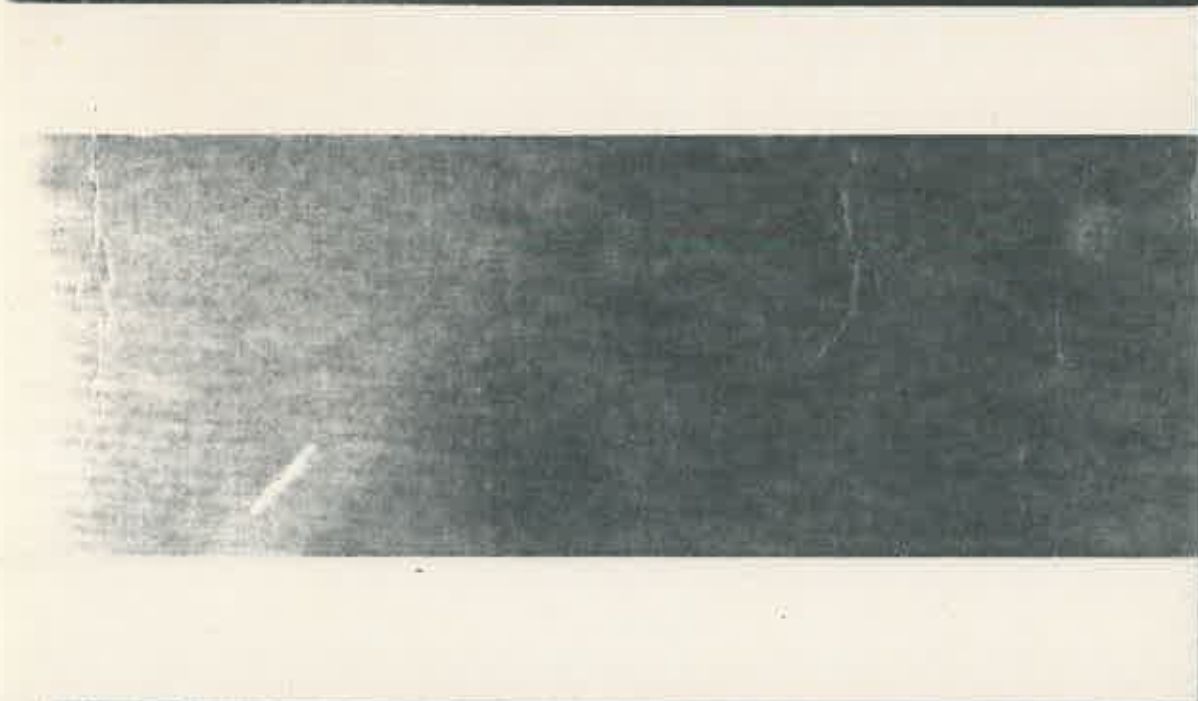
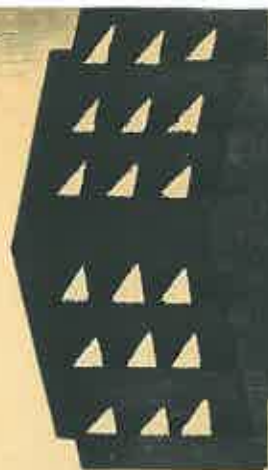


**SHELTER AND HUMAN SETTLEMENTS**  
**PHILIPPINE REPORT AND PLAN OF ACTION**



**HABITAT II**

# **SHELTER AND HUMAN SETTLEMENTS**

## **PHILIPPINE REPORT AND PLAN OF ACTION**

*HABITAT II*

Housing and Urban Development Coordinating Council  
*in cooperation with*

Department of Interior and Local Government  
Local Government Academy

United Nations Development Programme -  
United Nations Centre for Human Settlements

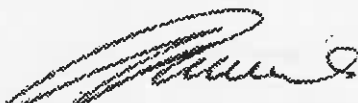
## FOREWORD

**HUMAN SETTLEMENTS** - one topic much talked and written about locally and internationally. What it is and what it should be, varies from one country to another. Some equate it to towns and cities, some have it to include villages and communities and others look at it beyond the confines of these forms of settlements to include their roles and interrelationships. Today, two decades since HABITAT in 1976 roused the consciousness of the nations world over on human settlements, it has remained a major challenge for individual countries to face and has become a global concern.

As the Philippines strives to join the ranks of the newly industrializing countries by the turn of the century, it is shaping and charting its development not only aimed at improving the quality of life of its people but at ensuring the sustainability of its towns and cities. The lessons of the past serve as its guide. Accelerating economic growth and looking after the environment at the same time, is no longer seen as an ideal but a necessity to maintain the conditions for productive and sustainable human settlements.

This **Philippine Report and National Plan of Action** embodies the country's development chart which is anchored on three dependent strategies: total human development, international competitiveness and sustainable development. These, cognizant of rural-urban interdependence, with the active partnership between and among the various levels of government, private sector, civil society and people as a key element. It is in itself a product of a multi-sectoral participatory process, drawn from various studies, fora, local summits and dialogues and existing national plans, such as the Philippine Medium-Term Development Plan, the National Physical Framework Plan and other agency plans, as well as strategies and approaches such as the minimum basic need approach, the convergence strategy and the human and ecological security strategy. The concerns for shelter, environment, infrastructure, basic services, local governance and poverty alleviation take the center stage of the plan of action. In addressing all of these concerns, the close interrelationships of population, resources and environment is a common denominator.

