsamoro Transition Authority (BTA) Resolution No. 56 on 24 January 2020 calling on the national government to create a National Transitional Justice and Reconciliation Commission and the implementation of a Transitional Justice and Reconciliation Program for the Bangsamoro and BTA Resolution No. 58, also on 24 January 2020, calling for the creation of the Transitional Justice and Reconciliation Commission in the BARMM, a regional commission. The first resolution is spot on and is an illustration of the needed pressure in fast-tracking national government commitments. The proposal to have a regional commission in the second resolution, however, has to be checked for redundancies because having a regional TJRC may not be very relevant given that the state is the responsible party in most TJR cases. Moreover, a regional TJRC co-existing with a national TJRC may necessitate the creation of another inter-governmental relations body.

The TJR activities should be given enough attention. Given that social healing and reconciliation are important elements of peacebuilding, especially in a fragile environment where extremist narratives are persistent, there should be more progress on the joint implementation of the TJR activities. Moreover, the public should be updated on this as enjoining the public to participate in monitoring the progress of deliverables can engender good performance and accountability.

Overall, the implementation of the key components of the normalization program has to be invigorated. At this point, key issues on funding have unmistakably emerged—the looming OPAPP normalization budget cut and the delayed Bangsamoro Normalization Trust Fund. These will adversely impact the activities on decommissioning and socioeconomic transformation. Moreover, there are already worrying signs of loss of momentum on the part of the national government on security components like policing and disbandment of private armed groups and in transitional justice and reconciliation components, the work program for which is still vague. In contrast, the Bangsamoro regional government has been responding more quickly not only to the COVID-related needs of its constituents but also with respect to its responsibilities under the normalization program. It has been noticeable in the past months that the OPAPP has been an active lead agency in the National Task Force Against COVID-19 given that its head was designated by the President as Chief Implementer of the task force and is lifting a heavier burden in the time of the pandemic. Given this, a re-assessment and re-drawing of strategies for implementing the normalization program may be necessary. Analytical support and organizational support from development partners may also be helpful.

3.3.4. Need to address lingering land-related issues

Insecure land rights as historical cause of conflicts in various parts of Mindanao has long been acknowledged and addressing the multiple causes of land dispossession should not be dimmed by the current focus on the pandemic. A technical report by the World Bank-International Organization for Migration (WB-IOM) finds that land dispossession in Mindanao was triggered not by a single factor but by multiple causes, acting either separately or in combination (WB-IOM Technical Team for the Transitional Justice and Reconciliation

⁶⁶ As discussed during the “Peace Conversations for the Bangsamoro: Updates on the Security Aspect of the Normalization”, 25 September 2020 via Zoom.

Commission, 2017). According to the report, these multiple causes include weaknesses in land administration and management, policies that were prejudicial to Moro and indigenous land ownership, unregulated commercial interests like logging and mining, and displacement due to violent conflicts and natural disasters. Addressing these concerns should be joint efforts by the national government and regional government (in the case of BARMM) and local government units.

Since the enactment of the agrarian reform law in 1988, around 4.8 million hectares of land have already been distributed to almost three million beneficiaries nationwide. However, many of the ownership rights were in the form of collective certificates of land ownership awards (CLOAs) and only approximately 53 percent of the distributed lands were in the form of individual titles, thus, inhibiting the ability of farmers to use the land as collateral for access to capital. The national government through the Department of Agrarian Reform (DAR) is currently embarking on a parcelization and individual titling program in order to address this. Agrarian reform is also still an incomplete process in BARMM. The new BARMM government inherited the problem of around 80,528 hectares of land with collective CLOAs that are yet to subdivided.⁶⁷ The BDP 2020-2022 also reported that in some Bangsamoro areas, land use conversion had been carried out without approval by the DAR and were mostly politically influenced. The BDP identifies as a challenge for the Ministry of Agriculture, Fisheries and Agrarian Reform (MAFAR) the formulation of a sound inventory of all lands due for conversion such that it may specifically assess whether land conversion is necessary and valid. It is also encouraging that the President highlighted during his state of the nation address in July 2020 the need to pass the proposed National Land Use Act, a proposed legislation that will provide structures and mechanisms for addressing issues on the competing uses of land. Being a national law, this can also be applied to the BARMM and may be supplemented by a regional code if such will be enacted by the Bangsamoro Parliament.

Meanwhile, resolution of land and property issues in the context of the Marawi displacement is critical in ensuring the full rehabilitation and rebuilding of the lives of its displaced population. However, the Marawi Compensation Bill, aiming to provide compensation for owners of properties destroyed inside the most affected areas, is still pending in Congress. Enacting the bill has the potential to counter extremist narratives on Marawi and win the hearts and minds of the people in BARMM.

For BARMM areas, the BDP 2020-2022 outlines strategies for addressing the land-related issues. It must be ensured that in the actual translation of the strategies into funded programs and projects, the pandemic response does not diminish the development objectives related to land. As the Bangsamoro charts its own path in land reform and distribution, the national government must aggressively extend its support such as in the area of digitalization of land records. In the Philippine Land Registration and Information System, land titles in the provinces of Maguindanao and Lanao del Sur are included but those for Basilan, Sulu and Tawi-Tawi are yet to be included.

3.3.5. Surmounting the governance challenges

COVID-19 has considerably added to the already huge governance challenges facing the new BARMM government and the regional government's response so far has been well appreciated. This is borne by the UNDP survey mentioned earlier and by reports that the

⁶⁷ The figures are as of October 2019 and do not include ancestral domains of indigenous peoples.

BARMM government's response to COVID-19 was felt and appreciated even in regions that did not vote for the Bangsamoro Organic Law. The positive view on the BARMM government's response thus far has boosted the credibility of the new regional government, which is critical because COVID-19 has been a negative game changer for many governments all over the world.

The Bangsamoro Transition Authority has formulated the first medium-term economic blueprint for the region, the Bangsamoro Development Plan (BDP) 2020-2022. Though the duration of the BDP is too short, it captures the progressive vision of the current BARMM leaders for the comprehensive socioeconomic development of the region which underpins governance. While the normalization is focusing on the MILF, the BDP is focusing on all communities and also highlighting the development of the island provinces in BARMM. This emphasizes the inclusiveness of the approach of the transitional regional government.

The Bangsamoro Parliament has also recently enacted an important regional law that will ease the transition to good governance, the Bangsamoro Administrative Code. The Code has started to address many of the complexities in governing a region where various cultural identities cry for representation, conflict is prevalent, and access to justice is difficult. Aside from defining the structure and functions of the ministries, offices, commissions, inter-agency bodies, and representation to inter-governmental relations bodies, the Code created institutions which are important for the Bangsamoro access to justice such the *Shari'ah* High Court and the *Shari'ah* Public Assistance Office. It also defined a body called Bangsamoro *Darul-Ifta'* which shall serve as the consultative body for policy-making through Islamic jurisprudence in the BARMM. The *Darul-Ifta'* shall be composed of the Bangsamoro *Mufti* (Muslim legal expert who is empowered to give formal legal opinions or rulings on religious matters) and six duly recognized *Ulama* (Muslim scholars who have specialist knowledge of Islamic sacred laws and theology) representing each of the provinces of Lanao del Sur, Maguindanao, Sulu, Basilan, Tawi-Tawi, and one from the Special Geographic Area composed of the barangays that joined the BARMM. The Code also gives attention to the unique needs of indigenous peoples as it created the Office for Traditional or Tribal Justice Systems. It also provides for the election of reserved seats for non-Moro indigenous peoples such as the major groups of Teduray, Lambangian, Dulangan Manobo, B'laan, and Higaonon, although the policy is still incomplete because the process is still to be defined in a future Bangsamoro Election Code.

The BARMM regional government is confronted not only with the need to respond to the concerns of diverse cultural and ethnic groups but also with the issue of accommodating varying political interests, including those of the MNLF, which is split into factions. The MNLF-Misuari faction has proven to be capable of starting violent conflicts as it had in 2001 when, after Nur Misuari's ouster from the MNLF Central Committee leadership because of his "failure to measure up to the standards of sincere, committed and effective leadership, his disregard for the needs and aspirations of the Bangsamoro people and his lack of vision and capacity to steward Muslim Mindanao towards peace and progress",⁶⁸ he declared independence for Muslim areas in southern Philippines and named himself president of a "Bangsamoro Republic". The same can be said of the incident in 2013 when the MNLF-Misuari faction attacked Zamboanga City while the national government and the MILF were making headway in the peace negotiations. It is constructive that the MNLF-Jikiri and Sema factions had been supportive of the GPH-MILF peace process and now have eight representatives to the

⁶⁸ April 28, 2001 MNLF Central Committee Resolution.

Bangsamoro Transition Authority. But extending all legal and political means possible to achieve peace with the MNLF-Misuari faction has to be undertaken in order to prevent future conflicts.

While dealing with present governance challenges, the risks to be posed by the impending BARMM election in 2022 must also be kept in sight, especially since some quarters may be viewing the enlarged budget as a prize in a region left unstable by years of conflict. Violence due to clan and political rivalries portends ill for the 2022 BARMM elections. Electoral violence has been common in Mindanao, and the electoral prize is seen as being bigger for the upcoming first parliamentary elections in 2022, with more powers and resources available to elected officials. A program of electoral violence prevention employing some of the same tools as in other transitional contexts—civic monitoring, early warning and response, anti-violence pledges and codes of conduct—will therefore have to be implemented. This is a responsibility not only of the BARMM regional government but of the national government as well.

In the final analysis, both the national government and the Bangsamoro government must exert extra effort to ensure that recently gained peace dividends are protected and stakeholders do not slide back on their commitments.

4. The UN Entities Supporting as One in the Philippine Recovery Agenda

The UN entities in the Philippines consist of eleven resident funds, programs, and specialized agencies (FAO, IFAD, ILO, IOM, UNDP, UNFPA, UNHCR, UNICEF, UNIDO, WFP, and WHO), eight project offices (UNAIDS, UNESCO, UN Habitat, UNODC, UNOPS, UN Women, UNEP and UNICRI), and two secretariat offices (OCHA and UNDSS). Together, they act as one team in supporting the Philippine government-led COVID-19 response through swift actions and comprehensive programs. The UN Country Team is also helped by its absolute and comparative advantages gained through over 70 years of working in the Philippines.

4.1. Stocktaking of the UN support in the time of COVID-19

The UN's work in the Philippines in support of COVID response is in the form of technical assistance activities, diagnostic assessments, and in-kind support through grants and loans. The support of the UN in the Philippines to the government-led response to the pandemic has been swift and comprehensive. Supporting as one country team, the UN entities in the Philippines moved rapidly to prioritize programmatic responses to the crisis, align with national recovery plans, and reposition itself within the overall humanitarian, peacebuilding and development landscape (UN Philippines, 2020).

The response is ongoing and encompasses the full humanitarian-development-peacebuilding nexus. The stocktaking of the UN's immediate support so far is summarized below. For the detailed list of interventions, see the publication United Nations Immediate Support to the COVID-19 Response in the Philippines.⁶⁹

⁶⁹ Available in: <https://philippines.un.org/sites/default/files/2020-09/UN%20Immediate%20Support%20to%20Response%20to%20COVID-19%20PHILIPPINES.pdf>

The UN response to COVID-19 in the Philippines currently consists of 149 interventions led by 20 UN entities. Of these 149 interventions, 75 percent are currently ongoing while 25 percent have already been finalized and are having substantial impact particularly in the rapid health and humanitarian response. The interventions span the entire country and roughly 60 percent of all interventions are nationwide in scope, while 20 percent focus on the BARMM specifically, followed by the NCR and various other regions and localities. By categories, the interventions comprise of:

- 55 technical assistance activities in the areas of capacity building, logistics, crisis management, healthcare waste management and communication support;
- 27 data management activities and diagnostic assessments of the impact of COVID-19 on specific areas related to health, social protection and economic development;
- 37 cases of in-kind support such as COVID-19 testing and procurement of medical equipment, personal protective equipment (PPE) and core relief items;
- 17 policy development initiatives related to educational learning continuity plans, the protection of children from COVID-19, the promotion of green finance in COVID-19 recovery, and other topics; and
- 13 field operations in areas severely affected by displacement and poverty.

The financial resources amount to a total of USD29 million secured funding for interventions that specifically address the impact of COVID-19. This amount is made possible through the support of more than 30 resource partners including 16 distinct-UN managed funds, multiple funds from eight Development Assistance Committee members and four private philanthropic donors.

The stocktaking, similar with this CCA, feeds into the ongoing *Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines*. As the end of the pandemic is not yet in sight, the priority areas in the Philippines that require increased, targeted engagement need to be identified. Thus, the stocktaking of the UN's response has to continue and be informed by assessments of the socioeconomic impacts of the disease and measures to control it as well gaps and areas for improvement in the government's responses.

4.2. Contextualizing the UN support in the overall official development assistance portfolio of the Philippines

Even before the pandemic, the UN in the Philippines has a proven record of providing catalytic official development assistance (ODA), especially grants. Table 38 below shows the UN support and other ODA sources that comprise the 2019 overall portfolio of ODA to the Philippines as monitored by the NEDA. The NEDA releases an annual review of programs and projects funded by ODA under five sectors: agriculture, agrarian reform, and natural resources; governance and institutions development; industry, trade, and tourism; infrastructure development; and social reform and community development.

Table 38. Official Development Assistance Portfolio of the Philippines as of 2019

Fund source	No. of Loans	No. of Grants	Total Count	Loan Net Commitment (USD million)	Grant Amount (USD million)	Total ODA (USD million)
Japan	27	14	41	8,462.07	51.91	8,513.98
ADB	22	22	44	5,603.79	99.75	5,703.54
World Bank	16	9	25	4,251.67	54.03	4,305.70
Korea	5	8	13	581.77	48.80	630.57
China	3	2	5	493.08	97.27	590.35
USA	..	52	52	..	577.71	577.71
UN System	5	110	115	146.90	202.35	349.25
Australia	..	27	27	..	289.63	289.63
AIIB	1	..	1	207.61	..	207.61
France	2	3	5	142.22	5.22	147.44
EU	..	5	5	..	138.15	138.15
Germany	..	4	4	..	43.05	43.05
Italy	1	2	3	34.56	5.48	40.04
Austria	1	..	1	30.00	..	30.00
OFID	1	..	1	22.68	..	22.68
Canada	..	3	3	..	14.14	14.14
Spain	..	6	6	..	9.80	9.80
New Zealand	..	1	1	..	3.89	3.89
TOTAL	84	268	352	19,976.35	1,641.18	21,617.53

Notes: ADB – Asian Development Bank

AIIB – Asian Infrastructure Investment Bank

EU – European Union

OFID – OPEC Fund for International Development

Source: NEDA's 2019 ODA Portfolio Review

The UN System in the ODA Portfolio Review is composed of FAO, IFAD, ILO, IOM, UN HABITAT, UN WOMEN, UNDP, UNFPA, UNICEF, UNIDO, UNOPS, WFP, and WHO. The loan under the UN System refers to the IFAD loans. As can be seen from Table 38, the UN System provided the greatest number of grants (41% of the total count of grant projects) among all ODA sources. In terms of grant resources, it is the third largest source of grants.

Relative to other ODA partners, the UN System also has a decent record of implementation performance as only one of its numerous grant projects was behind schedule in 2019 (see Table 39).

Table 39. Physical status of ODA Grant-assisted projects

Fund source	Physical Status (Count of Projects)			Total Count
	Completed	On Schedule	Behind Schedule	
ADB	4	13	5	22
Australia	9	15	3	27
Canada	..	2	1	3
China	..	2	..	2
European Union	3	2	..	5
France	..	3	..	3
Germany	4	..	..	4
Italy	..	2	..	2
Japan	1	13	..	14
Korea	1	4	3	8
New Zealand	1	..	..	1
Spain	..	3	3	6
UN System	26	83	1	110
USA	4	48	..	52
World Bank	..	2	7	9
TOTAL	53	192	23	268

Source: NEDA's 2019 ODA Portfolio Review

The 2019 ODA Portfolio Review advised that given the COVID-19 pandemic, implementors should consider the “new normal” and take the necessary project modification to mitigate negative impacts on project implementation and prepare catch-up plans if needed. For ODA partners, in particular, the review recommended that development partners should provide technical assistance grants to support safeguard requirements and continue to partner with government agencies in conducting supervision or implementation review missions.

4.3. Comparative advantages of the UN in the Philippines

In over 70 years of working in the Philippines, the UN has been a trusted and politically credible partner of the government and society at the strategic and operational levels. As the country fights the pandemic, the UN in the Philippines continues to bring the following comparative advantages⁷⁰ in its various support programs:

- A comparative advantage in advancing the normative agenda, with an absolute advantage in treaty-mandated functions. This derives from the UN's unique global mandate to which the Philippines is an original signatory;
- A comparative advantage in bringing people to the table, especially on politically sensitive issues (e.g., reproductive health, gender, crisis, and post-conflict situations).

⁷⁰ Given that the comparative advantages of the UN in the Philippines as listed in the 2018 CCA are still valid, these are reiterated here.

It can convene and catalyze, and in some cases mobilize, resources. This derives from the trust of national partners earned from over 70 years of presence in the Philippines;

- Through various agencies, a comparative advantage in access to specialized and, oftentimes, cross-cutting knowledge, drawn through member states, especially in fulfilling the country's commitments to international treaties and agreements;
- A very high comparative advantage in humanitarian aid delivery;
- A comparative advantage in development aid, not in terms of amounts but in flexibility in the application of funds (often to support capacities which other funders may decline to support);
- "Maturity", that is, ability to self-assess and listen to assessments of national partners.
- A comparative advantage in producing evidence-based lessons learned. As "a catalyst for action, an innovator, convener and a champion of what works", the UN in the Philippines integrates or applies impact evaluation principles into the design of the UN's own interventions so that lessons can eventually be extracted;
- A comparative advantage in providing integrated policy analysis. This is a comparative advantage in undertaking joint analysis and joint knowledge creation given the interdependencies of the SDGs and the roles in these of the UN agencies in the Philippines;
- A developing comparative advantage in matching government agencies' "whole-of-government" approach with necessary support, such as on malnutrition, climate action, violent extremism, and others;
- A very high comparative advantage in taking the long view. The UN agencies in the Philippines, as one, take a long view and program their activities accordingly, even as national partners have to concentrate on meeting medium-term obligations.

4.4. *Ways forward in supporting as one*

Complementing the Filipino *bayanihan* spirit, the UN in the Philippines emphasizes the value of cooperation in all aspects of response to and recovery from the COVID-19 pandemic. The UN Country Team is conscious of its role to provide added value and complement the government's programs. The UN and its government partners therefore will continue to find opportunities for deepening their partnership to combat the immediate health crisis, limit its socioeconomic impacts, and help Filipino communities recover quickly and emerge stronger.

The stocktaking of UN support in the time of COVID-19 complements the analysis of impacts in Section 3 of this CCA and has identified some of the ways forward in supporting the government, as follows.

COVID-19 has laid bare the weaknesses of a health system that could not secure health outcomes to be expected from a middle-income country even before the pandemic. Responding to the immediate crisis while addressing such longer-term gaps requires a multi-pronged

approach. Increased cooperation in logistics and procurement will help reduce persistent shortages in PPE and other medical equipment including for testing and surveillance. Ramped up training programmes will prove crucial in addressing staffing issues in the health sector as well as in social services. And broader support for information dissemination will help improve public awareness and behavior around hygiene, personal protection and nutrition including over the long term.

The broader humanitarian response is all the more urgent, and complex, given the high levels of pre-existing inequalities in the Philippines and the insufficiency of efficient social safety nets. Joint capacity building efforts will expand protection of society's most vulnerable by promoting continuity in several service areas currently impacted by pandemic-related disruptions. These include services related to HIV, gender-based violence, sexual and reproductive health, and mental health and psychosocial support, among other areas. Further streamlining of cash assistance programmes will ensure they reach all those in need. Additional investments in data generation and assessment activities will help to better gauge the impact of the pandemic on specific groups and guide programmatic interventions to combat poverty, inequality and malnutrition.