However, as no plan can perfectly chart developmental direction and pace at any given time, this Report and Plan of Action shall not be taken as a final document, but more as a basis for forthcoming development efforts toward creating and achieving human settlements truly reflective of the aspirations and culture of the Filipino people.



**DIONISIO C. DE LA SERNA**  
Chairman

**We** wish to extend our gratitude and appreciation for the participation and support in the preparation of this **Philippine Report and National Plan of Action** and in HABITAT II preparatory activities, to the following:

Department of Foreign Affairs  
National Economic and Development Authority  
Department of Environment and Natural Resources  
Department of Interior and Local Government  
Department of Social Welfare and Development  
Department of Agriculture  
Department of Agrarian Reform  
Department of Trade and Industry  
Department of Public Works and Highways  
Department of Transportation and Communications  
Department of Budget and Management  
Department of National Defense  
Population Commission  
Presidential Commission for the Urban Poor  
Metropolitan Manila Development Authority  
Local Government Academy  
Home Development Mutual Fund  
National Housing Authority  
Housing and Land Use Regulatory Board  
National Home Mortgage Finance Corporation  
Home Insurance and Guaranty Corporation  
League of Provinces  
League of Cities  
League of Municipalities  
University of the Philippines-School of Urban  
and Regional Planning  
Philippine Institute of Environmental Planners  
ASEAN Association on Planning and Housing  
NGO People's Forum for HABITAT II  
Bishop Businessmen Conference  
Chamber of Real Estate and Builders  
Association, Inc.  
Subdivision and Housing Developers  
Association, Inc.  
Philippine Chamber of Commerce and Industry

## ACKNOWLEDGMENT

We are likewise very grateful to the United Nations Development Programme and the United Nations Centre for Human Settlements for their invaluable assistance in this undertaking.

And finally, to the countless resource persons and participants in the regional and national consultations and to the authors of the various publications used as references in this report, including those who may have been inadvertently missed out, our sincerest thanks.

HOUSING AND URBAN DEVELOPMENT COORDINATING COUNCIL  
GOP Focal Point for HABITAT II

## TABLE OF CONTENTS

FOREWORD	i
ACKNOWLEDGMENT	ii
TABLE OF CONTENTS	iii
LIST OF TABLES	iv
<b>I. INTRODUCTION</b>	<b>1</b>
<b>II. ASSESSMENT AND PRIORITIES</b>	<b>4</b>
1. THE BROADER SETTING	4-8
1.1 Early Settlement Pattern	
1.2 Economic and Urban Growth	
1.3 Existing Functional Roles	
1.4 Land Resources and Requirements	
1.5 Settlements Policies	
1.6 Housing and Urban Development Planning and Policy-Making Bodies	
2. CURRENT CONDITIONS	18-50
2.1 Poverty, Employment and Productivity	
2.2 Infrastructure	
2.3 Environment	
2.4 Housing	
2.5 Local Government	
3. THE PAST TWENTY YEARS	50-72
4. PHILIPPINE AGENDA 21 AND PHILIPPINE SHELTER STRATEGY	72-97
5. BEST PRACTICES IN THE PHILIPPINES	97-102
6. MAJOR ISSUES	100-103
<b>III. THE NATIONAL PLAN OF ACTION</b>	<b>103</b>
1. GUIDING PRINCIPLES	104-105
2. OBJECTIVES	105
3. DEVELOPMENT POLICIES AND STRATEGIES	105
4. MONITORING AND SUPPORT SYSTEMS	136-137
5. COMMITMENTS	137-148
6. ACTIVITIES	149-174
<b>IV. INTERNATIONAL COOPERATION     AND ASSISTANCE</b>	<b>175</b>
APPENDICES	

---

**Table 1**  
**Percentage Share of Households**  
**Owning the Lot Being Occupied, 1980 and 1990**

**Table 2**  
**Availability of Land for Urban Use**

**Table 3**  
**Land Inventory/Sites for Socialized Housing**

**Table 4**  
**Land Requirements, 1993-1998**

**Table 5**  
**NSP Program Accomplishments, 1987-1992**

**Table 6**  
**Number of Beneficiary-Households**  
**and Units Financed/Value**  
**(In Philippine Pesos)**

**LIST OF TABLES**

## I. INTRODUCTION

*With urban areas growing at a rate 15 times faster than rural areas... major cities are overwhelmed with mounting demands for basic services, ...*

The country is likely to face accelerated urban growth in the coming years as it strives to join the newly industrializing countries by the turn of the century. Currently, more than half of the country's gross national product is generated in the urban areas with 77.2 percent of the gross domestic product (GDP) generated by the heavily urban-based industry and service sectors and 55 percent share of total employment. Such is expected to grow as the urban areas will continue to accommodate the surplus population of workers in rural areas. Thus, the ability of Philippine cities and rapidly urbanizing municipalities to improve the living and working conditions of the growing urban population will be critical as these areas will need new infrastructures and services, housing, jobs and economic opportunities. The urban areas as generators of wealth will undoubtedly determine the quality of life for a greater number of the population.

The Philippines has been grappling with the issues and problems of urban growth for a long time. A review of its urban history turns up many of the same problems that it has today; the only difference being, that they are more severe and more intense. With urban areas growing at a rate 15 times faster than rural areas, it is not surprising that major cities are overwhelmed with mounting demands for basic services, cleaner environment, safer neighborhoods, orderly land use, efficient transportation and communication systems and better employment opportunities.

This existing situation is intimately linked to the development approach adopted for the country. The macro-economic policies that were implemented in the past benefitted only specific areas, resulting in glaring economic disparities among the regions. Rural poverty and lack of economic opportunities spawned rural-to-urban migration that remains unabated up to this time.

Previous government efforts to address both rural and urban problems became visible in the early 1970s. The development and management of human settlements ranked high in the national agenda. These efforts, however, were not sustained and the unfavorable consequences of rapid urbanization overcame initial attempts.

---

Renewed and more vigorous actions in the urban sector have emerged in the last two years, primarily due to an expanding economy after a prolonged economic crisis that threatened the stability of the country. A more positive and enlightened view of urban areas as generators of wealth, has paved the way for a more coherent policy approach to urban development that seeks to interrelate the various components of development and take into account rural-urban linkages. The range and diversity of urban settlements in the country, i.e., from town to city to metropolis, offer limitless possibilities for efficient management and development of innovative approaches. The imperative to do things right is underscored considering the certainty that cities will play a greater role in national development in the coming years.

It is desirable for the government to create urban communities where a person's aspirations and inventiveness could flourish, where humanistic values dominate and where full use is made of individuals and the evolving partnership between government, private sector and the non-government organization-people's organization (NGO-PO) community in urban affairs. Such echoes the objectives of the Second International Conference on Shelter and Human Settlements (HABITAT II) in Istanbul, Turkey on June 03-14, 1996 being convened by the United Nations to address critical issues on the living conditions of the world's population.

## **GOP HABITAT II**

### **1. The Philippine Government's Preparations**

Being a member-country, the Philippines views its participation in the Conference not only as a commitment to the United Nations, but also as an opportunity to craft and articulate its national urban policy agenda in the coming years. The GOP-HABITAT II preparatory process seeks to effect an integration and synchronization of efforts to address shelter and human settlements issues.



***People's Forum ...has brought together national coalition of non-government organizations, grassroots/urban poor organizations and church groups working for sustainable development and social equity . . .***

The Housing and Urban Development Coordinating Council (HUDCC) which is the policy-making and coordinative body on shelter and urban development is the Focal Point for the national preparations. Participation is effected through the National Committee and the different Working Committees which have broad-based composition. The National Committee which was established in November 1994 acts as the oversight body. An Executive Committee is tasked with the preparation of the National Report and Plan of Action. Its members are the Chairpersons of the Working Committees including the designated representatives of the NGO-PO community, League of Cities, private sector, academe and other government agencies. There are eight Working Committees on identified concerns: shelter, urbanization and population, social services and infrastructure, urban economy and poverty, settlements development and management, disaster mitigation, relief and reconstruction, capability building and lastly, urban environment. Both the National and Executive Committees are chaired by the HUDCC.

A parallel effort of the NGO-PO community is being undertaken. There is a counterpart NGO-PO Focal Point dubbed the People's Forum which has brought together national coalitions of non-government organizations, grassroots/urban poor organizations and church groups working for sustainable development and social equity.

Numerous consultations were conducted primarily to generate inputs to the National Report, discuss priority issues and recommend possible courses of action. Three regional consultation workshops were held in three major cities (Metro Manila, Cebu and Davao) which culminated in a National Consultation Workshop. Prior to each of the workshops, the People's Forum conducted its own consultation, the outputs of which were presented during the aforementioned workshops. The workshop results provided, among others, the substantive elements of the National Report and Plan of Action including the declaration of the Philippine Cities Conference held in March 1996.

---

Efforts were also undertaken to mainstream into the preparatory process, the initiatives and activities currently being done by the Government. For instance, the results of the first National Housing Summit held on January 27, 1995 which sought to define prevailing shelter issues and the appropriate measures to address them are being validated through the HABITAT process. Likewise for the Philippine Action Agenda on Sustainable Development, Social Reform Agenda, Post-Beijing Platform of Action for Women, etc.

## **2. The Participants**

The GOP-HABITAT II preparations involved to the largest extent possible, many of the major actors in the urban sector. This is evidenced in the composition of the National, Executive and the Working Committees. Linkages with the private sector and the NGO-PO community likewise were established. A summary of the participants in the national and regional consultative workshop is presented as part of the Appendices.

## **1. The Broader Setting**

### **1.1 Early Settlement Pattern**

Much of the structure of settlements in the Philippines may be traced to the colonial experience of the country. Spanning over three centuries, such experience transformed a relatively scattered small native settlements into a highly centralized network of cities, towns, and barangays, according to the ecclesiastical and secular requirements of the Spanish and, to a much lesser degree, American colonial powers. This transformation was most prevalent in the lowland areas of Luzon, the Visayas, and in some parts of Mindanao.