Recovery plans will need to address pre-pandemic issues related to unemployment and unequal access to technology, while at the same time tackling new development challenges resulting from the COVID-19 crisis. These plans must focus on improving the quality of jobs, and boosting the productivity of the workforce through skills training, and investment in information and communications technology and other infrastructure. MSMEs will benefit from additional direct technical and financial support to enhance productivity, improve resilience of supply chains and weather the economic downturn. Recovery strategies must also ensure equal access to quality education, including through online and other remote learning techniques, to overcome pandemic-related disruptions. Efforts must be scaled up to accelerate the adoption of digital technologies to empower individuals, businesses and government, and ease the transition to the new normal (UN-Philippines, 2020).

5. National Priorities and the UN's Opportunities for Value Addition

The pandemic struck while the Philippine government is conducting an assessment of the socio-economic development accomplishments and updating the strategies and programs for the Philippine Development Plan (PDP) 2017-2022 Mid-term Update. The updating then had to be recalibrated to incorporate COVID-19 concerns. The government's comprehensive COVID-19 recovery plan and priorities during the remaining years of the current administration are supposed to be laid down in the updated PDP.

The lead agency for the updating, the NEDA, announced at first that it aims to release the updated PDP in August⁷¹ but the updating activities being participated in by all government agencies turned out to be intensive. The document has not yet been released as it was not yet approved by the NEDA Board (headed by the President) at the time of writing this CCA. Nevertheless, pending the release of the updated PDP, the discussion below assesses the evolving national priorities based on the government's strategy documents and announcements and offers insights on some opportunities for value addition by the UN.

⁷¹ July 10, 2020 Statement of Acting Socioeconomic Planning Secretary Karl Kendrick T. Chua. <https://www.neda.gov.ph/statement-of-acting-socioeconomic-planning-secretary-karl-kendrick-t-chua-at-the-askneda-media-briefing-july-10-2020/>.

5.1. National priorities and strategies

As announced by the NEDA, the overall guiding principle in the updated PDP is to ensure the responsiveness and continuity of strategies and reforms and their adaptability to the new normal⁷² and the national priorities to be contained in the plan include wider adoption of digitalization, more inclusive and job-generating programs, and better healthcare system in order to still meet the goal of reducing poverty to 14% by 2022.⁷³ It is also important to note that the timely release and rollout of the updated PDP, once it is finished, should be a national priority itself given that the document is an important guide for recovery not only with respect to COVID-19 but also with respect to economic growth and development. The delay in the release means that the recent budget deliberations at Congress have not been underpinned by the updated PDP assessments and strategies. Nevertheless, operating the 2021 budget should be attuned with the updated PDP and the budgeting exercise for the continued recovery in 2022 should be underpinned by the plan.

The incoming PDP Mid-term Update's focus on digitalization, jobs generation, and better health care is in line with recommendations from the *We Recover As One* report produced in May 2020 and the *Recharge PH* set of strategies and activities laid down in September 2020. These references, which are summarized below, may be useful to the UN agencies in contemplating their potential partnerships with the government.

5.1.1 Recommendations from the *We Recover As One* report

The *We Recover As One* report (released on 29 May 2020) of the IATF-Technical Working Group for Anticipatory and Forward Planning chaired by NEDA recommended priority policies and strategies under the new normal. These recommended policies and strategies can be implemented through programs and projects as well as executive and legislative policy actions.

Table 40. Summary of the recommended priority policies and strategies under the *We Recover As One* report

Sector/Theme	Recommended priority policies and strategies
Production sectors	
Agriculture and fishery (A&F) sector	Ensure unhampered movement of A&F goods and services through efficient transport and logistics systems, intensify provision of support services and farm machineries and equipment, strengthen online marketing of agricultural produce, ensure safety of food and agricultural products supplied in the market, intensify research and development for agriculture, and promote community farming and adoption of urban agriculture or backyard/household gardening of edibles.

⁷² August 6, 2020 Statement of Acting Socioeconomic Planning Secretary Karl Kendrick T. Chua on the 2020 Q2 Performance of the Philippine Economy. <https://www.neda.gov.ph/statement-of-neda-acting-secretary-karl-kendrick-t-chua-on-the-2020-q2-performance-of-the-philippine-economy/>.

⁷³ BusinessWorld. 2020. NEDA revising goals under PHL dev't plan, 24 August 2020. <https://www.bworldonline.com/neda-revising-goals-under-phl-devt-plan/>.

Sector/Theme	Recommended priority policies and strategies
Industry sector	Establish a registry of firms, adopt and implement guidelines for businesses that will be allowed to operate, include activities in the Investment Priorities Plan that are critical for the supply of essential goods and construction and rehabilitation of health facilities, explore the possible granting of incentives such as tax breaks, consider the temporary suspension of export percentage requirements of export processing zone locators, conduct an inventory (for possible scale up) of existing DOST-approved manufacturing technologies for prolonging food shelf-life; adopt digital technologies (particularly modular designs and structural specifications) in the construction sector; provide incentives to construction companies; allow movement of essential energy personnel; strictly enforce existing policies on the processing of permits relative to the development of energy projects; and encourage the importation of petroleum products to ensure ample supply.
<i>MSMEs</i>	Encourage banks to provide financial relief, encourage debt relief programs, develop mechanisms for real estate lessors and financial institutions to extend grace periods on payment commitments of MSMEs, and build MSMEs' resilience through capacity building on formulating and implementing business continuity plans.
Services sector	Hasten the growth of e-commerce by focusing on speed, security, and structure, develop protocols in the transport and sale of agricultural products to satellite markets in communities, promote collaboration of retail and restaurant owners with delivery service providers, promote and regulate alternative modes to facilitate shopping through personal assistance services, and ensure collaboration between relevant implementing agencies and LGUs to organize and promptly dispatch or mobilize "rolling stores".
<i>Financial services</i>	Encourage financial institutions to invest in digital infrastructure and implement better cybersecurity measures and regulations, and revisit the proposed implementation of the Philippine ID system to consider tie-ups with digital payment systems such as PayMaya and GCash, among others.
<i>Transport and logistics services</i>	Require arriving passengers to electronically fill out a health declaration form in airports and seaports, strictly enforce protocols (temperature checks in terminals, queue markings for physical distancing, mandatory wearing of masks, and capacity limits of public transportation), reduce passenger load factor, and accelerate streamlining of customs procedures.
<i>Tourism services</i>	Amend the national accreditation standards for all tourism enterprises to include additional measures under the new normal.
<i>IT-BPM services</i>	Adopt a last mile connectivity for work-from-home schemes or possible alternative working arrangements, issue resolution which will allow Philippine Economic Zone Authority (PEZA) locators to pull out equipment without being imposed tax or duty during times of national emergencies, and continue the promotion of the Philippines as a destination for IT-business process management services.
<i>Funeral services</i>	Ensure proper interment of pandemic victims while carrying out the required health and sanitary protocols.

Sector/Theme	Recommended priority policies and strategies
Governance and cross-cutting concerns	Empower LGUs, starting at the barangay level, and strengthen their capacities as first responders and frontline service delivery units; enhance coordination and cooperation between and among the national government, regional interagency bodies, LGUs, private sector, and civil society to enable whole-of-society response; initiate the preparation of a national preparedness and response framework for disease outbreaks and pandemics; fast-track the implementation of programs for ICT-enabled government to ensure greater public reach and safer, protected, and reliable ICT; and build the public's trust and confidence to enable a whole-of-society response and recovery to the pandemic.
Social development	
Health and nutrition	Improve health care facilities, improve epidemiological and surveillance capacities, improve the status and supply of human resources for health, ensure full PhilHealth benefit coverage for emerging and reemerging diseases, intensify public health education campaign (including effective risk communication), institute a fully integrated health information system and database, strengthen and expand telehealth system, ensure the supply of medical commodities, and ensure that proper nutrition is provided during emergencies.
Social protection	Fast-track the implementation of and registration to the Philippine Identification System, develop a registry of vulnerable persons and groups using data from various programs, explore the possibility of automatic and universal release of aid to SSS and GSIS members in times of national emergencies without need for applications, and promote savings mobilization as a critical component of social protection programs.
Education	Expand and institutionalize flexible learning options, expedite the formulation of a multi-modal, multi-strategy learning continuity plan by the DepEd, pursue adult learning through online and blended learning, and prioritize investments in online platforms.
Labor and employment	Improve social protection programs and income support systems, retool the labor force, issue standard guidelines on alternative work arrangements, and formulate and revisit guidelines on the provision of hazard pay for workers in the private and public sectors.
Housing and urban development	Incorporate hazard and health standards in the updated comprehensive land use plans and zoning ordinances, explore the inclusion of open or public spaces, review procedures to streamline the issuance of housing-related licenses, clearances, and permits, and prioritize the implementation of the housing rental subsidy program for low-income informal settler families.
Migration	Facilitate the employment of repatriated OFWs through proactive job matching and skills upgrading, enhance government financial support to and legal assistance for repatriated OFWs, and enhance health insurance and social security for OFWs.
Environment and natural resources sector	Streamline the management of health care and infectious wastes especially at the community and household levels, prioritize the protection and conservation of natural resources especially in

Sector/Theme	Recommended priority policies and strategies
	degraded hotspots and critical ecosystems, and ensure water security especially in COVID-19 affected areas.

Based on pronouncements by government agencies, some of the recommendations from the *We Recover As One* report are already being implemented, especially the agency-specific programs, procedures, and protocols. However, some will require legislative action, such as those related to tax imposition and granting of incentives.

The UN may explore future partnerships with the government in the areas where the work is continuing. The intensive use of ICT is a recurring theme in most sectors and the need to improve data utilization and management is prominent in some of the recommendations. The work in these areas is being sustained and is likely contained in the updated PDP. Improving the health care system, building the resilience of MSMEs, improving social protection for the labor sector, facilitating the employment of repatriated OFWs, resolving housing and urban development issues, and addressing environment and natural resources concerns are also continuing work streams.

5.1.2 Recharge PH programs, projects and activities

Recharge PH is the name given to the set of strategies and activities formulated by the Task Group on Recovery, chaired by NEDA, under the National Task Force Against COVID-19. At present, the following priority activities and strategies under *Recharge PH* are being implemented using the realigned 2020 GAA (i.e., reprogrammed as authorized by the *Bayanihan 1* and *2* laws).

Table 41. Recharge PH priority activities and strategies

Main Patient Component	Vertical Strategies	Activities	Accountable Agencies	
OUTCOME 1: Reduce transmission, $R_t < 1$				
Susceptible	P R E V E N T	Communication	<ul style="list-style-type: none">▪ Behavior change communications▪ Stigma	<ul style="list-style-type: none">▪ Presidential Communications Operations Office▪ DOH
		Community	<ul style="list-style-type: none">▪ BIDA Solusyon⁷⁴ sa COVID-19 Campaign▪ Participatory surveillance	<ul style="list-style-type: none">▪ DILG▪ DOH
		Transport and mobility	<ul style="list-style-type: none">▪ Safe public transportation▪ Locally Stranded Individuals and returning Overseas Filipino Workers	<ul style="list-style-type: none">▪ DOTr, Philippine Coast Guard, Civil Aviation Authority of the Philippines, Bureau of Quarantine▪ DOH
		Work place and establishments	Comprehensive guide	<ul style="list-style-type: none">▪ DOLE, DTI, DepEd, Civil Service Commission▪ DOH
OUTCOME 2: Adequate health system capacity				

⁷⁴ BIDA stands for the communications campaign wherein the following behavior changes are encouraged: B - *Bawal walang mask* (Don't go out without a mask); I - *Isanitize ang mga kamay, iwas hawak sa mga bagay* (Sanitize your hand, avoid touching things); D - *Dumistansya ng isang metro* (Keep your distance of 1 meter); A - *Alamin ang totoong impormasyon* (Know the right information).

Exposed	D E T E C T	Contact tracing and community surveillance	Barangay CODE ⁷⁵ active case finding and surveillance	<ul style="list-style-type: none">▪ Baguio Mayor Magalong (as Contact Tracing czar), DILG▪ DOH
		Test	Testing strategy review	<ul style="list-style-type: none">▪ Bases Conversion and Development Authority President Dizon (as Testing czar)▪ DOH
Infectious	I S O L A T E	Cases	Oplan Kalinga (preemptive and alternative to testing)	<ul style="list-style-type: none">▪ DepEd, DILG▪ DPWH▪ DOH
		Communities	<ul style="list-style-type: none">▪ Community quarantine▪ Granular lockdown	<ul style="list-style-type: none">▪ PNP, DILG▪ DOH
Confirmed	T R E A T	Health facility and patient navigation	One Hospital Command links to public health	<ul style="list-style-type: none">▪ MMDA, DILG▪ DOH
		Health care workers	Substitution plan	<ul style="list-style-type: none">▪ LGUs▪ DOH
		Equipment, supplies and logistics	<ul style="list-style-type: none">▪ Procurement▪ Bayanihan	<ul style="list-style-type: none">▪ OCD▪ DBM▪ DOH
		Financial risk protection	PhilHealth benefits, admission and testing	<ul style="list-style-type: none">▪ DBM▪ PhilHealth▪ <i>Malasakit</i> Centers
OUTCOME 3: Socioeconomic recovery				
Recovered	R E I N T E G R A T E	Patient	<ul style="list-style-type: none">▪ Stigma, mental health▪ Social protection	<ul style="list-style-type: none">▪ DSWD, DA, Commission on Population and Development, National Nutrition Council▪ DOH
		Mitigation of socioeconomic effects	Social Amelioration Program assistance	<ul style="list-style-type: none">▪ Sub-Task Group on Recovery▪ DOH

Source: #AskNEDA Media Briefing via Facebook Live, 29 September 2020

Given the authorization to reprogram budget items under the *Bayanihan 2* law, funding for the following COVID-19 response and recovery interventions are being prioritized.

a. Budget augmentation for the following priority areas:

- operational budgets of government hospitals, temporary treatment, isolation, quarantine and monitoring facilities, primarily those identified for treatment of COVID-19, emergency preparedness and response, and Quick Response Fund
- operational budget of the Philippine General Hospital
- the National Disaster Risk Reduction and Management Fund

⁷⁵ CODE stands for the strategy “coordinated operations to defeat the epidemic”.

- programs of DOLE such as, but not limited to: CAMP, TUPAD, and AKAP for OFWs
- DTI's Livelihood Seeding Program and *Negosyo Serbisyo sa Barangay*
- DA's Rice Farmers Financial Assistance Program
- DepEd's School-Based Feeding Program, digital education, digital infrastructure, support to alternative learning modalities, and printing and delivery of self-learning modules
- DSWD's Assistance to Individuals in Crisis Situations, distribution of food and non-food items, livelihood assistance grants, and supplemental feeding program for daycare children
- DPWH local infrastructure programs

b. Realignment and reprogramming of funds to finance the following:

- purchase of PPE for health workers and other frontliners
- establishment of isolation and treatment facilities
- construction of field hospitals
- purchase of vaccine and/or cure for COVID-19 once available
- hiring and provision of benefits for health workers and providing their allowance
- COVID-19 testing
- subsidy for COVID-19 positive patients admitted to isolation centers

The *Bayanihan 2* funding expired on December 19, 2020 but the Lower House and the Senate passed bills extending the validity of the funds up to June 2021. As of this writing, it is yet to be enacted through the President's approval. **However, it is likely that there will be some programs which will continue to need support given the low absorptive capacity of government agencies.** It has been reported that as of November 30, 2020, government agencies are yet to utilize some Php110 billion under the 2020 budget and about Php38 billion under *Bayanihan 2*.⁷⁶ Apparently, some of the funds are mired in bureaucratic approvals and some are yet to be requested from the DBM by implementing government agencies.⁷⁷

Given this expectation, the UN agencies can stand ready to help in areas where gaps and unmet needs may surface and support the overall PDITR (Prevent, Detect, Isolate, Treat, Reintegrate) strategy in health and socioeconomic recovery that the government has been implementing.

5.1.3 Proposed 2021 Budget

The acceleration of the *Build, Build, Build* program, which has been expanded to cover health and digital infrastructure, and the 2021 budget are two complementary measures that will improve the recovery prospects of the Philippines, according to the NEDA.⁷⁸ The prioritization of the infrastructure program is apparent from the details of the proposed 2021

⁷⁶ Domingo, K. 2020. Senate extends validity of 2020 budget, *Bayanihan 2*. ABS-CBN News, 15 December 2020. <https://news.abs-cbn.com/news/12/15/20/senate-extends-validity-of-2020-budget-bayanihan-2>.

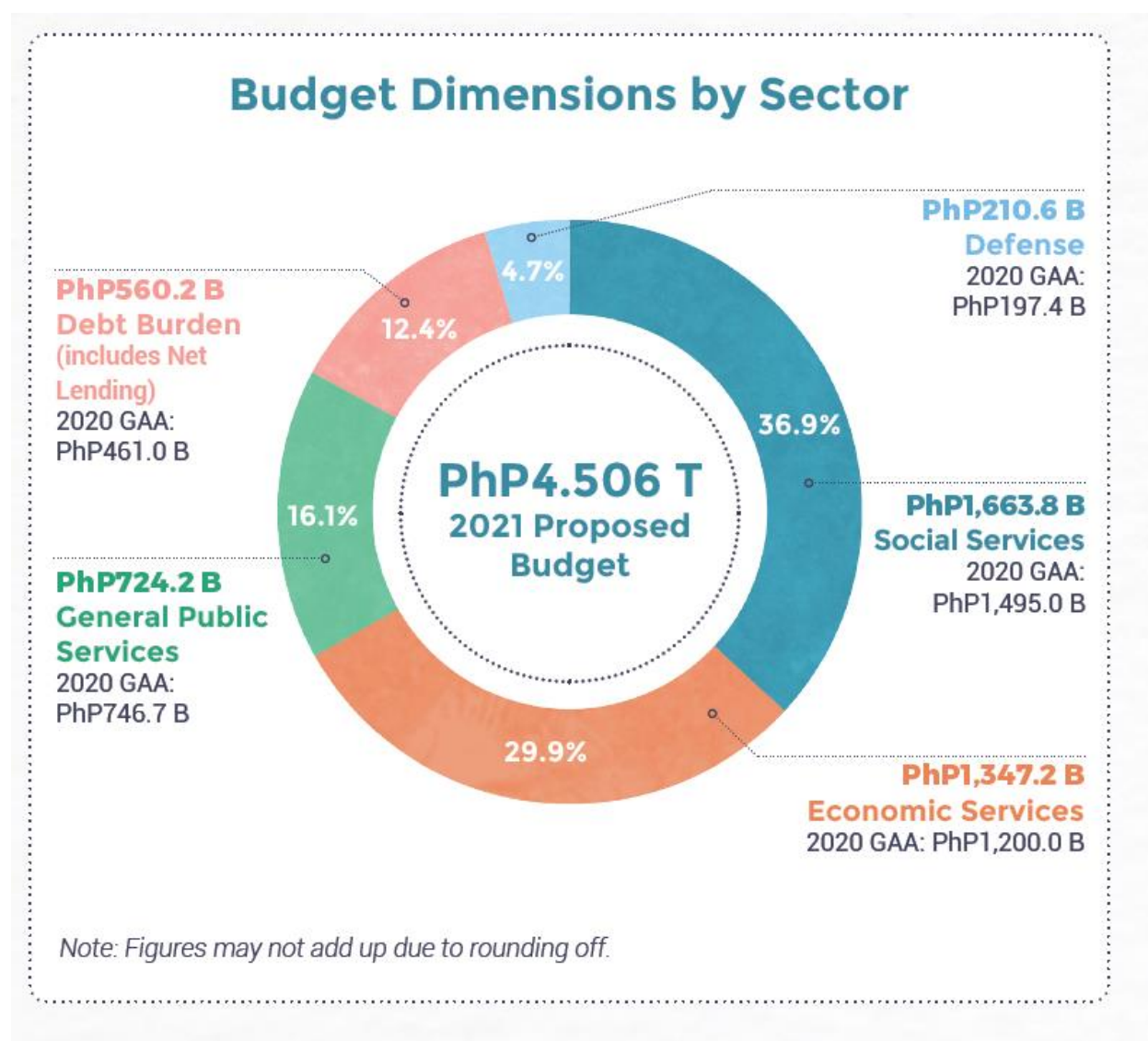
⁷⁷ Alegado, B. and Calonzo, A. 2020. Slow Use of Pandemic Funds Weighs on Philippines Growth Outlook. <https://www.bloomberg.com/news/articles/2020-10-28/slow-use-of-pandemic-funds-weighs-on-philippines-growth-outlook>.