Key church and state policies including the uprooting of indigenous communities and resettlement based on missionary objectives and tribute collection, the port of Manila's virtual monopoly of long distance trade, restrictions on local commerce, the severe neglect of insular

## **II. ASSESSMENT AND PRIORITIES**

***Urban growth immediately following the second World War followed economic trends, with the Philippines registering the highest level of urbanization in Southeast Asia in 1950, ...economy that ranked second only to Japan.***

transportation, and dendritic patterns of ecclesiastical and secular administration led to the growth of Manila as the political, economic, and religious center of the colony. By the first decade of the 20th century, as the Americans started taking over Spanish control over most of the archipelago, Manila already was the established dominant urban center.

The implementation of colonial policies more favorable to economic activities, including the opening of new ports (Iloilo, Cebu, Sulu, Zamboanga) and the Manila-Dagupan railroad during the second half of the 19th century, the repair and construction of roads and bridges, and the relative political stability that ensued after the Philippine Revolution and the Philippine-American War provided greater opportunities for settlements outside Manila to participate in regional as well as international trade. Manila, however, continued to benefit from the momentum of its dominance during the Spanish colonial period and it remained the political and economic seat of the colony. By 1939, close to the eve of the second World War, Manila's population had risen to 994,000, comprising 6.3 percent of the total population. By this time, too, much of the urban and service roles that settlements play today were already established.

## 1.2 Economic and Urban Growth

The transformation of the country's predominantly agricultural economy to one on the verge of newly industrialized status took place under an economic environment which emphasized agro-industrial development, traditional crop exports, and manufacturing.

Urban growth immediately following the second World War followed economic trends, with the Philippines registering the highest level of urbanization (27.5 percent) in Southeast Asia in 1950, and an economy that ranked second only to Japan. From the 1950s to the 1960s, the urbanization rate slowed down just as a decline in the industrial and service sectors led to weak economic growth. During this period, agriculture absorbed a large part of labor force increases through the

---

expansion of cultivated land. Urbanization accelerated in the 1970s when significant infrastructure investments and a shift in exports from traditional agricultural and natural resource commodities to non-traditional products, e.g., garments, electronics, footwear, furniture and fixtures led to a robust economic performance.

The relationship between urban and economic growth was less clear in the 1980s, as urbanization continued despite a stagnant economy. This has been explained as the result of strong rural-urban migration triggered by relative deprivation in the countryside. It has also been exacerbated by the reclassification of rural into urban areas. More studies are expected to provide some of the explanations on recent urban growth even as it is already recognized that implicit macroeconomic as well as explicit spatial policies influence the pattern and pace of urban development.

To a certain extent, the pace of urbanization also paralleled poverty levels. Since the 1950s up to the 1970s, when the country's economic growth remained above 5.0 percent, poverty incidence also declined, from about 60 percent to 45 percent. The decline slowed down in the 1980s, just as economic growth experienced a similar downturn although, as mentioned earlier, urbanization continued to pick up. Still, the tempo of urbanization in 1990 dropped to the lowest level (2.35 percent annual growth rate) since the second World War.

It is apparent, however, that the role of the urban sector in the economic growth of the country cannot be ignored. Historically, regions with high levels of urbanization have contributed more to total domestic output than regions with low urbanization levels. Recent figures show that Metro Manila and its surrounding regions, for example, which account for almost half of the Philippine urban population, contributed more than 50 percent of the gross domestic product.

***To a certain extent, the pace of urbanization also paralleled poverty levels.***

***As the country's primary urban center, Metro Manila continues to serve as the most important link to the international economy and family of nations.***

### **1.3 Existing Functional Roles**

#### **1.3.1 Metro Manila or The National Capital Region**

The dominance of Metro Manila continued well into the post-colonial era, fueled by high urban population growth rates that included large internal migration flows towards the capital city. While early post-World War II population movements (1948-1960) were dominated by migration flows towards Mindanao, later movements (1975-1989) favored the National Capital Region (NCR) as the primary destination. This followed the decline of rural-rural migration since the 1960s at the same time that urban-urban and rural-urban flows remained strong.

Metro Manila continues to have the largest concentration of population in the country, accounting for about 27 percent of the total urban population. Although this is a marked decrease from earlier decades when about one-third of the urban population resided in the NCR, it still means that a very large number of people reside and work in a very limited area. Metro Manila's population density, based on the 1990 census, is about 60 times the average density of the country.

As the country's primary urban center, Metro Manila continues to serve as the most important link to the international economy and family of nations. With an official 1990 population of almost eight million, the NCR is about eight times larger than the second largest urban agglomeration of the country (Metro Cebu). Further, its population is roughly equal to the population of the next 26 largest urban centers which include 47 cities and municipalities.

Metro Manila is the largest source of employ-

---

ment in the country. Accounting for about one third of the total domestic output, Metro Manila production grew at an annual average of 4.9 percent, higher than the national average of 3.8 percent, during the 1986-1991 period.

### 1.3.2 Regional Centers

After Metro Manila, several urban centers provide services at a regional or extra-regional level. The largest among these centers are Metro Cebu and Davao City, which service the Visayas and northern and southern Mindanao areas, respectively. These centers may be distinguished from the rest of the country's other cities by their much larger population, more varied market services, and the presence of an international airport.

Other cities that serve as regional administrative, market, and educational centers are Baguio, Dagupan, Angeles, San Fernando, Tuguegarao, Naga, Legazpi, Bacolod, Iloilo, Tacloban, Zamboanga, Cagayan de Oro, Cotabato, Butuan and General Santos.

### 1.3.3 Provincial and other Urban Centers

The rest of the country's urban centers is made up of provincial market and other sub-regional centers. Some of these settlements may have larger populations than the regional centers mentioned earlier but the services they provide are functionally limited and/or smaller in scale. Most provincial capitals fall under this category. Other urban centers either rely on provincial centers for their external supply and market needs or function as central places to constituent rural settlements.

As a whole, the country's urban centers and other settlements continue to reflect much of

***The country's urban population growth rate of 5.14 percent during the period 1980-1990 is one of the highest in the developing world.***

the traditional colonial network of cities and towns, with added or enhanced linkages that extend beyond the lowlands and to non-Christian settlements. Metro Manila, followed by Metro Cebu and Davao City, contains facilities unique to large urban agglomerations and provides services to areas that extend noticeably beyond its formal regional boundaries. At the regional and provincial center levels, however, there is greater ubiquity in terms of available services and facilities. Growth trends vary in these levels and some cities have displayed much faster and more extensive growth than others.

Since 1948, the growth of urban population has been higher than rural population. The country's urban population growth rate of 5.14 percent during the period 1980-1990 is one of the highest in the developing world. The 29 million urban population represents almost half of the Philippine population. By the year 2000, it is expected that the majority of Filipinos will be living in urban areas.

#### **1.4 Land Resources and Requirements**

The Philippines has a total land area of about 300,000 square kilometers. It is divided into three island groups: Luzon with an area of 141,000 square kilometers, Mindanao with 102,000, and the Visayas with 57,000.

Land is classified legally into (a) forest lands and (b) alienable and disposable lands. Forest lands comprise about 145,000 square kilometers while alienable and disposable lands total 155,000 square kilometers. About 3,520 square kilometers are currently utilized for urban purposes.

Given an urban population of 29.6 million, the

---

per capita share of urban land is estimated at 0.0119 hectares or 11.9 hectares per 1,000 population. Maintaining this density and using the projected urban population of 36.2 million for the year 2000, an additional 78,540 hectares of urban land will be needed to accommodate an urban population increment of 6.6 million.

Without increasing existing urban densities, the majority of the estimated additional 78,540 hectares of urban land will have to be converted from agricultural land. For transport and related economic reasons, most of the converted lands would be those bordering existing urban centers. Thus, the existing inventory of agricultural land may be expected to decline unless sufficient expansion of agricultural activities into previously uncultivated land takes place, or unless urban expansion is prohibited. Both options are unlikely. The solution to this land use will involve a combination of actions, including the use of more efficient and productive agricultural activities that require less land per unit yield, and managing the levels and distribution of demand. The conflict, however, illustrates the importance of making more efficient use of urban land in order to reduce the demand for urban land expansion. If the existing ratio of 11.9 hectares per 1,000 population is reduced to, say, eight hectares, then the required land for urban expansion will be reduced to 52,800 hectares. This means a reduction of 25,740 hectares of agricultural land to be converted. While this area is small compared to the over 12 million hectares of agricultural land presently accounted for, most of it is prime agricultural land—the type of land that is often located near urban centers.

*... using the projected urban population of 36.2 million for the year 2000, an additional 78,540 hectares of urban land will be needed to accommodate an urban population increment of 6.6 million.*

### **1.5 Settlement Policies**

Settlement growth and development enjoyed unprecedented government attention in the



***One of the most significant developments affecting settlement patterns during the 1970s and early 1980s was the establishment of regional offices of the national government.***

1970s. Land uses and settlement patterns were studied and zoning plans for most cities and municipalities were submitted for approval by the then Ministry of Human Settlements in 1975 and later, through its regulatory arm, the Human Settlements Regulatory Commission (now the Housing and Land Use Regulatory Board).

In the 1980s, as the country's urban centers continued to grow and as problems associated with such growth became more visible and apparent, and following priority given by the World Bank to sites and services improvement, Urban Loan Packages I - IV were implemented. Tondo, which contained the biggest slum colony (137 hectares occupied by 27,000 families) in the country was the project area of Urban I. Urban II or the Dagat-Dagatan Project covered 90 hectares of sites and services improvement in the city of Caloocan and municipalities of Navotas and Malabon. Urban III continued upgrading activities in Metro Manila following the popular "integrated development approach," which included the Urban BLISS Programs, infrastructure and utility improvement, and livelihood and technical assistance projects. Urban IV is also known as the Regional Cities Development Project. It focused on infrastructure improvement in four regional cities — Davao City, Cagayan de Oro, Bacolod, and Iloilo.

One of the most significant developments affecting settlement patterns during the 1970s and early 1980s was the establishment of regional offices of the national government. In dividing the archipelago into administrative regions, regional centers had to be identified and these emerged to form a new tier in the settlement hierarchy. Although identified regional centers were not of equal size or level of urban development, there was official recognition that all of them served and existed at least conceptually, between the highly-primate national capital and the relatively ubiquitous provincial

---

capitals. As regional centers, these identified cities shared the same justification to various regional-level infrastructure (regional airports, industrial centers, state universities, hospitals, other utility and service systems), as well as to the same level of investments required to establish and maintain regional branches of national offices. (Most regional administrative centers are now expected to be the focus of urban development according to the government policy of encouraging urban growth outside Metro Manila).