⁷⁸ August 6, 2020 Statement of Acting Socioeconomic Planning Secretary Karl Kendrick T. Chua on the 2020 Q2 Performance of the Philippine Economy. <https://www.neda.gov.ph/statement-of-neda-acting-secretary-karl-kendrick-t-chua-on-the-2020-q2-performance-of-the-philippine-economy/>.

budget submitted by the executive branch to the Congress, as discussed below.

The proposed 2021 budget has a total amount of Php4.506 trillion. This is higher than the 2020 budget by 9.9 percent and is equivalent to 21.8 percent of GDP. The pie chart on Figure 18 shows the proposed budget by sector compared with the 2020 General Appropriations Act (GAA) sectoral allocations.

Figure 18. The proposed 2021 budget by sector vis-a-vis 2020 sectoral allocations in the 2020 General Appropriations Act



Source: Department of Budget and Management

Comparing the 2020 social services and economic services allocation, it would seem at first from the pie chart that no sector suffered from realignments or deprioritization. However, a closer examination of the figures show that budget cuts are being proposed in these sectors: agriculture and agrarian reform, natural resources and environment, trade and industry, other economic services, housing and community development, other social services, general administration, and other general public services (see Table 42).

Table 42. Expenditure program by sector (in million Php)

Particulars	Level (Php)		Change in amount (%)
	FY 2020	FY 2021 (proposed)	
ECONOMIC SERVICES	1,199,987	1,347,210	12.27%
Agriculture and Agrarian Reform	147,332	142,514	-3.27%
Natural Resources and Environment	27,855	27,189	-2.39%
Trade and Industry	12,531	10,559	-15.74%
Tourism	6,168	6,347	2.90%
Power and Energy	7,204	14,123	96.04%
Water Resources Development and Flood Control	76,282	87,552	14.77%
Communications, Roads and Other Transport	631,573	748,447	18.51%
Other Economic Services	40,948	40,708	-0.59%
Subsidy to Local Government Units	250,094	269,772	7.87%
SOCIAL SERVICES	1,495,000	1,663,753	11.29%
Education, Culture and Manpower Development	729,050	780,384	7.04%
Health	185,484	212,385	14.50%
Social Security, Welfare and Employment	304,550	378,746	24.36%
Housing and Community Development	8,409	4,031	-52.06%
Land Distribution	100	100	0.00%
Other Social Services	3,022	2,920	-3.38%
Subsidy to Local Government Units	264,385	285,187	7.87%
DEFENSE	197,366	210,586	6.70%
Domestic Security	197,366	210,586	6.70%
GENERAL PUBLIC SERVICES	746,682	724,207	-3.01%
General Administration	196,695	157,163	-20.10%
Public Order and Safety	308,979	311,902	0.95%
Other General Public Services	40,933	39,325	-3.93%
Subsidy to Local Government Units	200,075	215,817	7.87%
NET LENDING	10,000	28,700	187.00%
DEBT-SERVICE-INTEREST PAYMENTS	450,964	531,544	17.87%
GRAND TOTAL	4,100,000	4,506,000	9.90%

Source: Department of Budget and Management

On the other hand, the following sectors have proposed increases: tourism, power and energy, water resources and flood control, communications, roads and other transport, economic services subsidy to LGUs, education, culture and manpower development, health, social security, welfare and employment, social services subsidy to LGUs, domestic security, public order and safety, and general public services subsidy to LGUs.

In terms of shares in the overall proposed budget, as in previous years, the education, culture and manpower development sector has the highest proposed share, although at a slightly smaller share in 2021 relative to the share in 2020. In contrast, the communications, roads and other transport sector has a higher proposed share in 2021 relative to 2020.

Table 43. Shares of expenditure program by sector (in percentages)

Particulars	Shares (%)	
	FY 2020	FY 2021 (proposed)
ECONOMIC SERVICES	29.27	29.90
Agriculture and Agrarian Reform	3.59	3.16
Natural Resources and Environment	0.68	0.60
Trade and Industry	0.31	0.23
Tourism	0.15	0.14
Power and Energy	0.18	0.31
Water Resources Development and Flood Control	1.86	1.94
Communications, Roads and Other Transport	15.40	16.61
Other Economic Services	1.00	0.90
Subsidy to Local Government Units	6.10	5.99
SOCIAL SERVICES	36.46	36.92
Education, Culture and Manpower Development	17.78	17.32
Health	4.52	4.71
Social Security, Welfare and Employment	7.43	8.41
Housing and Community Development	0.21	0.09
Land Distribution	0.0024	0.0022
Other Social Services	0.07	0.06
Subsidy to Local Government Units	6.45	6.33
DEFENSE	4.81	4.67
Domestic Security	4.81	4.67
GENERAL PUBLIC SERVICES	18.21	16.07
General Administration	4.80	3.49
Public Order and Safety	7.54	6.92
Other General Public Services	1.00	0.87
Subsidy to Local Government Units	4.88	4.79
NET LENDING	0.24	0.64
DEBT-SERVICE-INTEREST PAYMENTS	11.00	11.80
GRAND TOTAL	100.00	100.00

Source: Department of Budget and Management

The proposed fiscal program also shows that the allocation to BARMM, at least in the aggregate, will not suffer (see Table 44). (The details of how the BARMM proposes to spend the 2021 program, however, are not yet available because the BARMM executive branch has not yet submitted its proposed expenditure program to the parliament.)

Table 44. Allocation to BARMM, 2020-2021 (in million Php)

	2020	2021 (proposed)
BARMM - Annual Block Grant	63,634.08	71,669.83
BARMM - Special Development Fund	5,000.00	5,000.00
BARMM - Share in Taxes, Fees and Charges Collected in the Bangsamoro Autonomous Region	2,000.00	3,613.51

Source: Department of Budget and Management

The General Appropriations Bill is still being deliberated by the Congress and the target is to pass it before December 2020 ends. The proposed spending priorities (Table 45), categorized under the *Reset*, *Rebound* and *Recover* strategies, shows that reviving infrastructure principally through the *Build, Build, Build* Program is the highest priority given the proposed budget for it of Php1,107.3 billion. On the other hand, the health care programs for responding to the pandemic have a proposed budget of Php203.1 billion.

Table 45. Proposed 2021 spending priorities under the *Reset*, *Rebound* and *Recover* strategy

Program/s	Proposed budget FY 2021 (in billion Php)
RESET: Responding to the Pandemic	
<i>Universal Healthcare</i>	203.1
Of which:	
National Health Insurance Program	71.4
Assistance to Indigent Patients	17.3
Human Resources for Health Program	16.6
Health Facilities Enhancement Program	4.8
Procurement of Personal Protective Equipment	2.7
Provision for COVID-19 Vaccine	2.5
Purchase of GeneXpert Cartridges	1.0
Provision for COVID-19 Surveillance	0.5
REBOUND: Reviving Infrastructure Development	
<i>Build, Build, Build Program</i>	1,107.3
Of which:	
<i>DPWH</i>	
Network Development Program	157.5
Flood Management Program	125.9
Asset Preservation Program	59.0
<i>DOTr</i>	
Rail Transport	106.3
Land Public Transportation	16.2
Maritime Infrastructure	0.2
<i>Expenditures for Medium-term Information and Communications Technology Harmonization Initiative (MITHI)</i>	21.4

Of which:	
<i>Adapting to the Post-COVID Life</i>	7.6
Telecommunication Infrastructure	4.7
Education	2.0
Defense and Justice	0.556
Labor	0.112
Industry	0.090
Social Protection	0.039
Transportation	0.035
Health	0.022
RECOVER: Adapting to the Post-Pandemic Life	
<i>Food Security</i>	
Irrigation Services (NIA)	31.5
DA's National Commodity Programs	24.0
Rice Competitiveness Enhancement Program	10.0
Assistance to Farmers	2.1
<i>Industry and Livelihood</i>	
Tulong Panghanapbuhay sa Ating Disadvantaged/Displaced Workers and Government Internship Program	9.9
Emergency Repatriation Program	6.2
Training for Work Scholarship Program	3.6
MSME Development Program	2.3
<i>Social Protection</i>	
Pantawid Pamilyang Pilipino Program	113.8
Social Pension for Indigent Senior Citizens	23.2
Financial Assistance (Protective Services for Individuals and Families in Difficult Circumstances)	12.0
<i>Education</i>	
State Universities and Colleges	83.3
Universal Access to Quality Tertiary Education	47.1
Education Assistance and Subsidies	27.9
Basic Education Facilities	24.1
DepEd Computerization Program	9.0
<i>Governance and Crosscutting Concerns</i>	
National Task Force to End Local Communist Armed Conflict	19.1
Philippine Identification System	4.1

Source: Department of Budget and Management, as presented in the September 4, 2020 budget hearing

Table 46 below shows the top 10 departments with the highest proposed allocation for 2021. Relative to the 2020 COVID-adjusted GAA, the proposed 2021 budget of the DOH is only 14.3% higher and that of the DSWD is 53.3% lower. The proposed 2021 budget of the Department of Agriculture is 6.2% lower and that of the DOLE is only 17% higher. In contrast, the DPWH and the DOTr saw their proposed budgets increase substantially by 52% and 70.5%, respectively.

Table 46. Top 10 departments, proposed allocation in 2021 vis-à-vis COVID-adjusted GAA 2020

Department	Proposed budget in FY 2021 (in billion PhP)	COVID-Adjusted GAA 2020 (in billion PhP)	Percentage change
Education (includes DepEd, SUCs, CHED, and TESDA)	754.4	650.2	16.0
Department of Public Works and Highways	667.3	438.9	52.0
Department of the Interior and Local Government	246.1	234.5	4.9
Department of National Defense	209.1	179.5	16.5
Department of Health	203.1	177.7	14.3
Department of Social Welfare and Development	171.2	366.5	-53.3
Department of Transportation	143.6	84.2	70.5
Department of Agriculture	66.4	70.8	-6.2
The Judiciary	43.5	41.2	5.6
Department of Labor and Employment	27.5	23.5	17.0

Note: 2020 GAA figures already reflect adjustments made to redirect funds for COVID-19 response.

The proposed 2021 share for the Department of Health includes PhP71.4 billion allocation for the Philippine Health Insurance Corporation.

Source: 2021 Budget at a Glance (Proposed) by the Department of Budget and Management

These budget programming patterns reflect a strategy that treats health care and social protection spending without the sense of urgency that is needed in the time of a global pandemic and high social anxiety. Apparently, the infrastructure program is being given high priority by the national government because the 2021 economic growth is expected to be pulled up by investment spending for and employment generation from the infrastructure buildup. Moreover, it complies with the target of the current administration to spend more than 5% of GDP for infrastructure annually. The proposed infrastructure budget for 2021 is 5.4% of GDP. It cannot be argued that infrastructure spending has long-term consequences for economic growth, but health care and social protection in this direst of times in recent memory involve matters of life and death which cannot be postponed.

5.2. Opportunities for value addition by the UN in the Philippines

The comparative advantages of the UN in the Philippines enhance its resources for adding value to the national priorities and strategies in fighting the pandemic and recovering from it. Its normative role in advancing the SDGs and international treaty obligations as well as its convening power make it in a strong and strategic position to forge partnerships not only with the Philippine government but also with international financing institutions and other development partners. Its expertise spread across multiple UN agencies enables it to provide a good balance of highly specialized and cross-cutting assistance.

Given the national priorities and recent developments in the government's response to the pandemic, the opportunities where the UN entities in the Philippines can add value the most are emerging. Possible ways of supporting the government have been identified in the preceding discussion of national priorities, such as identifying gaps and unmet needs that may arise due to the low capacity of government agencies to absorb the *Bayanihan* 2 funds and supporting the "Prevent, Detect, Isolate, Treat, and Reintegrate" strategy in health and socioeconomic recovery. Other opportunities for value addition are discussed below.

Supporting possible gaps in health care and social protection programs

The importance of the size of the health and social protection budget, including the budget requirements for the vaccine and its equitable distribution, cannot be discounted. As the Philippine economy is heavily dependent on consumption spending, recovery will depend in large part on building consumer confidence, which in turn will bounce back when the Filipino public sees that the health care system is adequate and the health programs are working. Moreover, given the lower earnings by the poor, especially the daily wage earners, and the heavier economic and health care burden on them during the pandemic, generous social protection programs are necessary.

As mentioned earlier, the Philippines' total policy response package is fourth from the bottom among ASEAN countries. That the health care and social protection spending of the Philippines is low relative to its ASEAN neighbors has also been remarked upon by former Secretary of Socioeconomic Planning Ernesto Pernia.⁷⁹ In addition, Pernia observes that despite other ASEAN countries' ramping up their COVID-19 response spending, credit rating agencies still maintained their ratings on these countries, which imply that the ratings agencies may have already adjusted their standards in the time of the pandemic. This bolsters the argument for increased spending to fortify the health system capacity, including retention and hiring of health care workers through higher compensation, and build or improve social infrastructure down to the provinces.

Potential gaps in social services delivery in 2021 may occur if the level of national government budget for health care and social protection remains as currently proposed. It is thus necessary for the UN system to be poised to support wherever the gaps will emerge. Other development partners may also be contemplating on doing the same. Closer monitoring of the needs on the ground and the responsiveness of the programs will be necessary, especially the programs

⁷⁹ Pernia, E. 2020. Health is economy, 24 October 2020. <https://opinion.inquirer.net/134712/health-is-economy>.

under *Reset: Responding to the Pandemic* and *Recover: Adapting to the Post-Pandemic Life* of the 2021 budget. Gaps currently exist in food security measures, as suggested by the high hunger rate surfacing through SWS surveys. Gaps may also emerge in the fair and equitable distribution of vaccines, especially in stages 5 to 7 of the 7-stage Philippine vaccination plan (see Box 4) given the high inequality in logistics infrastructure and health workforce across geographic regions. In addressing the gaps together with the Philippine government, a human rights-based approach must be employed as this can contribute to eradicating poverty and reducing inequality. A human rights-based social protection system entails “defining social protection neither as an emergency response to a situation of crisis, nor as charity--rather as a set of permanent entitlements prescribed by domestic legislation, defining individuals as rights-holders, and guaranteeing them access to independent claims mechanisms if they are denied the benefits for which they qualify” (UN Special Rapporteur on Extreme Poverty and Human Rights, 2020).

Box 4. Seven key stages of the Philippine vaccination plan

Stage 1: Scientific evaluation and selection

This first stage is considered the most critical phase among action stages because vaccination success is tied up to the effectiveness of the selected vaccine.

Agencies involved: DOST, DOH, and the Vaccine Expert Panel

Stage 2: Access and acquisition

Also called a “guarantee of access” stage. The government guarantees access to the vaccines.

Agencies involved: DFA and DOF

Stage 3: Procurement process

The procurement of vaccines will ensure that cost is optimized and the time it takes to acquire is efficient.

Agencies involved: Procurement Service of the Department of Budget and Management and DOF under the supervision of the Task Group Resource Management & Logistics

Stage 4: Production, storage, and shipment

This stage focuses on the organized and safe production, shipment, and storage of vaccines which will guarantee the safe handling of the vaccines.

Agencies involved: Procurement Service of the Department of Budget and Management and DOF under the supervision of the Task Group Resource Management & Logistics

Stage 5: Distribution and deployment

A coordinated mechanism across stakeholders is critical to distribute and deploy vaccines at maximum efficiency. Authorities have distribution strategies allowing transparency and logistics efficiency.

Agencies involved: Procurement Service of the Department of Budget and Management and the Task Group Resource Management & Logistics

Stage 6: National implementation of vaccination plan

This is when vaccination begins. According to a report, around 60 to 70 million Filipinos will be inoculated within three to five years.

Agencies involved: DOH, national and local government agencies, and the local government units.

Stage 7: Assessment, evaluation, and monitoring

To deploy covid-19 vaccines fast across diverse populations, pharmacovigilance and active surveillance systems are in place to assess, evaluate, and monitor the effectiveness of vaccines to the public.

Agencies involved: DOH, DOST, and the University of the Philippines-National Institute of Health.

Source: National Task Force Against COVID-19 as cited in ExploreSCM Digital Supply Chain Insights. 2020. Here is the Philippines' Covid-19 vaccine distribution plan, 02 December 2020. <https://explorescm.com/here-is-the-philippines-covid-19-vaccine-distribution-plan/>.

Supporting the transition toward increased LGU resources and greater devolution

Another key government action that may necessitate development partners' support is the 2022 implementation of the Supreme Court ruling on the Mandanas-Garcia petition on the LGUs' just share in national taxes. The Supreme Court decision states that the base for calculating the just share of LGUs shall be all national taxes, including customs duties and other taxes, and not just internal revenue collections of the Bureau of Internal Revenue.

The new computation will result in additional aggregate internal revenue allotment (IRA) for LGUs of around Php234.4 billion in 2022, equivalent to 0.92 percent of GDP, and will translate to a lower national government share in taxes and therefore lesser fiscal space for new and existing national government programs.⁸⁰ The year 2021 is transition year toward the implementation of the ruling. Because the national government has been implementing programs which are part of the devolved functions of LGUs per the 1991 Local Government Code, the general strategy that the national government is considering is to devolve (some say "re-devolve") these programs to LGUs in keeping with the provisions of the Code. Assessments by the DBM and other national agencies indicate that around Php404.5 billion worth of programs may be devolved to LGUs.⁸¹ The DBM is therefore eyeing that the aggregate of those programs under the national government be reduced by at least half through devolution.⁸²

In the 2021 budget programming exercise, the DBM asked national government agencies to prepare for the devolution in 2022 and to include in their 2021 budget proposals the funding requirements for building the capacities of both the agencies and the LGUs to deliver the devolved services.⁸³ But capacity building is just one part of the needed interventions. Manasan (2020) opined that there may be a need for equalization grants as some LGUs will have IRA increases that are less than what they would need if they were to provide the devolved services

⁸⁰ Development Budget Coordinating Committee. 2020. Fiscal Risks Statement 2021.

⁸¹ *Ibid.*

⁸² DBM. 2020. National Budget Memorandum No. 136.

⁸³ *Ibid.*

that are comparable to the levels being provided by national agencies before devolution. Moreover, to encourage LGUs to prioritize the right spending, there is a need to create local demand for services by raising public awareness on functional assignments of the national government vis-à-vis those of the LGUs and by engaging citizens and civil society to participate in local planning and budgeting. For these interventions, the UN agencies may be able to extend support, which may be delivered in the form of partnerships not only with national government agencies but also with LGUs and LGU associations or leagues (e.g., League of Provinces in the Philippines, League of Cities in the Philippines, League of Municipalities in the Philippines, and Union of Local Authorities of the Philippines). The UN through its convening power is in a good position to lead other development partners in doing this because of its leadership in SDGs, which have been internalized already by the LGUs through the localization efforts of the DILG and the NEDA.

Supporting rural areas through sub-national mechanisms

In the time of the pandemic, the transition toward increasing LGU resources in light of the Supreme Court ruling on the Mandanas case can start in rural areas where LGUs have smaller resources and lower capabilities. At present, there is inadequate information on the impact of the pandemic on rural areas and the readiness of rural areas to deal with the pandemic once it reaches them. Nevertheless, the *We Recover As One* report gave initial indication of the impacts on the agriculture sector during the early days of the lockdown. Of the 6,863 respondents to the April 3-7, 2020 business survey for the agriculture and fisheries sector, 86 percent were able to continue their agricultural activities and the remaining 14 percent had their activities disrupted during the mid-March to early April enhanced community quarantine when supply chain disruptions were most severe. Moreover, only 65 percent were able to sell their produce, with the total direct losses from unsold produce amounting to Php94.3 million. News abound also on how the combination of lockdowns and low demand due to closure of restaurants have affected deliveries of perishables like vegetables, fruits and fish from agricultural areas to cities, with dramatic footages of farmers and fisherfolks eventually abandoning their produce. Although not yet systematically measured, the impact on rural employment in the agriculture sector is likely to be substantial given these past developments.

The spread of COVID-19 in rural areas is also a scenario that must be prepared for, and avoided as much as possible. The recent experience in India on what their local media called as “the rural surge” provides lessons on the importance of communication campaign and behavioral change. It was reported that although vigorous public awareness campaigns have left the populace in Indian megacities on guard, the situation in rural India is very much different because villagers resist the campaign and believe that the government is showing no sensitivity to the economic hardships that they are suffering. In many villages, people refuse to wear masks, do not practice social distancing, refuse to get tested for fear of losing their jobs should the test yield positive, and hide their illness because of social stigma.⁸⁴ It is clear from this experience that a combination of addressing the economic needs of rural folks and vigorous information and education campaigns should be part of the strategy for rural areas.

UN support to rural areas can come in the form of complementary programs for sub-national structures like local government units and leagues of local governments, in close coordination with or through the facilitation of the DILG. These can complement national government

⁸⁴ Singh, K. and Gettleman, J. 2020. ‘Rural Surge’ Propels India Toward More Covid-19 Infections Than U.S. New York Times, 08 October 2020. <https://www.nytimes.com/2020/10/08/world/asia/india-covid-19-rural.html>

transfers in 2020 that are in the form of the Local Government Support Fund (LGSF) and the *Bayanihan* Grants to cities, municipalities and provinces. For 2021, the programs to watch out for are the transfers from the national government to LGUs under the LGSF at a proposed amount of Php28.8 billion, which is on top of the automatically appropriated internal revenue allotment of Php695.5 billion. The UN system can also create a niche in directly supporting rural LGUs in information and education campaigns regarding the pandemic in order to help avoid rural clusters of outbreak such as what are happening in India.

Supporting the recovery and resiliency of MSMEs

MSMEs, including those in the informal sector, play a vital role in the Philippine economy because of this sector's contribution to domestic employment. The experience with COVID-19, however, revealed the sector's vulnerability to shocks, resulting in either closure or constrained operation of many firms and businesses. The main difficulties faced by firms and businesses during the lockdown are those related to managing their supply or value chain and their workforce. The lack of clear and responsive business continuity plans for majority of the firms, especially in small and micro enterprises, highlights the need for support, not only during the COVID-19 pandemic but also during the recovery period.

While there are various government initiatives and programs to manage the impact of the pandemic on MSMEs, much still needs to be done to ensure the revitalization of the MSME sector. There are many cooperation areas in which the UN can help the government to improve the chance of survival of MSMEs and make them resilient to future economic disruptions. Priority on the list is to help the private sector assess risks and allow them to appreciate the value of having a business continuity plan so that they may be able to protect their production and supply chain against pandemics or natural disasters. Parallel to this effort is to strengthen and update policies related to the resiliency of supply or value chains and setting up standards or guidelines for business continuity plans in times of economic disruptions. In addition, better management of human resources, that is, ensuring the safe mobility of workers during pandemics and disasters, as well as putting up social safety nets for them, should likewise be part of any business resiliency plan. Furthermore, policies and initiatives that foster innovation, technology adoption, and the use of e-commerce should be pushed and expedited as firms adjust to the "new normal".

Supporting climate change and disaster risk reduction initiatives

The unsustainable use of natural resources along with the environmental changes driven by climate change has resulted in extreme natural disasters and has placed the Philippines and its population in a highly vulnerable state. The overlapping of COVID-19 pandemic with other natural events such as the eruption of the Taal volcano, typhoon Rolly, typhoon Ulysses, and the flooding in Marikina, Rizal, Pampanga, Bulacan and Cagayan, underscores the need to integrate disaster risk reduction in both local and national policies.

The creation of the Climate Change Commission (CCC) in 2010 is a step towards achieving a climate-resilient Philippines. This institution is the head policy-making body of the country that coordinates, monitors, and evaluates government programs to ensure mainstreaming of climate change in the national, local and sectoral development plans. However, the CCC's work program is slow in progressing and may benefit largely from the support and assistance of the UN. There are several areas for cooperation that can be explored to improve disaster-preparedness and climate resiliency in the country. For instance, it is important to push forward

the idea of setting up a detailed database for disaster and climate change monitoring, which will be more useful when disaggregated by location, age, sex, disability, and other relevant information. Strengthening the capacity of local governments to handle risks and disasters can be done by providing recommendations and standards for land use, forest use, building codes, and others. Local governments should also be trained to develop and operationalize typhoon/flood/drought management and monitoring system, as well as early warning systems in times of disasters. Investment in resilient infrastructure such as evacuation/multipurpose buildings with electricity, clean water and public rest rooms, is of high importance. Community volunteers, organizations, and the local population could also benefit from resilience-building trainings. Lastly, the country could gain from knowledge sharing and information exchange on climate change adaptation and risk reduction strategies; hence, more research and cooperation mechanism is needed in this area.

Addressing gaps in the peace programs

Recall from Section 3.3 earlier that the proposed 2021 budget for the normalization program of the OPAPP has been slashed drastically. In the ongoing budget deliberations at the time of writing this CCA, it was claimed that the original 2021 proposal by the OPAPP was Php10 billion but the DBM approved only Php700 million in the proposed National Expenditure Program which was eventually submitted to Congress and made part of the General Appropriations Bill. For the normalization process alone, it was claimed that the OPAPP will be needing an additional Php3.2 billion for 2021.⁸⁵

It is clear from recent developments the high likelihood that the normalization program will have resource constraints in 2021 and development partners like the UN may have to come in with complementary support. The packages related to decommissioning of former combatants will be primarily implemented by government agencies as committed. The component wherein development partners may be able to help is in the socioeconomic transformation of former MILF camps, which is proceeding slowly. A possible vehicle of support is the upcoming Bangsamoro Normalization Trust Fund. In this, the UN will be among the supporting development partners as the World Bank will likely take the lead given the announcement by the DOF that the World Bank will be the fund administrator. However, that UN support can be catalytic if devoted to the groups which are left furthest behind.

⁸⁵ CNN Philippines. 2020. Lacson: Bangsamoro 'normalization' projects must be funded regularly. CNN. 22 September 2020. <https://cnnphilippines.com/news/2020/9/22/OPAPP-budget-Bangsamoro.html?fbclid=IwAR1GHPcbBz8PFdd5EfAJn69W8Dk-HT8ISqYevfdi-L-ms6HGcQDWesi7Y2w>.

Addressing education inequality

Education divide can be addressed by ensuring that those who are most vulnerable such as learners in remote areas and in indigenous communities are not left behind. If regular learners are already having difficulties adapting to the digital and blended learning mode in the time of the pandemic, learners in remote areas and in indigenous cultural communities expectedly have greater difficulties. Even if donations of gadgets can be made, mobile phone signals are not present in most communities and sometimes radio broadcast signals are also hard to receive. Support in this aspect is something that the UN, possibly through the UNICEF, may be able to provide well.

Moreover, in delivering support to indigenous peoples (IPs), the intervention must be sensitive to the particular needs of IPs. IP group-specific education materials have to be developed because of ethnolinguistic differences across IP groups. Environment-relevant content is also important because of the IP's closeness to nature. Developing content is not an easy task and partnerships with academics, linguists and culture experts will therefore have to be forged.

In the learning modules that DepEd developed for use during the pandemic, parents, guardians or siblings are expected to guide the learners at home. However, in poor and remote communities, the level of literacy among adults tends to be low. Thus, in designing and re-designing learning modules for the learners, a tremendous amount of flexibility and guidance for self-learning is needed. The government is also confronted with the perennial problem of shortage of licensed IP teachers. Therefore, the interventions should focus not only on learners but teachers as well.

Non-education services such as safe water and improved sanitation also have to be included when delivering education services interventions. This will help prevent children learners from getting infected with the virus and more especially the elderly. In the case of the indigenous population, it would be devastating for them to lose their elders because they are culture bearers and repositories of knowledge.

Data and information management support

As a cross-cutting concern, data and information management within government needs to be improved and this is another area where the UN system can add value to. For instance, contact tracing is one important strategy in curbing the spread of the virus yet the government has not been systematically reporting to the public in its regular public disclosures the national and sub-national contact tracing accomplishments. Even in the hiring and deployment of contact tracers, there is no regular reporting. According to the designated contact tracing czar, Baguio City Mayor Benjamin Magalong, the target case to contact tracer ratios are 1:37 in urban areas and 1:30 in rural areas, that is, for every suspect case in urban areas, 37 contact tracers must be deployed and for every suspect case in rural areas, 30 contact tracers must be deployed.⁸⁶ But there is no regular monitoring and reporting of this to the public and local stakeholders at present. It is being talked about in government meetings but is not part of the national government's regular communication to the public and local government units are also not being required to report this to the public.

⁸⁶ CNN Philippines. 2020. UP researchers project 375,000 total COVID-19 cases by end-September. CNN Philippines, 26 August 2020. <https://www.cnn.ph/news/2020/8/26/UP-covid-19-cases-projection-september-30.html>.

Another indicator that must be explained well to the public and monitored regularly is the positivity rate, or the proportion of COVID-positives among the population tested. The concept is also being adopted and reported by government agencies during meetings, but it is not adequately emphasized in regular public briefings by the government's communications officials. This is very important for assessing the timing and pace of opening up the economy given that the WHO guidance in May 2020 is that if the positivity rate is less than 5% for two weeks of testing a size of 1,000 individuals per suspect case, then mobility restrictions can be eased. Positivity rate is supposed to be valid only when comprehensive surveillance and testing of suspect cases is being done and the WHO recommended that this be 1/1000 population per week. Given that the 2020 estimated population of the Philippines is 109.9 million, this translates to a target of testing 109,900 individuals per week. The Philippines has been meeting this target given its average daily test output of more than 28,000 individuals per day or a weekly test output of more than around 196,000 individuals per week as of December 9, 2020. However, the positivity rate remains high at 5.8 percent as of December 9, 2020.⁸⁷

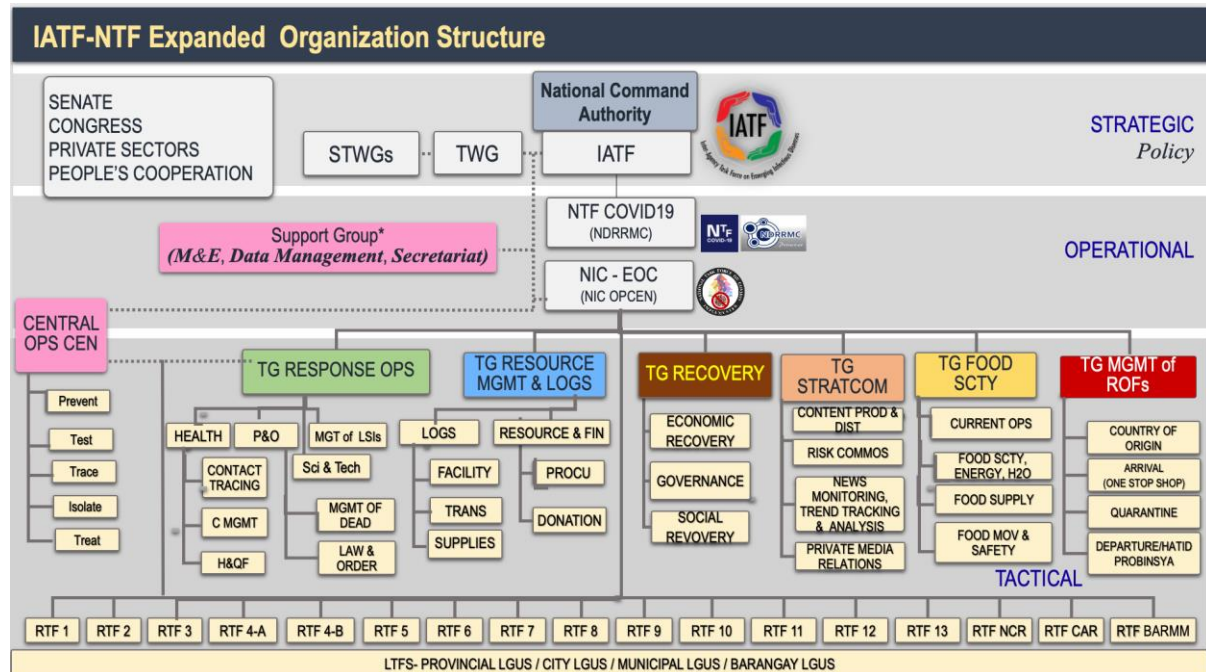
Health strategy indicators must be understood well by the public to help boost confidence in the effectiveness of strategies to fight the pandemic. In addition, good content management in some programs such as in the digital education and blended learning delivery mode by the DepEd, which are currently facing criticisms due to errors in the contents of the learning modules, can build trust and engender public cooperation. Given that the UN in the Philippines has comparative advantage in assessments and data management, support from appropriate UN agencies in this area can bring much value added.

Support to governance mechanisms and anticipatory governance approach

Another cross-cutting potential value addition is support to governance mechanisms and for this, it is important to understand how the government organization for COVID-19 response has evolved. Figure 19 presents the current organizational chart for COVID-19 response in the Philippines. Complementing government efforts will be more effective if development partners including the UN will assess where in the governance structure the development partners are already helping, where support is lacking, and where the UN entities can maximize their responses. Moreover, an anticipatory governance approach, a model of decision-making under a highly uncertain world that employs foresight, integration, and flexibility, must be supported. This involves broad-based capacities and entails maximizing the utilization of expertise coming from scientists, engineers, economists, and other professions.

⁸⁷ Beat COVID-19 Today: A COVID-19 Philippine Situationer. Issue 227|December 10, 2020.

Figure 19. Philippine government organizational structure in the COVID response



Notes: National Command Authority – the President of the Philippines

IATF – Inter-Agency Task Force for the Management of Emerging Infectious Diseases, a policy making task force

NTF-COVID19 – National Task Force Against COVID-19, for operational matters

TWG – Technical Working Group (under the IATF)

STWG – Sub-Technical Working Group (under the IATF)

NIC-EOC – National Incident Command-Emergency Operations Center

TG – Task Group (under the NTF-COVID19)

P&O – Peace and Order

Mgt of LSIs – Management of Locally Stranded Individuals

C Mgmt – Case Management

H&QF – Home Quarantine and Quarantine Facilities

LOGS – Logistics

MGMT of ROFs – Management of Returning Overseas Filipinos

RTF – Regional Task Force

LTFs – Local Task Forces

Source: National Task Force Against COVID-19

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Annex A. Philippine Baseline for the SDGs and SDG Watch Updates


Source: SDG Watch update as of 04 March 2020, Philippine Statistics Authority⁸⁸

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
 GOAL 1. END POVERTY IN ALL ITS FORMS				
Target 1.1	By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day			
1.1.1	Proportion of population below the international poverty line, by sex, age, employment status and geographical location (urban/rural)	6.0 2015	6.0 2015	World Development Indicators Database, World Bank
1.1.1.1	Proportion of employed population aged 15 years old and over living below the international poverty line of US\$1.90 per day	6.0 2015	6.0 2015	ILO, UNSD SDG Global Database
	Female employed population	5.0 2015	5.0 2015	ILO, UNSD SDG Global Database
	Male employed population	6.6 2015	6.6 2015	ILO, UNSD SDG Global Database
1.1.1.2	Proportion of employed population aged 15 to 24 years old living below the international poverty line of US\$1.90 per day	7.6 2015	7.6 2015	ILO, UNSD SDG Global Database
	Female employed population	5.3 2015	5.3 2015	ILO, UNSD SDG Global Database
	Male employed population	8.9 2015	8.9 2015	ILO, UNSD SDG Global Database
1.1.1.3	Proportion of employed population aged 25 years old and over living below the international poverty line of US\$1.90 per day	5.6 2015	5.6 2015	ILO, UNSD SDG Global Database
	Female employed population	4.9 2015	4.9 2015	ILO, UNSD SDG Global Database
	Male employed population	6.0 2015	6.0 2015	ILO, UNSD SDG Global Database
Target 1.2	By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions			
1.2.1	Proportion of population living below the national poverty line, by sex and age	23.5 2015	16.7 2018	Full Year Poverty Statistics, PSA
1.2.1.1	Proportion of population living below the national poverty line, by sex			
	Female population	23.9 2015	16.6 2018	Poverty among Basic Sectors, PSA
	Male population	24.5 2015	16.9 2018	Merged LFS-FIES, PSA
1.2.1.2	Proportion of population living below the national poverty line, by age group			


⁸⁸ The basic updates, as officially reported by various government agencies to the Philippine Statistics Authority (the government agency tasked to coordinate with all agencies in monitoring and reporting the progress in SDGs), are augmented in some cases with updates gathered by the PIDS study team.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
	Children	33.5 2015	23.9 2018	Poverty among Basic Sectors, PSA
	Youth	20.5 2015	14.7 2018	Poverty among Basic Sectors, PSA
	Senior Citizen	14.4 2015	9.1 2018	Poverty among Basic Sectors, PSA
1.2.1.3	Proportion of population living below the national poverty line, by employment status			
	Employed population	19.3 2015	12.2 2018	Poverty among Basic Sectors, PSA
	Unemployed population	17.5 2015	12.0 2018	Poverty among Basic Sectors, PSA
1.2.1.4	Proportion of population living below the national poverty line, by geographical location			
	Population residing in urban areas	13.2 2015	9.3 2018	Poverty among Basic Sectors, PSA
	Population residing in rural areas	34.0 2015	24.5 2018	Poverty among Basic Sectors, PSA
Target 1.4	By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance			
1.4.1p1	Percentage of women ages 15-49 with a live birth in the five years preceding the survey who received antenatal care, delivery assistance, or postnatal care from health personnel for the most recent birth			
1.4.1p1.1	Percentage of women ages 15-49 who received antenatal care from skilled health personnel for the most recent birth	93.8 2017	93.8 2017	NDHS, PSA
1.4.1p1.2	Percentage of women ages 15-49 with a live birth delivery who were assisted by skilled health personnel	84.4 2017	84.4 2017	NDHS, PSA
1.4.1p1.3	Percentage of women ages 15-49 with a postnatal check-up in the first two days after birth	86.1 2017	86.1 2017	NDHS, PSA
1.4.1p2	Percentage of all women and currently married women ages 15-49 who have ever used any contraceptive methods			
	All women	51.6 2008	49.1 2013	NDHS, PSA
	Currently married women	76.7 2008	74.7 2013	NDHS, PSA
1.4.1p3	Percentage of population that visited a health facility or sought advice or treatment in the 30 days preceding the survey	7.6 2017	7.6 2017	NDHS, PSA
1.4.1p4	Net enrolment rate in kindergarten	66.0 2016	76.5 2018	EBEIS, DepEd
1.4.1p5	Net enrolment rate in elementary	96.2 2016	94.1 2018	EBEIS, DepEd
1.4.1p6	Net enrolment rate in secondary education			


Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
	Junior High School	74.2 2016	81.4 2018	EBEIS, DepEd
	Senior High School	37.4 2016	51.2 2018	EBEIS, DepEd
1.4.1p7	Proportion of families with access to improved water supply	83.2 2016	86.4 2017	APIS, PSA
1.4.1p8	Proportion of population living in households with access to sanitary facility	91.9 2016	89.2 2017	APIS, PSA
1.4.1p9	Proportion of families with owned or owner-like possession of housing units	61.0 2016	59.6 2017	APIS, PSA
1.4.2p1	Proportion of families with access to secure tenure	97.0 2016	95.0 2017	APIS, PSA
Target 1.5	By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters			
1.5.1	Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population			
1.5.1.1	Number of deaths attributed to disasters per 100,000 population	0.08 2016	0.24 2018	NDRRMC, OCD
1.5.1.2	Number of missing persons attributed to disasters per 100,000 population	0.03 2016	0.00 2018	NDRRMC, OCD
1.5.1.3	Number of directly affected persons attributed to disasters per 100,000 population	8,853 2016	5,218 2018	NDRRMC, OCD
1.5.3	Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030	1 2016	1 2019	Sendai Framework for Disaster Risk Reduction official reports/ documents, NDRRMC
1.5.4	Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies			
	National Capital Region	52.9 2016	76.5 2018	NDRRMC, OCD
	Cordillera Autonomous Region	94.0 2016	97.5 2018	NDRRMC, OCD
	Region I	44.8 2016	100.0 2018	NDRRMC, OCD
	Region II	100.0 2016	100.0 2018	NDRRMC, OCD
	Region III	59.0 2016	99.3 2018	NDRRMC, OCD
	Region IV-A	99.8 2016	100.0 2018	NDRRMC, OCD
	Region IV-B	82.0 2016	100.0 2018	NDRRMC, OCD
	Region V	91.0 2016	93.3 2018	NDRRMC, OCD
	Region VI	25.1 2016	20.2 2018	NDRRMC, OCD

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
	Region VII	100.0 2016	87.5 2018	NDRRMC, OCD
	Region VIII	100.0 2016	59.5 2018	NDRRMC, OCD
	Region IX	100.0 2016	45.3 2018	NDRRMC, OCD
	Region X	100.0 2016	85.7 2018	NDRRMC, OCD
	Region XI	100.0 2016	100.0 2018	NDRRMC, OCD
	Region XII	100.0 2016	100.0 2018	NDRRMC, OCD
	Caraga	74.4 2016	76.9 2018	NDRRMC, OCD
	ARMM	12.5 2016	53.7 2018	NDRRMC, OCD
Target 1.a	Ensure significant mobilization of resources from a variety of sources, including through enhanced development cooperation, in order to provide adequate and predictable means for developing countries, in particular least developed countries, to implement programmes and policies to end poverty in all its dimensions			
1.a.1p1	Proportion of national budget for direct poverty reduction program to the national budget⁸⁹	2.9 2016	3.1 2019	People's Budget 2017, DBM; DSWD
1.a.2	Proportion of total government spending on essential services			
	Obligation	38.1 2016	38.4 2018	Statement of Appropriations, Allotments, Obligations, Disbursements and Balances
	Disbursement	40.7 2016	50.8 2018	
1.a.3	Sum of total grants and non-debt-creating inflows directly allocated to poverty reduction programmes as a proportion of GDP	..	..	..
 GOAL 2. END HUNGER, ACHIEVE FOOD SECURITY AND IMPROVED NUTRITION AND PROMOTE SUSTAINABLE AGRICULTURE				
Target 2.1	By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round			
2.1.1p1	Proportion of households meeting 100% recommended energy intake	31.7 2013	31.0 2015	Updating of Nutritional Status of Filipino Children and Other Population Groups, PDRI, FNRI-DOST
Target 2.2	By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons			
2.2.1	Prevalence of stunting (height for age <- 2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age	33.4 2015	30.3 2018	Updating of Nutritional Status of Filipino Children and Other Population Groups, FNRI-DOST

⁸⁹ The budget is limited to Conditional Cash Transfer; and, refers to budget only and not on expenditure.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
2.2.2	Prevalence of malnutrition (weight for height >+2 or <-2 standard deviation from the median of the WHO Child Growth Standards) among children under 5 years of age, by type (wasting and overweight)			
2.2.2.1	Prevalence of malnutrition for children under 5 years <-2 SD from the median of the WHO CGS (wasting)	7.1 2015	5.6 2018	Updating of Nutritional Status of Filipino Children and Other Population Groups, FNRI-DOST
2.2.2.2	Prevalence of malnutrition for children under 5 years <+2 SD from the median of the WHO CGS (overweight)	3.9 2015	4.0 2018	Updating of Nutritional Status of Filipino Children and Other Population Groups, FNRI-DOST
2.2.s1	Prevalence of micronutrient deficiencies (Vit A, Iron)			
2.2.s1.1	Vitamin A deficient			
	6 months to 5 years old	20.4 2013	20.4 2013	National Nutrition Survey, FNRI-DOST
	Pregnant	9.0 2013	9.0 2013	National Nutrition Survey, FNRI-DOST
	Lactating	5.0 2013	5.0 2013	National Nutrition Survey, FNRI-DOST
	60 years old and up	3.0 2013	3.0 2013	National Nutrition Survey, FNRI-DOST
2.2.s1.2	Anemia			
	6 months to 5 years old	13.8 2013	14.3 2018	National Nutrition Survey, FNRI-DOST
	Pregnant	24.6 2013	26.1 2018	National Nutrition Survey, FNRI-DOST
	Lactating	16.7 2013	14.4 2018	National Nutrition Survey, FNRI-DOST
	60 years old and up	20.8 2013	20.2 2018	National Nutrition Survey, FNRI-DOST
2.2.s2	Prevalence of exclusively breastfed children 0 to 5 months old	48.8 2015	54.9 2018	National Nutrition Survey, FNRI-DOST
<div> <div> 3 GOOD HEALTH AND WELL-BEING  </div> <div> GOAL 3. ENSURE HEALTHY LIVES AND PROMOTE WELLBEING FOR ALL AT ALL AGES </div> </div>				
Target 3.1	By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births			
3.1.2	Proportion of births attended by skilled health personnel	84.4 2017	84.4 2017	NDHS, PSA
3.1.s1	Proportion of births delivered in a health facility	77.7 2017	77.7 2017	NDHS, PSA
Target 3.2	By 2030, end preventable deaths of newborns and children under 5 years of age, with all countries aiming to reduce neonatal mortality to at least as low as 12 per 1,000 live births and under-5 mortality to at least as low as 25 per 1,000 live births			
3.2.1	Under-five mortality rate (per 1,000 live births)	27.0 2017	27.0 2017	NDHS, PSA

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
3.2.2	Neonatal mortality rate (per 1,000 live births)	14.0 2017	14.0 2017	NDHS, PSA
3.2.s1	Infant mortality rate (per 1,000 live births)	21.0 2017	21.0 2017	NDHS, PSA
Target 3.3	By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases			
3.3.1p1	Number of new HIV infections (newly diagnosed cases/year)	9,264 2016	11,427 2018	HARP, DOH
3.3.2	Tuberculosis incidence per 100,000 population	434.0 2016	434.0 2016	National TB Prevalence Survey 2016, DOH
3.3.3	Malaria incidence per 1,000 population	0.07 2016	0.04 2018	Program Data, DOH
Target 3.4	By 2030, reduce by one third premature mortality from non-communicable diseases through prevention and treatment and promote mental health and well-being			
3.4.1	Mortality rate attributed to cardiovascular disease, cancer, diabetes or chronic respiratory disease	4.6 2016	4.5 2018	Vital Statistics Report, PSA
3.4.1.1	Mortality rate attributed to cardiovascular disease	2.7 2016	2.7 2018	Vital Statistics Report, PSA
3.4.1.2	Mortality rate attributed to cancer	1.1 2016	1.0 2018	Vital Statistics Report, PSA
3.4.1.3	Mortality rate attributed to diabetes	0.6 2016	0.5 2018	Vital Statistics Report, PSA
3.4.1.4	Mortality rate attributed to chronic respiratory disease	0.3 2016	0.3 2018	Vital Statistics Report, PSA
Target 3.5	Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol			
3.5.1p1	Percentage of drug abuse cases or drug users who completed treatment	87.6 2016	98.9 2019	Program Data, DOH
3.5.2	Harmful use of alcohol, defined according to the national context as alcohol per capita consumption (aged 15 years and older) within a calendar year in litres of pure alcohol	54.5 2018	54.5 2018	National Nutrition Survey, FNRI-DOST
Target 3.6	By 2020, halve the number of global deaths and injuries from road traffic accidents			
3.6.1	Death rate due to road traffic injuries	10.7 2016	11.8 2018	Vital Statistics Report, PSA
Target 3.7	By 2030, ensure universal access to sexual and reproductive health-care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes			
3.7.1	Proportion of women (currently married) of reproductive age (aged 15-49 years) who have their need for family planning satisfied [provided] with modern methods	56.9 2017	56.9 2017	NDHS, PSA
3.7.2	Adolescent (aged 15-19 years) birth rate per 1,000 women in that age group	47.0 2017	47.0 2017	NDHS, PSA
3.7.s1	Contraceptive prevalence rate	54.3 2017	54.3 2017	NDHS, PSA
Target 3.8	Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all			

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
3.8.2	Number of people covered by health insurance or a public health system per 1,000 population	909 2016	980 2018	Admin Data, PhilHealth
3.8.s1	Percentage of population covered by the social health insurance ⁹⁰	91.0 2016	98.0 2018	Admin Data, PhilHealth
3.8.s2	Out-of-pocket health spending as percentage of total health expenditure	52.0 2016	51.7 2018	Philippine National Health Accounts, PSA
Target 3.9	By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination			
3.9.3	Mortality rate attributed to unintentional poisoning	0.1 2016	0.1 2018	Vital Statistics Report, PSA
Target 3.a	Strengthen the implementation of the World Health Organization Framework Convention on Tobacco Control in all countries, as appropriate			
3.a.1	Age-standardized prevalence of current tobacco use among persons aged 15 years and older	23.8 2015	23.8 2015	Global Adult Tobacco Survey
3.a.s1	Prevalence of current tobacco use			
	Prevalence of current tobacco use of 10-19.9 years old	5.5 2015	4.0 2018	Updating of Nutritional Status of Filipino Children and Other Population Groups, NNS, FNRI-DOST
	Prevalence of current tobacco use of 20 years old and over	23.3 2015	20.7 2018	
Target 3.b	Support the research and development of vaccines and medicines for the communicable and non-communicable diseases that primarily affect developing countries, provide access to affordable essential medicines and vaccines, in accordance with the Doha Declaration on the TRIPS Agreement and Public Health, which affirms the right of developing countries to use to the full the provisions in the Agreement on Trade-Related Aspects of Intellectual Property Rights regarding flexibilities to protect public health, and, in particular, provide access to medicines for all			
3.b.1p1	Proportion of fully immunized children	48.4 2017	48.4 2017	NDHS, PSA
3.b.3p1	Percentage of public health facilities properly stocked with selected essential medicines	65.4 2016	55.0 2019	Drug Availability Survey, DOH
<div><div><div>4</div><div>QUALITY EDUCATION</div><div></div></div><div>GOAL 4. ENSURE INCLUSIVE AND QUALITY EDUCATION FOR ALL AND PROMOTE LIFELONG LEARNING</div></div>				
Target 4.1	By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes			
4.1.1	Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex			
4.1.1.1	Proportion of children in grades 2/3 achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex			
	Reading, both sexes	..	..
	Mathematics, both sexes	37.1 2016	23.2 2017	NAT, DepEd

⁹⁰ Data includes the number indigents from the DSWD Listahanan Database.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
4.1.1.2	Proportion of children at the end of primary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex			
	Reading, both sexes	40.4 2016	40.4 2016	NAT, DepEd
	Mathematics, both sexes	34.8 2016	34.8 2016	NAT, DepEd
4.1.1.3	Proportion of children at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex			
	Reading, both sexes	46.0 2016	46.0 2016	NAT, DepEd
	Mathematics, both sexes	37.3 2016	37.3 2016	NAT, DepEd
4.1.s1	Completion rate			
4.1.s1.1	Elementary	93.1 2016	97.2 2018	EBEIS, DepEd
	Female	95.5 2016	99.1 2018	EBEIS, DepEd
	Male	90.8 2016	95.3 2018	EBEIS, DepEd
4.1.s1.2	Secondary (Junior High School)	80.9 2016	88.4 2018	EBEIS, DepEd
	Female	85.6 2016	93.0 2018	EBEIS, DepEd
	Male	80.9 2016	84.7 2018	EBEIS, DepEd
4.1.s2	Cohort survival rate			
4.1.s2.1	Elementary	93.8 2016	97.4 2018	EBEIS, DepEd
	Female	96.0 2016	99.1 2018	EBEIS, DepEd
	Male	91.8 2016	95.7 2018	EBEIS, DepEd
4.1.s2.2	Secondary (Junior High School)	83.1 2016	89.5 2018	EBEIS, DepEd
	Female	87.4 2016	93.6 2018	EBEIS, DepEd
	Male	78.7 2016	85.4 2018	EBEIS, DepEd
4.1.s3	Dropout rate or school leavers rate			
4.1.s3.1	Elementary	1.5 2016	0.5 2018	EBEIS, DepEd
	Female	1.0 2016	0.1 2018	EBEIS, DepEd
	Male	2.0 2016	0.8 2018	EBEIS, DepEd
4.1.s3.2	Secondary (Junior High School)	6.2 2016	3.4 2018	EBEIS, DepEd

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
	Female	4.4 2016	2.2 2018	EBEIS, DepEd
	Male	7.9 2016	5.3 2018	EBEIS, DepEd
Target 4.2	By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education			
4.2.2	Participation rate in organized learning (one year before the official primary entry age)	66.0 2016	76.5 2018	EBEIS, DepEd
	Girls	66.4 2016	76.5 2018	EBEIS, DepEd
	Boys	65.5 2016	76.4 2018	EBEIS, DepEd
Target 4.3	By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university			
4.3.1	Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex	..	..	..
4.3.s1	Net enrolment rate in elementary	96.2 2016	94.1 2018	EBEIS, DepEd
	Female	96.1 2016	93.9 2018	EBEIS, DepEd
	Male	96.2 2016	94.3 2018	EBEIS, DepEd
4.3.s2	Net enrolment rate in secondary education			
	Junior High School	74.2 2016	81.4 2018	EBEIS, DepEd
	Female	79.9 2016	85.8 2918	EBEIS, DepEd
	Male	68.8 2016	77.2 2018	EBEIS, DepEd
	Senior High School	37.4 2016	51.2 2018	EBEIS, DepEd
	Female	44.1 2016	58.7 2018	EBEIS, DepEd
	Male	31.0 2016	44.2 2018	EBEIS, DepEd
4.3.s3	Passing rate in licensure exam (HEd)	37.6 2016	37.9 2018	PRC data, CHED
4.3.s4	Certification rate (TVET)	91.9 2016	94.3 2019	Admin Data, TESDA
Target 4.4	By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship			
4.4.1p1	Proportion of population with exposure to internet			
4.4.1p1.1	Proportion of population with exposure to social interaction in the internet	43.9 2013	43.9 2013	FLEMMS, PSA
4.4.1p1.2	Proportion of population with exposure to research work/study in the internet	42.2 2013	42.2 2013	FLEMMS, PSA

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
Target 4.5	By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations			
4.5.1	Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict-affected, as data become available) for all education indicators on this list that can be disaggregated			
	Ratio of girls to boys in primary education	0.92 2016	0.90 2018	EBEIS, DepEd
	Ratio of girls to boys in secondary education	1.01 2016	1.00 2018	EBEIS, DepEd
	Ratio of girls to boys in tertiary education	1.2 2016	1.2 2018	CHECKS, CHED
Target 4.6	By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy			
4.6.1	Percentage of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex			
4.6.1.1	Percentage of population in a given age group achieving at least a fixed level of proficiency in functional literacy	90.3 2013	90.3 2013	FLEMMS, PSA
	Female population	92.0 2013	92.0 2013	FLEMMS, PSA
	Male population	88.7 2013	88.7 2013	FLEMMS, PSA
4.6.1.2	Percentage of population in a given age group achieving at least a fixed level of proficiency in basic literacy skills	96.5 2013	96.5 2013	FLEMMS, PSA
	Female population	96.1 2013	96.1 2013	FLEMMS, PSA
	Male population	97.0 2013	97.0 2013	FLEMMS, PSA
Target 4.a	By 2030, Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all			
4.a.1	Proportion of schools with access to: (a) electricity; (b) the Internet for pedagogical purposes; (c) computers for pedagogical purposes; (d) adapted infrastructure and materials for students with disabilities; (e) basic drinking water; (f) single-sex basic sanitation facilities; and (g) basic handwashing facilities (as per the WASH indicator definitions)			
4.a.1.1	Proportion of schools with access to electricity			
	Elementary schools	88.7 2016	94.9 2018	EBEIS, DepEd
	Secondary schools (Junior High School)	93.1 2016	96.1 2018	EBEIS, DepEd
	Secondary schools (Senior High School)	88.9 2017	92.1 2018	EBEIS, DepEd

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
4.a.1.2	Proportion of schools with access to the Internet for pedagogical purposes			
	Elementary schools	25.6 2016	28.6 2018	EBEIS, DepEd
	Secondary schools (Junior High School)	34.0 2017	40.8 2018	EBEIS, DepEd
	Secondary schools (Senior High School)	31.0 2017	70.5 2018	EBEIS, DepEd
4.a.1.3	Proportion of schools with access to computers for pedagogical purposes			
	Elementary schools	78.5 2016	77.9 2018	EBEIS, DepEd
	Secondary schools (Junior High School)	83.1 2016	81.1 2018	EBEIS, DepEd
	Secondary schools (Senior High School)	23.6 2016	60.4 2018	EBEIS, DepEd
4.a.1.4	Proportion of schools with access to single-sex basic sanitation facilities			
	Elementary schools	45.1 2016	45.1 2016	EBEIS, DepEd
	Secondary schools	77.1 2016	77.1 2016	EBEIS, DepEd
4.a.1.5	Proportion of schools with access to basic handwashing facilities (as per the WASH indicator definitions)			
	Elementary schools	61.0 2016	77.1 2018	EBEIS, DepEd
	Secondary schools (Junior High School)	60.5 2016	74.0 2018	EBEIS, DepEd
	Secondary schools (Senior High School)		65.3 2018	EBEIS, DepEd
Target 4.c	By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States			
4.c.s1	Faculty qualification (HEd)			
4.c.s1.1	Faculty qualification with MS/MA degree/s	40.4 2016	37.6 2018	Admin data, CHED
4.c.s1.2	Faculty qualification with Ph.D. degree/s	13.3 2016	16.6 2018	Admin data, CHED
4.c.s2	Number of TVET trainers trained	6,518 2018	10,855 2019	Admin data, TESDA

5

GENDER
EQUALITY

GOAL 5. ACHIEVE GENDER EQUALITY AND EMPOWER ALL WOMEN AND GIRLS

Target 5.1

End all forms of discrimination against all women and girls everywhere

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
5.1.1	Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex ⁹¹	1 2016	1 2019	Administrative Data, PCW
Target 5.2	Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation			
5.2.1	Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual, or psychological violence by a current or former intimate partner in the previous 12 months	14.7 2017	14.7 2017	NDHS, PSA
5.2.1.1	Proportion of ever-partnered women and girls aged 15 years and older subjected to physical violence by a current or former intimate partner in the previous 12 months	4.3 2017	4.3 2017	NDHS, PSA
5.2.1.2	Proportion of ever-partnered women and girls aged 15 years and older subjected to sexual violence by a current or former intimate partner in the previous 12 months	2.2 2017	2.2 2017	NDHS, PSA
5.2.1.3	Proportion of ever-partnered women and girls aged 15 years and older subjected to psychological violence by a current or former intimate partner in the previous 12 months	12.9 2017	12.9 2017	NDHS, PSA
5.2.1.4	Proportion of ever-partnered women and girls aged 15 years and older subjected to physical or sexual violence by a current or former intimate partner in the previous 12 months	5.5 2017	5.5 2017	NDHS, PSA
5.2.2	Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence	0.1 2017	0.1 2017	NDHS, PSA
5.2.s1	Number of reported gender-based violence cases (includes e-VAW)	60,755 2016	39,675 2018	Administrative Data, PNP
5.2.s2	Number of reported abuse cases for women and children			
5.2.s2.1	Number of reported abuse cases for women	32,552 2016	19,619 2018	Administrative Data, PNP
5.2.s2.2	Number of reported abuse cases for children	29,349 2016	21,751 2018	Administrative Data, PNP
5.2.s3	Number of cases served by Department of Social Welfare and Development (DSWD) on violence against women and child abuse			
5.2.s3.1	Violence against women	1,046 2016	772 2018	Administrative Data, DSWD
5.2.s3.2	Violence against children	3,857 2016	4,087 2018	Administrative Data, DSWD
Target 5.3	Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation			

⁹¹ In terms of legal frameworks, the Philippines has the following relevant legislations: Republic Act 7192. Women in Development & National Building Act; Executive Order No. 273. Approving and Adopting the Philippine Plan for Gender-Responsive Development, 1995-2025; Republic Act 9710. An Act Providing for the Magna Carta of Women

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
5.3.1	Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18			
	Married or in a union before age 15	2.2 2017	2.2 2017	NDHS, PSA
	Married or in a union before age 18	16.5 2017	16.5 2017	NDHS, PSA
Target 5.5	Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life			
5.5.1	Proportion of seats held by women in (a) national parliaments and (b) local governments			
5.5.1.1	Proportion of seats held by women in national parliaments ⁹²	28.7 2016	28.7 2019	ERSD, COMELEC
5.5.1.2	Proportion of seats held by women in local governments	31.0 2016	29.1 2019	ERSD, COMELEC
	Provincial ⁹³	19.7 2016	22.9 2019	ERSD, COMELEC
	City ⁹⁴	78.8 2016	23.2 2019	ERSD, COMELEC
	Municipal ⁹⁵	22.4 2016	22.8 2019	ERSD, COMELEC
	Barangay ⁹⁶	29.3 2018	29.3 2018	ERSD, COMELEC
5.5.2	Proportion of women in managerial positions	46.6 2016	50.5 2019	LFS, PSA
5.5.s1	Percentage of firms owned by women (through business permits and licenses system)	..	..	..
Target 5.6	Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform of Action and the outcome documents of their review conferences			
5.6.2	Number of countries with laws and regulations that guarantee full and equal access to women and men aged 15 years and older to sexual and reproductive health care, information and education ⁹⁷			
5.6.2.1	Number of countries with laws and regulations that guarantee full and equal access to women and men aged 15 to less than 18 years to sexual and reproductive health care, information and education	0 2016	0 2019	Administrative Data, DOH

⁹² The national parliament is composed of the members of the Senate and the Congress as of 30 October 2019.