At present, the government is still in the process of integrating various settlement and urban development policies that have been formulated or proposed by National Economic Development Authority (NEDA), National Land Use Committee (NLUC), the Housing and Urban Development Coordinating Council (HUDCC), various sectoral agencies, and local governments into a single framework. The National Urban Development and Housing Framework (NUDHF) crafted by the HUDCC, while still subject to some refinement, is the document closest to an official urban policy. The Framework contains the following goals and objectives, policies, and strategies.

a. Goals and Objectives

- Increased national integration and cohesion through well-defined and focused policies and strategies for urban development.
- Defined roles of urban areas/cities in national development to attain rational spatial and economic growth.
- Guided rural-to-urban migration to attain proper spatial arrangements of people and their activities.

***At present, the government is still in the process of integrating various settlement and urban development policies that have been formulated ...***

---

■ Improved government efficiency and capability to manage urban development.

■ Institutionalized participation of concerned sectors (private sector, non-government organizations/people's organizations community) in urban development.

■ Improved access and availability of land for urban uses particularly for the housing needs of the urban poor and other marginalized groups.

■ Adequate, equitable, and efficient provision of urban services.

■ Protection of the natural environment and community conservation.

■ The pursuit of urban development shall proceed from a well-defined national development policy that stipulates the general direction for the country's progress.

■ The development of urban areas and cities shall be undertaken pursuant to their roles in national development as defined in a national urban hierarchy system.

A policy of dispersed urban development shall be pursued to slow down the concentration of population in large cities (e.g., Metro Manila) and induce population movements towards emerging and urbanizable areas.

Population growth and distribution shall be reduced to manageable rates through smaller family size and compact development patterns.

The growth of dominant metropolitan areas like Metro Manila, Metro Cebu, etc. shall be

---

managed/moderated. Their internal structure shall be improved through proper measures that seek to locate new growth outside of the already-congested inner cores.

Greenbelt zones shall be designated around major/large urban areas to control their growth and disperse additional urban growth to other middle-sized urban areas.

Resources and investments in transport, services and utilities shall be channelled to urban areas that are fast-growing and areas that will yield maximum economic benefits. Where necessary, investments in congested urban areas shall be aimed only at improving the quality of urban life and not at encouraging expansion.

The capacity and capability of local governments to efficiently and effectively implement urban development shall be strengthened and sustained by the national government through training and the development of simplified systems and procedures.

#### c. Development Strategy

The NUDHF recognizes that local planning initiatives and interests will determine the specific strategies to be formulated and implemented at the local and even regional levels. Towards this end, various strategies that could be employed at these levels are mentioned in the NUDHF. At the national level, a strategy of encouraging growth in urban centers outside Metro Manila and at the same time managing its growth and the surrounding regions to enhance its global competitiveness has been recognized.

***...local planning initiatives and interests will determine the specific strategies to be formulated and implemented at the local and even regional levels.***

***The task of housing and urban development planning and policy making is given to different government agencies.***

## **1.6 Housing and Urban Development Planning and Policy-Making Bodies**

The task of housing and urban development planning and policy making is given to different government agencies.

### **1.6.1 National Economic and Development Authority (NEDA)**

The NEDA serves as the economic planning agency of the government. It is responsible for formulating and coordinating fully integrated social and economic policies, plans, and programs, including the formulation of annual and medium-term public investment programs, programming of official development assistance, and monitoring and evaluation of plan implementation. Every five years, the NEDA formulates the Medium-Term Philippine Development Plan (MTPDP), the development blueprint of the country which summarizes all development goals, objectives, strategies, policies, and programs by sector. Reorganized under Executive Order No. 230 in 1987, the NEDA is composed of two separate and distinct entities: the NEDA Board and the NEDA Secretariat. The Board is composed of the President, the Director-General, the Secretariat as Vice-Chairman, and eight Department Secretaries. The powers and functions of the Authority reside in the Board. The NEDA Secretariat serves as the research and technical support arm and secretariat of the Board.

### **1.6.2 Housing and Urban Development Coordinating Council (HUDCC)**

The HUDCC is the overall policy-making and coordinating body on housing and urban development. It was created by virtue of Executive Order No. 90 in 1986, to replace and delimit the functions of the Ministry of Human Settlements.

---

The HUDCC is tasked to coordinate and monitor the activities of housing agencies and formulate policies and guidelines to ensure the accomplishment of the National Shelter Program. The key housing agencies are the National Home Mortgage Finance Corporation (NHMFC), which provides mortgage financing for housing; the National Housing Authority (NHA) which produces housing units for the lowest 30 percent of the population, develops homelots, and provides security of tenure; the Home Insurance and Guaranty Corporation (HIGC) which provides a system of guaranty, loan insurance, and other incentives to funders and lenders engaged in housing; and the Housing and Land Use Regulatory Board (HLURB) which performs regulatory functions on housing and land development. A support agency is the Home Development Mutual Fund (HDMF), the financial institution established to generate and manage the provident housing fund. One important mandate given the HUDCC and the HLURB by Republic Act 7279 (Urban Development and Housing Act) is the preparation of the National Urban Development and Housing Framework. The first edition of this Framework was completed in 1994. In its final form, it is intended to guide local governments in formulating or updating their development plans.

#### 1.6.3 National Land Use Committee (NLUC)

Instead of consolidating the task of physical planning in one entity, the NLUC was created under Letter of Instruction No. 1350 providing for the institutional framework for national physical planning. The NLUC was commissioned, in particular, to prepare and periodically revise the National Physical Framework Plan (NPFP). The NPFP has four major components: production land use, protection land use, settlements, and infrastructure.

***Various government policies, programs, and projects have implicit but significant impact on settlements in the Philippines.***

NEDA provides the necessary secretariat to NLUC. At the regional level, the Regional Land Use Committee (RLUC) has been organized to formulate a physical framework plan and coordinate physical planning.

#### 1.6.4 Local Governments

At the local level, the Local Government Code of 1991 vests most of the authority and responsibility for formulating and implementing local development plans — including land use, zoning, and investment plans—to local government units. Among its other provisions, the Code also requires local government consultation and approval for any proposed infrastructure project and encourage private sector participation in local development planning.

#### 1.6.5 Sectoral Agencies

Various government policies, programs, and projects have implicit but significant impact on settlements in the Philippines. Most of these policies and their effects on settlements are easily overlooked in the planning and development of settlements. Some of them, especially those directly affecting the economy and the manner by which markets behave in space, are probably the most influential in determining settlement patterns and growth. Among the most important are those dealing with tariffs and trade, the location of industry and tourist estates, environmental policies and programs, land reform, taxation, and government policies on privatization and market interventions. Some of these policies and plans have been integrated into sectoral master plans, including the Tourism Master Plan, the Forestry Master Plan, the Comprehensive Agrarian Reform Program, the Public Works Infrastructure Plan, as well as major development programs such as the CALABARZON Master Plan, the Northwestern Quadrangle Development Plan, the Cagayan

---

de Oro-Iligan Corridor Development Plan, and other location-specific plans.

#### 1.6.6 Private Sector

This includes corporate entities, non-government organizations, people's organizations, business groups, civic organizations and other interest groups. As mentioned earlier, the Local Government Code and other related legislations and executive orders mandate the participation of the private sector in local, regional, and national level planning.

The operation and acceleration of build-operate-transfer (BOT) for major development projects, provides opportunities for independent private sector undertakings which usually favor the bigger urban centers.

While the national to local planning cycle has been institutionalized, the capability to translate these plans into legislative agenda and concrete programs, projects and actions to be taken has to be strengthened. Secondly, the expanding role of the private sector in implementing large-scale urban development and infrastructure through build-operate-transfer should be properly managed. Government should then focus its programs and projects in rural areas where private sector is less willing to invest and in integrating and networking proposed BOT projects into the overall infrastructure network.

***While the national to local planning cycle has been institutionalized, the capability to translate these plans into legislative agenda and concrete programs, projects and actions...has to be strengthened.***

## 2. CURRENT CONDITIONS

### 2.1 Poverty, Employment And Productivity

#### 2.1.1 Urban Poverty

The country's urban poor population is about 14 million. They comprise over half (or 55 percent) of the total urban population and less than a



***The country's urban poor population is about 12 million.... over half (or 55 percent) of the total urban population and less than a fourth (or 23 percent) of the total Philippine population.***

fourth (or 23 percent) of the total Philippine population. They generally live in low-income communities, such as slums and other blighted areas.

The highest rates of urban poverty incidence (over 60 percent) are in the Eastern Visayas Region (Region VII), or Samar and Leyte provinces; Northern Mindanao (Region X); Eastern Visayas (Regions VI), comprising the islands of Panay with its four provinces, Central Visayas (Region VII), specifically, Negros Occidental and the new province of Guimaras; and, the Bicol Region (Region V) on the southeastern tip of Luzon. The lowest poverty incidence rates (over two-fifths) are found in the National Capital Region (NCR), which contains the seven cities and seven municipalities of Metro Manila; and in the cities of Region III (Olongapo and Angeles). The rank of Region III may change with the on-going eruptions of Mt. Pinatubo and the subsequent onslaughts of the lahar flows and floods during the rainy season.

Of the total urban poor population, more than half (7.9 million) live in the major urban centers (i.e., 64 cities and 76 provincial capitals). Of the 123 major urban centers (or 87.86 percent out of the 149 urban centers), 13 cities (Quezon City, Manila, Makati, Pasig, Mandaluyong, Cebu, Davao, Kalookan, Bacolod, Iloilo, Cagayan de Oro, Pasay, and Mandaue) and seven municipalities (Valenzuela, Marikina, Paranaque, Las Pinas, Malabon, Muntinlupa, and Taguig) altogether account for more than a third (or 35 percent) of the total urban poor population, with 3.6 million in the 13 cities and 1.4 million in the seven municipalities.

About three million of the total urban poor population are found in 618 slums or blighted areas. The slums increase, both in size and in numbers, by the natural growth of the existing urban

---

poor populations. The relatively high birth rates coupled with the declining death rates due to greater availability and higher quality levels of medical and health care and services available to urbanites result to higher population growth rates since these conditions or services are not available to their rural counterparts in their places of origin.