⁹³ This includes vice governor and provincial member as of 30 October 2019.

⁹⁴ This includes the city vice mayor and city councilors as of 30 October 2019.


⁹⁵ This includes the municipal vice mayor and municipal councilors as of 30 October 2019.

⁹⁶ This includes the barangay chairman, barangay kagawad, SK chairman as of September 2018.


⁹⁷ In terms of legal frameworks, the Philippines has the following relevant legislations: Per RA 10354 known as the Responsible Parenthood and Reproductive Health (RPRH) Law, enacted on December 2012, the law does not provide for minors' full access to sexual and reproductive health care services without parent's consent because of the Family Code.


Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
5.6.2.2	Number of countries with laws and regulations that guarantee full and equal access to women and men aged 18 years and older to sexual and reproductive health care, information and education	1 2016	1 2019	Administrative Data, DOH
Target 5.a	Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws			
5.a.1p1	Number agricultural and residential land free patents issued to women and men	70,255 2016	70,901 2017	Administrative Data, DENR
5.a.1p1.1	Number agricultural and residential land free patents issued to women	32,646 2016	33,709 2017	Administrative Data, DENR
5.a.1p1.2	Number agricultural and residential land free patents issued to men	37,609 2016	37,192 2017	Administrative Data, DENR
5.a.1p2	Number of holders of emancipation patents and certificates of land ownership, certificate of ancestral land titles (CALTs), certificate of ancestral domain titles (CADTs) by sex, stewardship			
	Number of holders of Emancipation Patents	409,528 2016	500,229 2018	Administrative Data, DAR
	Number of holders of Certificates of Land Ownership	1,903,799 2016	1,920,475 2018	Administrative Data, DAR
5.a.1p3	Number of women beneficiaries with secured land tenure in Residential areas	53,242 2016	42,196 2017	Administrative Data, DENR
Target 5.c	Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels			
5.c.1	Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment⁹⁸	1 2016	1 2019	National GAD Budget Policy Implementation through GMMS, PCW
 GOAL 6. ENSURE AVAILABILITY AND SUSTAINABLE MANAGEMENT OF WATER AND SANITATION FOR ALL				
Target 6.3	By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally			
6.3.1p1	Volume of wastewater treated (industries)	..	..	..
6.3.2p1	Proportion of monitored bodies of water with good ambient water quality			
6.3.2p1.1	Dissolved Oxygen (DO)	82.3 2016	82.3 2016	National Water Quality Status Report, EMB-DENR

⁹⁸ In terms of legal frameworks, the Philippines has the following relevant legislations: Republic Act 7192. Women in Development & Nation Building Act; Republic Act 9710. An Act Providing for the Magna Carta of Women; General Appropriations Act; Joint Circular 2012-01. Guidelines for the Preparation of Annual Gender and Development (GAD) Plans and Budgets and Accomplishment Reports to Implement the Magna Carta of Women; PCW-DILG-DBM-NEDA Joint Memorandum Circular No. 2016-01. Amendment to PCW-DILG-DBM-NEDA JMC 2013-01: Guidelines on the Localization of the Magna Carta of Women; PCW-DILG-DBM-NEDA Joint Memorandum Circular 2013-01. Guidelines on the Localization of the Magna Carta of Women; PCW-OPAPP Joint Memorandum Circular no. 2014-01. Integration of Women, Peace and Security Programs, Activities and Projects (PAPs) in annual gender and Development (GAD) Plans and Budgets (GPBs) and Gender and Development Accomplishments Reports (GADARs); Memorandum Circular No. 2015-04: Preparation and Online Submission of FY 2017 Gender and Development (GAD) Plans and Budgets and FY 2015 GAD Accomplishment Report and other Matters.


Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
6.3.2p1.2	Biochemical Oxygen Demand (BOD)	79.5 2016	79.5 2016	National Water Quality Status Report, EMB-DENR
Target 6.4	By 2030, substantially increase water-use efficiency across all sectors and ensure sustainable withdrawals and supply of freshwater to address water scarcity and substantially reduce the number of people suffering from water scarcity			
6.4.2	Level of water stress: freshwater withdrawal as a proportion of available freshwater resources	..	..	..
Target 6.5	By 2030, implement integrated water resources management at all levels, including through transboundary cooperation as appropriate			
6.5.1p1	Percentage of implementation of programs and projects identified in the Integrated River Basin Master Plans (IRBMP)	26.1 2016	21.2 2019	Admin data, RBCO-DENR
6.5.1p1.1	Percentage of major river basins with updated Integrated River Basin Master Plans (IRBMP)	83.3 2016	83.3 2019	Admin data, RBCO-DENR
6.5.1p1.2	Percentage of River Basins with established River Basin Organizations (RBO)	100.0 2016	72.4 2019	Admin data, RBCO-DENR
Target 6.a	By 2030, expand international cooperation and capacity-building support to developing countries in water- and sanitation-related activities and programmes, including water harvesting, desalination, water efficiency, wastewater treatment, recycling and reuse technologies			
6.a.1	Amount of water- and sanitation-related official development assistance that is part of a government-coordinated spending plan			
	Amount of water- and sanitation-related official development assistance that is part of a government-coordinated spending plan particularly in LWUA ⁹⁹	\$62 M 2016	\$60 M 2019	ADB WDDSP, LWUA
	Amount of water- and sanitation-related official development assistance that is part of a government-coordinated spending plan particularly in MWSS	..	..	MWSS
Target 6.b	Support and strengthen the participation of local communities in improving water and sanitation management			
6.b.1	Proportion of local administrative units with established and operational policies and procedures for participation of local communities in water and sanitation management	..	..	..
6.b.s1	Number of functional WASH councils/committees in LGUs	1,185 2016	1,185 2016	Program and Project Monitoring System, DILG
6.b.s2	Number of local WASH ordinances strengthening WASH governance in the communities	12 2017	20 2018	Program and Project Monitoring System, DILG
 GOAL 7. ENSURE ACCESS TO AFFORDABLE, RELIABLE, SUSTAINABLE AND MODERN ENERGY FOR ALL				
Target 7.1	By 2030, ensure universal access to affordable, reliable and modern energy services			

⁹⁹ Loan and Grant Agreement signed April 2016; no disbursement yet except commitment charges.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
7.1.1	Proportion of population with access to electricity	90.7 2016	95.3 2018	REAMD, EPIMB, DOE
7.1.2	Proportion of population with primary reliance on clean fuels and technology	..	..	..
Target 7.2	By 2030, increase substantially the share of renewable energy in the global energy mix			
7.2.1	Renewable energy share in the total final energy consumption	..	..	..
Target 7.3	By 2030, double the global rate of improvement in energy efficiency			
7.3.1	Energy intensity measured in terms of primary energy and GDP (TOE/MPhp)	6.7 2016	6.4 2018	EPPB, DOE
<div> <div>8</div> <div>DECENT WORK AND ECONOMIC GROWTH</div> <div>  </div> </div> GOAL 8. PROMOTE SUSTAINED, INCLUSIVE AND SUSTAINABLE ECONOMIC GROWTH, FULL AND PRODUCTIVE EMPLOYMENT AND DECENT WORK FOR ALL				
Target 8.1	Sustain per capita economic growth in accordance with national circumstances and, in particular, at least 7 per cent gross domestic product growth per annum in the least developed countries			
8.1.1	Annual growth rate of real GDP per capita	5.1 2016	4.3 2019	National Accounts, PSA
Target 8.2	Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors			
8.2.1	Annual growth rate of real GDP per employed person	10.6 2017	2.7 2019	National Accounts, PSA
Target 8.5	By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value			
8.5.2	Unemployment rate	5.4 2016	5.1 2019	Labor Force Survey, PSA
	Female	5.2 2016	5.2 2019	Labor Force Survey, PSA
	Male	5.6 2016	5.1 2019	Labor Force Survey, PSA
Target 8.6	By 2020, substantially reduce the proportion of youth not in employment, education or training			
8.6.1	Proportion of youth (aged 15-24 years) not in education, employment or training	11.5 2016	18.6 2019	Labor Force Survey, PSA
Target 8.8	Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment			
8.8.1	Frequency rates of fatal and non-fatal occupational injuries			
8.8.1.1	Frequency rates of fatal occupational injuries	0.03 2015	0.04 2017	Integrated Survey on Labor and Employment, PSA
8.8.1.2	Frequency rates of non-fatal occupational injuries	1.9 2015	1.7 2017	Integrated Survey on Labor and Employment, PSA
8.8.1.3	Incidence rate of Occupational Injuries, Fatalities per 100,000 employed persons	3.8 2015	9.6 2017	Integrated Survey on Labor and Employment, PSA
8.8.1.4	Incidence rate of Occupational Injuries, Non-Fatalities per 100,000 employed persons	426.0 2015	417.0 2017	Integrated Survey on Labor and Employment, PSA

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
Target 8.9	By 2030, devise and implement policies to promote sustainable tourism that creates jobs and promotes local culture and products			
8.9.1p1	Tourism direct GVA as a proportion of total GDP and in growth rate			
8.9.1p1.1	Share of Tourism GVA to GDP	10.7 2016	12.7 2018	Tourism Satellite Account, PSA
8.9.1p1.2	Growth rate of Tourism GVA	15.0 2016	14.3 2018	Tourism Satellite Account, PSA
8.9.2p1	Proportion of employed in tourism out of total employed	12.8 2016	13.0 2018	Tourism Satellite Account, PSA
Target 8.10	Strengthen the capacity of domestic financial institutions to encourage and expand access to banking, insurance and financial services for all			
8.10.1	(a) Number of commercial bank branches per 100,000 adults and (b) number of automated teller machines (ATMs) per 100,000 adults¹⁰⁰			
8.10.1.1	Number of commercial bank branches per 100,000 adults	15.5 2016	16.4 2018	Banking Statistics, BSP & Population Projections, PSA
8.10.1.2	Number of automated teller machines (ATMs) per 100,000 adults	26.6 2016	28.4 2018	Banking Statistics, BSP & Population Projections, PSA
8.10.2	Proportion of adults (15 years and older) with an account at a bank or other financial institution or with a mobile-money-service provider	34.5 2017	34.5 2017	World Bank Findex
 GOAL 9. BUILD RESILIENT INFRASTRUCTURE, PROMOTE INCLUSIVE AND SUSTAINABLE INDUSTRIALIZATION AND FOSTER INNOVATION				
Target 9.1	Develop quality, reliable, sustainable and resilient infrastructure, including regional and transborder infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all			
9.1.2	Passenger and freight volumes, by mode of transport			
9.1.2.1	Passenger volume, Maritime Sector (in millions)	89.2 2016	98.8 2018	Annual Report, PPA, CPA
9.1.2.2	Container volume, Maritime Sector (in million metric tons)	6.5 2016	8.5 2018	Annual Report, PPA
9.1.2.3	Cargo volume, Maritime Sector (in million metric tons)	280.0 2016	293.0 2017	Annual Report, PPA, CPA
9.1.2.4	Passenger volume, Aviation Sector (in millions)	69.5 2016	75.2 2017	Annual Report, CAAP, MIAA, MCIAA, CIAC
9.1.2.5	Cargo volume, Aviation Sector (in million metric tons)	917.8 2016	962.6 2017	Annual Report, CAAP, MIAA, MCIAA, CIAC
9.1.2.6	Passenger volume, Rail Sector (in millions)	371.0 2016	378.8 2017	Annual Report, LRTA, PNR, MRT3
Target 9.2	Promote inclusive and sustainable industrialization and, by 2030, significantly raise industry's share of employment and gross domestic product, in line with national circumstances, and double its share in least developed countries			
9.2.1	Manufacturing value added as a proportion of GDP and per capita	23.2 2016	22.8 2019	National Accounts, PSA


¹⁰⁰ This is computed as number of BSP supervised/regulated financial institutions (banks, including head office, branches, and other offices and non-banks) per 100,000 adults.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
9.2.2	Manufacturing employment as a proportion of total employment	8.3 2016	8.5 2019	Labor Force Survey, PSA
Target 9.5	Enhance scientific research, upgrade the technological capabilities of industrial sectors in all countries, in particular developing countries, including, by 2030, encouraging innovation and substantially increasing the number of research and development workers per 1 million people and public and private research and development spending			
9.5.1	Research and development expenditure as a proportion of GDP	0.17 Q4 2015	0.07 2019	National Accounts, PSA Survey on Research and Development Expenditures and Human Resources, DOST
Target 9.a	Facilitate sustainable and resilient infrastructure development in developing countries through enhanced financial, technological and technical support to African countries, least developed countries, landlocked developing countries and small island developing States			
9.a.1	Total official international support (official development assistance plus other official flows) to infrastructure ¹⁰¹	\$430.6 M 2016	\$533.15 M 2018	ODA Portfolio, NEDA
 GOAL 10. REDUCE INEQUALITY WITHIN AND AMONG COUNTRIES				
Target 10.1	By 2030, progressively achieve and sustain income growth of the bottom 40 per cent of the population at a rate higher than the national average			
10.1.1	Growth rates of household income per capita among the bottom 40 per cent of the population and the total population			
	Among the bottom 40 percent of the population	5.3 2015	10.4 2018	FIES, PSA
	Among the total population	5.2 2015	6.5 2018	FIES, PSA
Target 10.2	By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status			
10.2.1	Proportion of people living below 50 per cent of median income, by age	17.6 2015	16.2 2018	FIES, PSA
Target 10.4	Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality			
10.4.1	Labour share of GDP, comprising wages and social protection transfers	35.7 2016	36.9 2018	Consolidated Accounts and Income and Outlay Accounts and National Accounts of the Philippines, PSA
Target 10.5	Improve the regulation and monitoring of global financial markets and institutions and strengthen the implementation of such regulations			
10.5.1	Financial soundness indicators			
10.5.1.1	Capital Adequacy			
	Regulatory capital to risk-weighted assets (consolidated)	16.1 2016	15.9 Q2 2019	Report on Philippine Financial System
	Common Equity Tier 1 (CET1) ratio (consolidated)	14.2 2016	14.5 Q2 2019	Report on Philippine Financial System
	Leverage ratio	9.9 Q2 2019	9.9 Q2 2019	Report on Philippine Financial System
10.5.1.2	Asset Quality			

¹⁰¹ Actual disbursements from ODA loans and grants during the reference year, channeled to infrastructure sector.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
	NPL coverage ratio (Allowance for Credit Losses to NPL)	119.9 2016	92.3 Q4 2019	Banking Statistics - Asset Quality Indicators - Philippine Banking Systems, BSP
	NPA Coverage Ratio	80.5 2016	70.1 Q4 2019	
10.5.1.3	Profitability			
	Return on Assets	1.1 2016	1.3 Q4 2019	Banking Statistics - Asset Quality Indicators - Philippine Banking Systems, BSP
	Return on Equity	10.5 2016	10.5 Q4 2019	
10.5.1.4	Liquidity			
	Net stable funding ratio (consolidated)	126.8 Q2 2019	126.8 Q2 2019	Banking Statistics - Asset Quality Indicators - Philippine Banking Systems, BSP
	Liquidity Coverage Ratio	164.4 Q1 2018	169.0 Q3 2019	BSP
Target 10.6	Ensure enhanced representation and voice for developing countries in decision-making in global international economic and financial institutions in order to deliver more effective, credible, accountable and legitimate institutions			
10.6.1	Proportion of members and voting rights of developing countries in international organizations			
10.6.1.a	Proportion of membership of developing countries in international organizations			
	United Nations General Assembly	1 2016	1 2019	UN General Assembly Website, UNSD SDG Global Database
	United Nations Security Council	0 2016	0 2019	Report of the Security Council, UNSD
	United Nations Economic and Social Council	0 2016	1 2019	Report of the Economic Council, UNSD
	International Monetary Fund	1 2016	1 2019	IMF Annual Report, UNSD
	International Bank for Reconstruction and Development	1 2016	1 2019	IBRD's Discussion and Analysis and Financial Statements, UNSD
	International Finance Corporation	1 2016	1 2019	IFC Annual Report, UNSD
	Asian Development Bank	1 2016	1 2019	ADB Annual Report, UNSD
	World Trade Organisation	1 2016	1 2019	WTO Annual Report, UNSD
10.6.1.b	Proportion of voting rights of developing countries in international organizations			
	United Nations General Assembly	1 2016	1 2019	UN General Assembly Website, UNSD SDG Global Database
	United Nations Security Council	0 2016	0 2019	Report of the Security Council, UNSD
	United Nations Economic and Social Council	0 2016	1 2019	Report of the Economic Council, UNSD
	International Monetary Fund	1 2016	1 2019	IMF Annual Report, UNSD

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
	International Bank for Reconstruction and Development	1 2016	1 2019	IBRD's Discussion and Analysis and Financial Statements, UNSD
	International Finance Corporation	1 2016	1 2019	IFC Annual Report, UNSD
	Asian Development Bank	1 2016	1 2019	ADB Annual Report, UNSD
	World Trade Organisation	1 2016	1 2019	WTO Annual Report, UNSD
Target 10.a	Implement the principle of special and differential treatment for developing countries, in particular least developed countries, in accordance with World Trade Organization agreements			
10.a.1	Proportion of tariff lines applied to imports from least developed countries and developing countries with zero-tariff			
10.a.1.1	Proportion of tariff lines applied to imports from Cambodia under the ASEAN Trade in Goods Agreement (ATIGA) with zero Tariff Lines	98.8 2016	98.9 2019	AHTN, Tariff Commission
10.a.1.2	Proportion of tariff lines applied to imports from Lao PDR under the ASEAN Trade in Goods Agreement (ATIGA) with zero Tariff Lines	98.6 2016	98.9 2019	AHTN, Tariff Commission
10.a.1.3	Proportion of tariff lines applied to imports from Myanmar under the ASEAN Trade in Goods Agreement (ATIGA) with zero Tariff Lines	98.7 2016	98.9 2019	AHTN, Tariff Commission
10.a.1.4	Proportion of tariff lines applied to imports from Malaysia under the ASEAN Trade in Goods Agreement (ATIGA) with zero Tariff Lines	98.6 2016	98.9 2019	AHTN, Tariff Commission
10.a.1.5	Proportion of tariff lines applied to imports from Indonesia under the ASEAN Trade in Goods Agreement (ATIGA) with zero Tariff Lines	98.8 2016	98.8 2019	AHTN, Tariff Commission
10.a.1.6	Proportion of tariff lines applied to imports from Vietnam under the ASEAN Trade in Goods Agreement (ATIGA) with zero Tariff Lines	98.6 2016	98.8 2019	AHTN, Tariff Commission
10.a.1.7	Proportion of tariff lines applied to imports from China under the ASEAN-China Free Trade Area (ACFTA) with zero Tariff Lines	86.8 2016	82.3 2019	AHTN, Tariff Commission
10.a.1.8	Proportion of tariff lines applied to imports from India under the ASEAN-India Free Trade Area (ACFTA) with zero Tariff Lines	3.5 2016	52.2 2019	AHTN, Tariff Commission
Target 10.b	Encourage official development assistance and financial flows, including foreign direct investment, to States where the need is greatest, in particular least developed countries, African countries, small island developing States and landlocked developing countries, in accordance with their national plans and programmes			
10.b.1	Total resource flows for development, by recipient and donor countries and type of flow (e.g. official development assistance, foreign direct investment and other flows)			
	Total actual disbursements from ODA and other flows during the reference year	\$1,251.7 M 2016	\$2,467.5 M 2018	ODA Portfolio Review, NEDA
	Actual disbursements from ODA loans and grants during the reference year	\$1,251.7 M 2016	\$2,467.1 M 2018	ODA Portfolio Review, NEDA

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
	Foreign direct investment (FDI) ¹⁰²	\$8,279.5 M 2016	\$6,412.8 M 2019	Balance of Payments (BOP) statistics, BSP
 GOAL 11. MAKE CITIES AND HUMAN SETTLEMENTS INCLUSIVE, SAFE, RESILIENT AND SUSTAINABLE				
Target 11.1	By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums			
11.1.1p1	Proportion of urban population who are informal settlers	3.2 2015	3.2 2015	Census on Population, PSA
Target 11.5	By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations			
11.5.1	Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population			
11.5.1.1	Number of deaths attributed to disasters per 100,000 population	0.08 2016	0.24 2018	NDRRMC, OCD
11.5.1.2	Number of missing persons attributed to disasters per 100,000 population	0.03 2016	0.00 2018	NDRRMC, OCD
11.5.1.3	Number of directly affected persons attributed to disasters per 100,000 population	8,853 2016	5,218 2018	NDRRMC, OCD
Target 11.6	By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management			
11.6.2p1	Percentage of highly urbanized and other major urban centers within ambient air quality guidelines value increased	47.0 2015	47.0 2015	AQMS Database, EMB-DENR
Target 11.b	By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels			
11.b.1	Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030	1 2016	1 2019	Sendai Framework for Disaster Risk Reduction official reports/ documents, NDRRMC
11.b.2	Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies			
	National Capital Region	52.9 2016	76.5 2018	NDRRMC, OCD
	Cordillera Autonomous Region	94.0 2016	97.5 2018	NDRRMC, OCD
	Region I	44.8 2016	100.0 2018	NDRRMC, OCD
	Region II	100.0 2016	100.0 2018	NDRRMC, OCD

¹⁰² Foreign direct investment (FDI) for 2019 only covers January to November 2019.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
	Region III	59.0 2016	99.3 2018	NDRRMC, OCD
	Region IV-A	99.8 2016	100.0 2018	NDRRMC, OCD
	Region IV-B	82.0 2016	100.0 2018	NDRRMC, OCD
	Region V	91.0 2016	93.3 2018	NDRRMC, OCD
	Region VI	25.1 2016	20.2 2018	NDRRMC, OCD
	Region VII	100.0 2016	87.5 2018	NDRRMC, OCD
	Region VIII	100.0 2016	59.5 2018	NDRRMC, OCD
	Region IX	100.0 2016	45.3 2018	NDRRMC, OCD
	Region X	100.0 2016	85.7 2018	NDRRMC, OCD
	Region XI	100.0 2016	100.0 2018	NDRRMC, OCD
	Region XII	100.0 2016	100.0 2018	NDRRMC, OCD
	Caraga	74.4 2016	76.9 2018	NDRRMC, OCD
	ARMM	12.5 2016	53.7 2018	NDRRMC, OCD



GOAL 12. ENSURE SUSTAINABLE CONSUMPTION AND PRODUCTION PATTERNS

Target 12.4

By 2020, achieve the environmentally sound management of chemicals and all wastes throughout their life cycle, in accordance with agreed international frameworks, and significantly reduce their release to air, water and soil in order to minimize their adverse impacts on human health and the environment

12.4.2	Hazardous waste generated per capita and proportion of hazardous waste treated (industries) ¹⁰³			
12.4.2.1	Hazardous waste generated per capita by industries (in metric tons)	0.0145 2016	0.0427 2017	Administrative data, DENR-EMB; Population Projections, PSA
12.4.2.2	Proportion of hazardous waste treated by industries	40.62 2016	112.6 2017	Administrative data, DENR-EMB



GOAL 13. TAKE URGENT ACTION TO COMBAT CLIMATE CHANGE AND ITS IMPACTS



Target 13.1

Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries

13.1.1	Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population			
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¹⁰³ Limited to hazardous waste generated by industries.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
13.1.1.1	Number of deaths attributed to disasters per 100,000 population	0.08 2016	0.24 2018	NDRRMC, OCD
13.1.1.2	Number of missing persons attributed to disasters per 100,000 population	0.03 2016	0.00 2018	NDRRMC, OCD
13.1.1.3	Number of directly affected persons attributed to disasters per 100,000 population	8,853 2016	5,218 2018	NDRRMC, OCD
13.1.2	Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030	1 2016	1 2019	Sendai Framework for Disaster Risk Reduction official reports/ documents, NDRRMC
13.1.3	Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies			
	National Capital Region	52.9 2016	76.5 2018	NDRRMC, OCD
	Cordillera Autonomous Region	94.0 2016	97.5 2018	NDRRMC, OCD
	Region I	44.8 2016	100.0 2018	NDRRMC, OCD
	Region II	100.0 2016	100.0 2018	NDRRMC, OCD
	Region III	59.0 2016	99.3 2018	NDRRMC, OCD
	Region IV-A	99.8 2016	100.0 2018	NDRRMC, OCD
	Region IV-B	82.0 2016	100.0 2018	NDRRMC, OCD
	Region V	91.0 2016	93.3 2018	NDRRMC, OCD
	Region VI	25.1 2016	20.2 2018	NDRRMC, OCD
	Region VII	100.0 2016	87.5 2018	NDRRMC, OCD
	Region VIII	100.0 2016	59.5 2018	NDRRMC, OCD
	Region IX	100.0 2016	45.3 2018	NDRRMC, OCD
	Region X	100.0 2016	85.7 2018	NDRRMC, OCD
	Region XI	100.0 2016	100.0 2018	NDRRMC, OCD
	Region XII	100.0 2016	100.0 2018	NDRRMC, OCD
	Caraga	74.4 2016	76.9 2018	NDRRMC, OCD
	ARMM	12.5 2016	53.7 2018	NDRRMC, OCD

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
Target 13.2	Integrate climate change measures into national policies, strategies and planning			
13.2.1	Number of countries that have communicated the establishment or operationalization of an integrated policy/strategy/plan which increases their ability to adapt to the adverse impacts of climate change, and foster climate resilience and low greenhouse gas emissions development in a manner that does not threaten food production (including a national adaptation plan, nationally determined contribution, national communication, biennial update report or other)¹⁰⁴	1 2016	1 2019	CCC; DENR-EMB and FMB and other related agencies
 GOAL 14. CONSERVE AND SUSTAINABLY USE THE OCEANS, SEAS AND MARINE RESOURCES FOR SUSTAINABLE DEVELOPMENT				
Target 14.5	By 2020, conserve at least 10 per cent of coastal and marine areas, consistent with national and international law and based on the best available scientific information			
14.5.1	Coverage of protected areas in relation to marine areas			
14.5.1.1	Coverage of protected areas in relation to marine areas, (total) ¹⁰⁵	220 M ha. 2016	3.08 M ha. 2019	Statistics of Philippine Protected Areas and Wildlife Resources, EMB
14.5.1.2	Coverage of protected areas in relation to marine areas, NIPAS and Locally managed MPAs ¹⁰⁶	0.6470 2016	1.4 2019	5th NR to CBD, EMB
 GOAL 15. PROTECT, RESTORE AND PROMOTE SUSTAINABLE USE OF TERRESTRIAL ECOSYSTEMS, SUSTAINABLY MANAGE FORESTS, COMBAT DESERTIFICATION, AND HALT AND REVERSE LAND DEGRADATION AND HALT BIODIVERSITY LOSS				
Target 15.1	By 2020, ensure the conservation, restoration and sustainable use of terrestrial and inland freshwater ecosystems and their services, in particular forests, wetlands, mountains and drylands, in line with obligations under international agreements			
15.1.1	Forest area as a proportion of total land area¹⁰⁷	23.4 2015	23.4 2015	Forest Resources Assessment, NAMRIA, FMB
15.1.2	Proportion of important sites for terrestrial and freshwater biodiversity that are covered by protected areas			
15.1.2.1	Proportion of important sites with poor ecosystem for terrestrial and freshwater biodiversity that are covered by protected areas	0.0033 2019	0.0033 2019	Terrestrial and freshwater biodiversity, BMB
15.1.2.2	Proportion of important sites with fair ecosystem for terrestrial and freshwater biodiversity that are covered by protected areas	0.1932 2019	0.1932 2019	Terrestrial and freshwater biodiversity, BMB

¹⁰⁴ Executive Order 174 - Philippine Greenhouse Gas Inventory Management and Reporting System (PGHGIMRS)


¹⁰⁵ These figures are currently being raised with the PSA and DENR-Environmental Management Bureau. A database referred by the University of the Philippines-Marine Science Institute shows that the latest available figure is for the year 2018 -- a total of 3,861,255.50452 hectares. On the other hand, the 2016 figure is only 3,395,474.27452 hectares, way lower than the 220 million hectares baseline from the PSA and DENR-Environmental Management Bureau. (Philippine MPA Database. (2020). <http://database.mpasupportnetwork.org/>).

¹⁰⁶ Proportion of NIPAS and locally managed MPAs to the total covered areas in relation to marine areas.


¹⁰⁷ Limited only to forest land.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
15.1.2.3	Proportion of important sites with good ecosystem for terrestrial and freshwater biodiversity that are covered by protected areas	0.5445 2019	0.5445 2019	Terrestrial and freshwater biodiversity, BMB
15.1.2.4	Proportion of important sites with excellent ecosystem for terrestrial and freshwater biodiversity that are covered by protected areas	0.2591 2019	0.2591 2019	Terrestrial and freshwater biodiversity, BMB
Target 15.2	By 2020, promote the implementation of sustainable management of all types of forests, halt deforestation, restore degraded forests and substantially increase afforestation and reforestation globally			
15.2.1	Progress towards sustainable forest management			
	Forest areas with tenure or management arrangements	2.6 M ha. 2017	2.5 M ha. 2018	Administrative data, DENR
Target 15.3	By 2030, combat desertification, restore degraded land and soil, including land affected by desertification, drought and floods, and strive to achieve a land degradation-neutral world			
15.3.1p1	Forest Cover Change (from close to open forest)	330,689 ha. 2015	330,689 ha. 2015	Administrative data, DENR
Target 15.5	Take urgent and significant action to reduce the degradation of natural habitats, halt the loss of biodiversity and, by 2020, protect and prevent the extinction of threatened species			
15.5.1	Red List Index	..	..	..
Target 15.6	Promote fair and equitable sharing of the benefits arising from the utilization of genetic resources and promote appropriate access to such resources, as internationally agreed			
15.6.1	Number of countries that have adopted legislative, administrative and policy frameworks to ensure fair and equitable sharing of benefits	..	..	..
Target 15.7	Take urgent action to end poaching and trafficking of protected species of flora and fauna and address both demand and supply of illegal wildlife products			
15.7.1	Proportion of traded wildlife that was poached or illicitly trafficked	..	..	..
Target 15.9	By 2020, integrate ecosystem and biodiversity values into national and local planning, development processes, poverty reduction strategies and accounts			
15.9.1	Progress towards national targets established in accordance with Aichi Biodiversity Target 2 of the Strategic Plan for Biodiversity 2011-2020	..	..	..
Target 15.a	Mobilize and significantly increase financial resources from all sources to conserve and sustainably use biodiversity and ecosystems			
15.a.1	Official development assistance and public expenditure on conservation and sustainable use of biodiversity and ecosystems ¹⁰⁸	\$15.97 M 2016	\$32.72 M 2018	ODA Portfolio Review, NEDA
Target 15.b	Mobilize significant resources from all sources and at all levels to finance sustainable forest management and provide adequate incentives to developing countries to advance such management, including for conservation and reforestation			
15.b.1	Official development assistance and public expenditure on conservation and sustainable use of biodiversity and ecosystems	\$15.97 M 2016	\$32.72 M 2018	ODA Portfolio Review, NEDA
Target 15.c	Enhance global support for efforts to combat poaching and trafficking of protected species, including by increasing the capacity of local communities to pursue sustainable livelihood opportunities			

¹⁰⁸ Baseline data is the total amount of ODA for the Agriculture, Agrarian Reform and Natural Resources sector.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
15.c.1	Proportion of traded wildlife that was poached or illicitly trafficked	..	..	..
<div><div><div>16</div><div>PEACE, JUSTICE AND STRONG INSTITUTIONS</div><div></div></div><div>GOAL 16. PROMOTE PEACEFUL AND INCLUSIVE SOCIETIES FOR SUSTAINABLE DEVELOPMENT, PROVIDE ACCESS TO JUSTICE FOR ALL, AND BUILD EFFECTIVE, ACCOUNTABLE AND INCLUSIVE INSTITUTIONS AT ALL LEVELS</div></div>				
Target 16.1	Significantly reduce all forms of violence and related death rates everywhere			
16.1.1	Number of victims of intentional homicide by sex and age	11,481 2016	6,866 2018	Philippine National Police
16.1.s1	Number of murder cases	11,481 2016	6,866 2018	Philippine National Police
16.1.s.2	Monthly average index crime rate	11.3 2016	6.2 2018	Philippine National Police
Target 16.5	Substantially reduce corruption and bribery in all their forms			
16.5.1	Proportion of persons who had at least one contact with a public official and who paid a bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months	..	..	..
16.5.1p1	Percentage of families that were asked to give bribe or grease money by a government official with whom they transacted, by type of service			
16.5.1p1.1	Availing of social services	3.0 2016	1.6 2017	National Household Survey on Experience with Corruption in the Philippines, Office of the Ombudsman
16.5.1p1.2	Payment of taxes and duties	0.5 2016	1.0 2017	
16.5.1p1.3	Access to justice	0.9 2016	2.0 2017	
16.5.1p1.4	Securing registry documents and licenses	2.5 2016	1.9 2017	
16.5.1p1.5	Any service	3.2 2016	2.5 2017	
Target 16.6	Develop effective, accountable and transparent institutions at all levels			
16.6.1	Primary government expenditures as a proportion of original approved budget			
	Economic Services	98.4 2016	99.4 2018	BESF, DBM
	Social Services	86.9 2016	86.5 2018	BESF, DBM
	Defense	87.1 2016	104.6 2018	BESF, DBM
	General Public Services	91.6 2016	96.0 2018	BESF, DBM
Target 16.7	Ensure responsive, inclusive, participatory and representative decision-making at all levels			

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
16.7.1	Proportion of positions (by sex, age, persons with disabilities and population groups) in public institutions (national and local legislatures, public service, and judiciary) compared to national distributions			
	National Government Agencies (NGAs) and State Universities and Colleges (SUCs)			
	Female	73.7 2018	73.7 2018	Government Manpower Information System (GMIS) as of FY 2018
	Male	26.3 2018	26.3 2018	Government Manpower Information System (GMIS) as of FY 2018
Target 16.8	Broaden and strengthen the participation of developing countries in the institutions of global governance			
16.8.1	Proportion of members and voting rights of developing countries in international organizations			
16.8.1.a	Proportion of membership of developing countries in international organizations			
	United Nations General Assembly	1 2016	1 2019	UN General Assembly Website, UNSD SDG Global Database
	United Nations Security Council	0 2016	0 2019	Report of the Security Council, UNSD
	United Nations Economic and Social Council	0 2016	1 2019	Report of the Economic Council, UNSD
	International Monetary Fund	1 2016	1 2019	IMF Annual Report, UNSD
	International Bank for Reconstruction and Development	1 2016	1 2019	IBRD's Discussion and Analysis and Financial Statements, UNSD
	International Finance Corporation	1 2016	1 2019	IFC Annual Report, UNSD
	Asian Development Bank	1 2016	1 2019	ADB Annual Report, UNSD
	World Trade Organisation	1 2016	1 2019	WTO Annual Report, UNSD
16.8.1.b	Proportion of voting rights of developing countries in international organizations			
	United Nations General Assembly	1 2016	1 2019	UN General Assembly Website, UNSD SDG Global Database
	United Nations Security Council	0 2016	0 2019	Report of the Security Council, UNSD
	United Nations Economic and Social Council	0 2016	1 2019	Report of the Economic Council, UNSD
	International Monetary Fund	1 2016	1 2019	IMF Annual Report, UNSD
	International Bank for Reconstruction and Development	1 2016	1 2019	IBRD's Discussion and Analysis and Financial Statements, UNSD

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
	International Finance Corporation	1 2016	1 2019	IFC Annual Report, UNSD
	Asian Development Bank	1 2016	1 2019	ADB Annual Report, UNSD
	World Trade Organisation	1 2016	1 2019	WTO Annual Report, UNSD
Target 16.9	By 2030, provide legal identity for all, including birth registration			
16.9.1	Proportion of children under 5 years of age whose births have been registered with a civil authority, by age¹⁰⁹	77.2 2016	76.2 2017	Vital Statistics Reports, PSA; 2010 Census-based Population Projections, PSA
Target 16.10	Ensure public access to information, and protect fundamental freedoms, in accordance with national legislation and international agreements			
16.10.2	Number of countries that adopt and implement constitutional, statutory and/or policy guarantees for public access to information¹¹⁰	1 2016	1 2019	eFOI, Department of Information and Communication Technology
Target 16.a	Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, for preventing violence and combatting terrorism and crime			
16.a.1	Existence of independent national human rights institutions in compliance with the Paris Principles¹¹¹	1 2016	1 2019	Commission on Human Rights
 GOAL 17. STRENGTHEN THE MEANS OF IMPLEMENTATION AND REVITALIZE THE GLOBAL PARTNERSHIP FOR SUSTAINABLE DEVELOPMENT				
Target 17.1	Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection			
17.1.1	Total government revenue as a proportion of GDP	15.2 2016	16.4 2018	National Accounts, PSA
17.1.2	Proportion of domestic budget funded by domestic taxes	74.1 2016	68.9 2018	BESF for Tax Revenues, DBM; GAA, DBM
Target 17.2	Developed countries to implement fully their official development assistance commitments, including the commitment by many developed countries to achieve the target of 0.7 per cent of ODA/GNI to developing countries and 0.15 to 0.20 per cent of ODA/GNI to least developed countries; ODA providers are encouraged to consider setting a target to provide at least 0.20 per cent of ODA/GNI to least developed countries			

¹⁰⁹ The number of registered live births does not include births that occurred in the reference year and were registered beyond the cut-off for inclusion in the Vital Statistics Reports, that is, March of the following year. Further, the population used was 2010 Census-based population projections.

¹¹⁰ Executive Order No. 2 (EO 2) is the enabling order for FOI. EO 2 operationalizes in the Executive Branch the People's Constitutional right to information. EO 2 also provides the State policies to full public disclosure and transparency in the public service. EO 2 is an important enabling mechanism to promote transparency in the government's administrative process. Through FOI, citizens are empowered to make a formal request to get information held by the government, barring certain sensitive and important data related to the nation's security. FOI complements continuing proactive information disclosure efforts where agencies are duty-bound to publish information in the spirit of openness and transparency.

¹¹¹ The Philippines Constitution of 1987 (Article XIII, Section 17) created the Commission on Human Rights (CHR) of the Philippines as an independent office with a mandate to promote the protection, respect for and enhancement of human rights. The role and functions of the Commission are set out in Executive Order No. 163 (1987). In accordance with the Paris Principles and GANHRI statute, the CHR of the Philippines is accredited as fully compliant to the Paris Principles (see http://www.ohchr.org/Documents/Countries/NHRI/Chart_Status_NIs.pdf).

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
17.2.1	Net official development assistance, total and to least developed countries, as a proportion of the Organization for Economic Cooperation and Development (OECD) Development Assistance Committee donors' gross national income (GNI)	N/A		
Target 17.3	Mobilize additional financial resources for developing countries from multiple sources			
17.3.1	Foreign direct investments (FDI), official development assistance and South-South Cooperation as a proportion of total domestic budget ¹¹²			
17.3.1.1	Foreign direct investments (FDI) ¹¹³	18.4 2016	11.5 2019	BSP-BOP Statistics; General Appropriations Act, DBM
17.3.1.2	Official Development Assistance	2.8 2016	5.8 2018	ODA Portfolio Review, NEDA; General Appropriations Act, DBM
17.3.2	Volume of remittances (in United States dollars) as a proportion of total GDP	9.7 2016	9.3 2019	BOP, BSP; National Accounts, PSA
Target 17.4	Assist developing countries in attaining long-term debt sustainability through coordinated policies aimed at fostering debt financing, debt relief and debt restructuring, as appropriate, and address the external debt of highly indebted poor countries to reduce debt distress			
17.4.1	Debt service as a proportion of exports of goods and services	9.7 2016	8.4 2019	External Debt Ratios, BSP
Target 17.6	Enhance North-South, South-South and triangular regional and international cooperation on and access to science, technology and innovation and enhance knowledge sharing on mutually agreed terms, including through improved coordination among existing mechanisms, in particular at the United Nations level, and through a global technology facilitation mechanism			
17.6.2	Fixed Internet broadband subscriptions per 100 inhabitants	2.1 2016	3.7 2018	Administrative Data, NTC
Target 17.8	Fully operationalize the technology bank and science, technology and innovation capacity-building mechanism for least developed countries by 2017 and enhance the use of enabling technology, in particular information and communications technology			
17.8.1	Proportion of individuals using the Internet			
17.8.1.1	Proportion of population with exposure to social interaction in the internet	43.9 2013	43.9 2013	FLEMMS, PSA
17.8.1.2	Proportion of population with exposure to research work/study in the internet	42.2 2013	42.2 2013	FLEMMS, PSA
Target 17.9	Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the sustainable development goals, including through North-South, South-South and triangular cooperation			
17.9.1	Dollar value of financial and technical assistance (including through North-South, South-South and triangular cooperation) committed to developing countries	N/A		
Target 17.18	By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts			

¹¹² US Dollar exchange rate in 2016 is Php 47.4925, while that of 2017 is Php 50.4037 (Philippine Peso per US Dollar - Daily, BSP).

¹¹³ Foreign direct investments (FDI) for 2019 only covers January to November 2019.

Goals/Targets/Indicators		Baseline	Latest	Data Source Agency
17.18.2	Number of countries that have national statistical legislation that complies with the Fundamental Principles of Official Statistics ^{114,115}	1 2013	1 2019	PSA
17.18.3	Number of countries with a national statistical plan that is fully funded and under implementation, by source of funding ¹¹⁶	1 2016	1 2019	PSDP, PSA
Target 17.19	By 2030, build on existing initiatives to develop measurements of progress on sustainable development that complement gross domestic product, and support statistical capacity-building in developing countries			
17.19.1	Dollar value of all resources made available to strengthen statistical capacity in developing countries	₱ 2.05 M 2014	₱ 2.05 M 2014	CRESS, PSA
17.19.2	Proportion of countries that (a) have conducted at least one population and housing census in the last 10 years; and (b) have achieved 100 per cent birth registration and 80 per cent death registration			
17.19.2.1	Proportion of countries that have conducted at least one population and housing census in the last 10 years ¹¹⁶	1 2015	1 2015	PSA
17.19.2.2	Proportion of countries that have achieved 100 per cent birth registration and 80 per cent death registration			
	Achieved 100 per cent birth registration	0 2016	0 2016	PSA
	Achieved 80 per cent death registration	1 2016	1 2016	PSA

Acronyms used in this Annex:

ADB	Asian Development Bank
AHTN	ASEAN Harmonized Tariff Nomenclature
APIS	Annual Poverty Indicators Survey
AQMS	Air Quality Management Section
BESF	Budget of Expenditures and Sources of Financing
BMB	Biodiversity Management Bureau
BOP	Balance of Payments
BSP	Bangko Sentral ng Pilipinas
CAAP	Civil Aviation Authority of the Philippines
CCC	Climate Change Commission
CHECKS	CHED Electronic Collection & Knowledge System
CHED	Commission on Higher Education
CIAC	Clark International Airport Corporation

¹¹⁴ Republic Act No. 10625, An Act Reorganizing the Philippine Statistical System, Repealing for the Purpose Executive Order Numbered One Hundred Twenty-One, Entitled "Reorganizing and Strengthening the Philippine Statistical System and for Other Purposes," otherwise known as the "Philippine Statistical Act of 2013"

¹¹⁵ Executive Order No. 352, Designation of Statistical Activities That Will Generate Critical Data for Decision-Making of the Government and the Private Sector, stipulates the conduct of census on population and housing every 10 years and mid-decade census primarily to update the population count in all barangays nationwide.

¹¹⁶ Republic Act (RA) No. 10625 or the Philippine Statistical Act of 2013 mandates the Philippine Statistics Authority (PSA) to prepare, in consultation with the PSA Board, a Philippine Statistical Development Program (PSDP). The latest PSDP is the PSDP 2018-2023.

COMELEC	Commission on Elections
CPA	Cebu Ports Authority
CRESS	Country Report on Support to Statistics
DAR	Department of Agrarian Reform
DBM	Department of Budget and Management
DENR	Department of Environment and Natural Resources
DepEd	Department of Education
DILG	Department of the Interior and Local Government
DOE	Department of Energy
DOH	Department of Health
DOST	Department of Science and Technology
DSWD	Department of Social Welfare and Development
EBEIS	Enhanced Basic Education Information System
eFOI	Electronic Freedom of Information
EMB	Environmental Management Bureau
EPIMB	Electric Power Industry Management Bureau
EPPB	Energy Policy and Planning Bureau
ERSD, COMELEC	Election Records and Statistics Department Commission on Elections
FIES	Family Income and Expenditure Survey
FLEMMS	Functional Literacy, Education and Mass Media Survey
FMB	Forest Management Bureau
FNRI-DOST	Food and Nutrition Research Institute, Department of Science and Technology
GAA	General Appropriations Act
GAD	Gender and Development
GDP	Gross Domestic Product
GMMS	Gender Mainstreaming and Monitoring System
GVA	Gross Value Added
HARP	HIV/AIDS and Anti-Retroviral Therapy Registry (ART) of the Philippines
HEd	Higher Education
IBRD	International Bank for Reconstruction and Development Management
IFC	International Finance Corporation
ILO	International Labour Organization
IMF	International Monetary Fund
LFS	Labor Force Survey
LRMC	Light Rail Manila Corporation
LRTA	Light Rail Transit Authority
LWUA	Local Water Utilities Administration
MCIAA	Mactan-Cebu International Airport Authority
MIAA	Manila International Airport Authority
MPA	Marine Protected Areas
MRT3	Manila Metro Rail Transit System Line 3
NAMRIA	National Mapping and Resource Information Authority

NAT	National Achievement Test
NDHS	National Demographic and Health Survey
NDRRMC	National Disaster Risk Reduction and Management Council
NEDA	National Economic and Development Authority
NIPAS	National Integrated Protected Areas System
NNS	National Nutrition Survey
NR to CBD	National Report to the Convention on Biological Diversity
NTC	National Telecommunications Commission
OCD	Office of the Civil Defense
ODA	Official Development Assistance
PCW	Philippine Commission on Women
PDRI	Philippine Dietary Reference Intakes
PNP	Philippine National Police
PNR	Philippine National Railways
PPA	Philippine Ports Authority
PRC	Professional Regulation Commission
PSA	Philippine Statistics Authority
PSDP	Philippine Statistical Development Plan
RBCO-DENR	River Basin Control Office, Department of Environment and Natural Resources
REAMD	Rural Electrification Administration Management Division
TESDA	Technical Education and Skills Development Authority
TVET	Technical-Vocational Education and Training
UNSD	United Nations Statistics Division
WASH	Water, Sanitation and Hygiene
WDDSP	Water District Development Sector Project
WTO	World Trade Organization

Annex B. Indigenous Peoples' Access to Safe water and Sanitation, 2010

		Access to safe water		Access to sanitary toilet facility	
	2010 Population	With access	Percent	With access	Percent
Non-Muslim IPs					
Abelling/Abellen/Aberling/					
Aborlin	5,285	3,275	62.0	2,916	55.2
Adasen	8,223	5,542	67.4	5,950	72.4
Aeta/Ayta	46,586	21,722	46.6	24,847	53.3
Agta	12,640	5,563	44.0	7,970	63.1
Agta-Cimaron	3,829	2,945	76.9	3,000	78.3
Agta-Agay	1,626	604	37.1	438	26.9
Agta-Dumagat	2,287	1,128	49.3	1,525	66.7
Agta-Tabangnon	21,440	13,486	62.9	13,211	61.6
Agta-Taboy	762	694	91.1	523	68.6
Agutaynen	18,145	10,853	59.8	15,577	85.8
Akeanon	558,488	407,194	72.9	530,634	95.0
Alangan	17,017	8,615	50.6	5,060	29.7
Ambala	1,013	619	61.1	510	50.3
Applai	67,890	55,576	81.9	65,943	97.1
Aromanen-Manobo	6,233	2,459	39.5	4,862	78.0
Ata	16,027	6,238	38.9	7,310	45.6
Ata/Negrito	1,023	676	66.1	663	64.8
Ata-Manobo	22,667	4,480	19.8	6,846	30.2
Ati	40,429	28,017	69.3	32,562	80.5
Ayangan	58,217	36,683	63.0	37,975	65.2
B'laan/Blaan	301,562	143,633	47.6	181,699	60.3
Bago	103,299	83,524	80.9	100,180	97.0
Bagobo	60,665	44,363	73.1	50,068	82.5
Bagobo-Tagabawa	19,159	10,948	57.1	14,594	76.2
Bajao/Bajau	3,338	2,144	64.2	2,059	61.7
Balangao	16,237	13,706	84.4	14,804	91.2
Balatok	2,944	2,717	92.3	2,649	90.0
Baliwon/Gaddang	10,096	5,698	56.4	6,991	69.2
Banao	3,612	3,394	94.0	3,241	89.7
Bangon	5,257	3,088	58.7	3,158	60.1
Bantoanon	52,635	38,238	72.6	44,013	83.6
Banwaon	9,319	4,797	51.5	6,946	74.5
Batak	2,219	1,694	76.3	1,841	83.0
Batangan	49,780	46,063	92.5	48,222	96.9
Belwang	4,472	3,905	87.3	4,238	94.8
Binongan	7,231	6,144	85.0	5,873	81.2
Bontok	56,386	46,462	82.4	50,913	90.3
Bugkalot/Ilongot	13,695	7,877	57.5	10,512	76.8
Buhid	11,982	3,191	26.6	1,737	14.5
Buhid (Bangon)	753	595	79.0	593	78.8
Bukidnon	167,610	100,821	60.2	131,647	78.5
Cagayanen	63,477	48,153	75.9	57,588	90.7

	2010 Population	Access to safe water		Access to sanitary toilet facility	
		With access	Percent	With access	Percent
Calinga	6,997	4,375	62.5	3,390	48.4
Clata/Klata	10,427	7,333	70.3	8,726	83.7
Cuyonon/Cuyonen	277,824	156,266	56.2	227,936	82.0
Diangan	12,099	8,953	74.0	10,665	88.1
Dibabawon	30,182	13,869	46.0	22,638	75.0
Dibabeen Mulitaan	564	512	90.8	547	97.0
Dibaben	3,011	2,478	82.3	2,876	95.5
Direrayaan	196	123	62.8	78	39.8
Dumagat/Alta	2,462	1,324	53.8	1,971	80.1
Dumagat	22,926	10,379	45.3	15,426	67.3
Eskaya	2,157	1,492	69.2	2,152	99.8
Gaddang	32,565	27,890	85.6	30,591	93.9
Gubang	1,126	1,068	94.8	983	87.3
Gubatnon	8,355	6,415	76.8	7,383	88.4
Guiangan	3,051	1,745	57.2	2,529	82.9
Halawodnon	2,045	1,368	66.9	1,891	92.5
Hanunuo	29,568	14,310	48.4	6,024	20.4
Henanga	16,291	11,072	68.0	14,222	87.3
Higaonon	335,567	235,935	70.3	266,486	79.4
Ibaloi/Ibaloy	188,453	121,958	64.7	164,167	87.1
Ibanag	402,999	296,304	73.5	383,028	95.0
Ibatan	9,822	8,698	88.6	9,085	92.5
Ifugao	100,980	68,823	68.2	78,945	78.2
Ilianen	3,712	1,908	51.4	1,833	49.4
Illaud	1,932	1,444	74.7	1,873	96.9
Iraya	27,298	14,512	53.2	7,632	28.0
Isinai	11,094	9,575	86.3	10,678	96.3
Isneg/Isnag/Apayao	43,893	21,567	49.1	37,000	84.3
Isoroken	1,414	1,239	87.6	1,306	92.4
Itawis	256,836	207,221	80.7	252,480	98.3
Itneg/Tingguian	47,335	37,437	79.1	44,902	94.9
Ivatan	23,892	22,327	93.4	23,317	97.6
Iwak/Iowak/Owak/I-wak	2,359	1,544	65.5	1,790	75.9
Kabayukan	250	202	80.8	230	92.0
Kabihug	1,227	211	17.2	249	20.3
Kadaklan/kachakran	5,917	4,488	75.8	5,495	92.9
Kailawan/Kaylawan	203	193	95.1	189	93.1
Kalanguya	95,465	48,421	50.7	60,240	63.1
Kalanguya-Ikalahan	1,432	1,212	84.6	1,357	94.8
Kalinga	161,355	124,776	77.3	111,238	68.9
Kamiguin	70,478	66,290	94.1	64,382	91.4
Kankanaey	359,171	265,060	73.8	323,302	90.0
Karao	2,921	2,173	74.4	2,499	85.6
Karay-a	602,417	473,567	78.6	534,527	88.7
Karulano	5,415	2,566	47.4	2,045	37.8
Kaunana	278	233	83.8	235	84.5

	2010 Population	Access to safe water		Access to sanitary toilet facility	
		With access	Percent	With access	Percent
Ke'ney or Ken-ey/Tau't-					
Bato	1,036	523	50.5	488	47.1
Kirenteken	2,327	95	4.1	850	36.5
Lahitanen	3,124	2,859	91.5	2,780	89.0
Lambangian	635	358	56.4	461	72.6
Langilan	3,368	413	12.3	507	15.1
Livunganen	1,748	718	41.1	898	51.4
Mabaka	3,294	2,965	90.0	2,647	80.4
Maeng	14,366	13,924	96.9	14,191	98.8
Magahats	1,370	367	26.8	603	44.0
Mag-anti/Mag-Antsi/Mag-anchi	1,789	1,241	69.4	651	36.4
Magbekin/Magbukon/Magbukun	493	353	71.6	374	75.9
Mag-indi	363	254	70.0	314	86.5
Magkunana	370	250	67.6	302	81.6
Majokayong	2,618	2,211	84.5	2,014	76.9
Malaueg	23,253	14,080	60.6	20,691	89.0
Mamanwa	202,606	179,704	88.7	174,555	86.2
Mandaya	299,987	190,732	63.6	245,144	81.7
Manguangan	2,867	1,652	57.6	2,049	71.5
Manobo	546,699	307,737	56.3	408,398	74.7
Manobo-Blit	2,475	310	12.5	631	25.5
Manobo-Dulangan	25,095	4,286	17.1	5,593	22.3
Mansaka	56,632	33,749	59.6	49,536	87.5
Manubo-Ubo/Manobo-Ubo	5,491	3,744	68.2	4,549	82.8
Masadiit	8,851	8,734	98.7	7,616	86.0
Matigsalog/Matigsalug	28,559	13,808	48.3	12,580	44.0
Molbog	15,835	6,323	39.9	4,128	26.1
Muyadan	3,618	3,492	96.5	3,502	96.8
Obu-Manuvu/Ubo-Manobo	15,690	7,917	50.5	10,318	65.8
Pala'wan/Palawan-o	98,209	40,645	41.4	48,105	49.0
Pan-ayanon	1,469	1,142	77.7	1,267	86.2
Panay-Bukidnon	80,526	30,304	37.6	59,531	73.9
Parananum	16,846	3,898	23.1	12,960	76.9
Pulangien/Pulangiyan	2,678	1,619	60.5	1,727	64.5
Ratagnon	1,669	1,277	76.5	1,076	64.5
Remontado	2,003	524	26.2	1,455	72.6
Sibuyan Mangyan-					
Tagabukid	6,482	3,365	51.9	4,224	65.2
Subanen/Subanon/Subanun	498,272	240,913	48.3	345,738	69.4
T'boli/Tboli	143,909	79,283	55.1	82,539	57.4
Tadyawan	4,489	1,923	42.8	1,711	38.1
Tagabawa	15,676	11,139	71.1	13,682	87.3
Tagakaulo	119,281	45,844	38.4	90,492	75.9
Tagbanua	22,735	10,854	47.7	12,223	53.8

	2010 Population	Access to safe water		Access to sanitary toilet facility	
		With access	Percent	With access	Percent
Tagbanua (Kalamianen)	4,964	1,474	29.7	2,823	56.9
Tagbanua/Calamian	6,464	2,416	37.4	2,676	41.4
Talaandig	58,098	38,164	65.7	37,799	65.1
Talaingod	1,814	603	33.2	867	47.8
Tau-buid	6,290	1,109	17.6	2,110	33.5
Teduray	104,001	34,363	33.0	64,484	62.0
Tigwahanon	7,329	4,927	67.2	4,212	57.5
Tinananen	4,429	2,784	62.9	2,967	67.0
Tuwali	81,613	62,613	76.7	65,270	80.0
Yapayao	3,415	2,960	86.7	3,336	97.7
Yogad	26,155	20,096	76.8	24,953	95.4
Zambal	205,192	152,114	74.1	188,913	92.1
Total	7,900,087	5,147,534	65.2	6,315,938	79.9
Muslim IPs					
Badjao	31,833	21,410	67.3	11,525	36.2
Iranon/Iranun/Iraynon	266,845	144,434	54.1	170,247	63.8
Jama Mapun	38,720	13,595	35.1	19,317	49.9
Kalagan	68,087	49,643	72.9	56,584	83.1
Kalibugan/Kolibugan	41,133	21,374	52.0	20,422	49.6
Sama Badjao	9,393	6,207	66.1	3,003	32.0
Sama Bangingi	73,277	33,705	46.0	25,418	34.7
Sama Laut	8,486	1,806	21.3	2,060	24.3
Sama/Samal	362,404	122,397	33.8	173,370	47.8
Total	900,180	414,570	46.1	481,946	53.5
Grand Total	8,800,267				

Source: Philippine Statistics Authority