These slum communities or blighted areas are generally characterized by congestion and poor environmental conditions, dilapidated housing structures, inadequate community services and low family incomes. They are usually located near garbage dumpsites, beside railroad tracks, along river banks, creeks, and coastlines.

These environments actually expose the urban poor to risks and dangers of natural disasters, which are predictable, such as seasonal occurrences of floods, storms or typhoons, or the less predictable disasters like earthquakes, volcanic eruptions, fires or vehicular accidents, in addition to the health and sanitation risks of a dirty environment. The "choice" or location of the urban poor in such high risk sites, where they are most vulnerable and exposed, are motivated by their proximity to sources of livelihood and the availability of vacant marginal lots.

Rural-urban migration can also explain the prevalence of rural values and practices in growing urban centers where the rural migrants concentrate. These enclaves located in urban subcommunities or mini-communities tend to form in the urban poor areas and expand as initial migrations are followed by relatives, friends and acquaintances who settle in the same places, in order to increase their chances of surviving or coping with their new surroundings.

The typical urban poor family has six members. Regardless of family size, most of them inhabit

***Rural-urban migration can also explain the prevalence of rural values and practices in growing urban centers where the rural migrants concentrate.***

***... The typical average monthly income of urban poor families in 1990 was P1,675.00 --much below the poverty line set at P2,709.00 for the urban areas in 1988.***

one-room dwelling units built with substandard, often second-hand materials such as wood, rusty corrugated iron or aluminum sheets, cardboard and discarded tires.

Most do not own the land on which their houses are built. Thus, they are called "squatters" or illegal occupants although they may be paying some kind of rent to "legitimize" their occupancy of the land, which can be private or government-owned land.

More than half (52 percent) of the urban low-income population in slum areas are employed. Of the employed, less than a fourth (23 percent) are underemployed and are still seeking additional employment, a situation not surprising at all considering that the typical average monthly income of urban poor families in 1990 was P1,675.00 — much below the poverty line set at P2,709.00 for the urban areas in 1988.

Many are workers in the informal or "gray market economy" sector including the micro-enterprises or even medium- and small-scale industries operating without government permits. They may also be involved in sub-contracting work performed in their own homes in low-capital, labor-intensive production of local consumption or export items.

The high unemployment rate among the urban poor is mainly due to the failure of the existing industries to absorb rural migrants who lack employable skills and who have to compete with the more skilled and better-educated urban labor force. Neither do they have the capital to engage in entrepreneurial ventures as an alternative to employment in industries. Metro Manila contains the bulk of the unemployed population. From 1992 to 1994, the unemployed persons in Metro Manila averaged half a million according to the Department of Labor and

---

Employment. Its unemployment rate of 16.6 percent in 1994 was the highest among the regions.

Generally, poor health and environmental conditions prevail in urban poor neighborhoods. Basic services like clean water, sanitation and solid waste disposal are lacking if not nonexistent. Very few communities have communal faucets and water is generally bought from ambulant peddlers. Only from 25 to 75 percent of slum areas are served by electricity. Such conditions do not augur well for healthy living among the urban poor. The continuing prevalence of infectious diseases, particularly respiratory/lung infections and gastro-intestinal disorders has been noted in poor communities which can be attributed to poor environmental sanitation and physical overcrowding. High infant mortality rates have been recorded for Metro Manila, Region IV and Region VII at more than 100 per 1,000 live births.

Malnutrition is also comparatively high and increasing in micronutrient deficiencies. This has adverse effect on both children's susceptibility to illness and their learning ability in school remains a serious public health problem, affecting an estimated 30 percent to over 40 percent of under six-children in the slums.

That poverty and deprivation exist in both urban and rural areas affecting roughly a third of Philippine households is a compelling reality for the Philippine Government. The inadequate and unsteady economic growth in the last decades, the adoption of inward-oriented development policies, low investments in human development, and uneven distribution of income have contri-

***Metro Manila contains the bulk of unemployed population.***

***That poverty and deprivation exist in both urban and rural areas affecting roughly a third of Philippine households is a compelling reality for the Philippine Government.***

buted largely to widespread poverty. With the launching of the Social Reform Agenda, government is seriously addressing the poverty situation. The program seeks to mobilize and coordinate the efforts of the national government, non-governmental organizations, private sector and the communities in the poverty - alleviation effort. Hand in hand with this, is the provision of greater support and incentives to the development of industries that give the highest value added, the greatest multiplier effect and greatest potential for labor and employment.

## ISSUES

While the urban poor families manage to survive by maximizing their meager resources, many seem to be languishing in deepening vicious cycle of poverty - hardship - more poverty.

### ■ Lack of education and/or employable skills

The lack of education is one of the primary causes of impoverishment among the urban poor families. While government provides free education up to the secondary level, many depressed areas and groups have not yet fully benefitted from this opportunity due to budget constraints and excessive demand from an increasing school age population. Those who fortunately get to finish the primary and/or secondary education, are still ill-equipped with employable skills that would ensure them security of tenure. Thus, they also face the threat of layoffs and terminations and are the first to go when reductions in work force are implemented.

Despite steady increases in literacy (from 72 percent in 1960 to 93 percent in 1992), the education sector continues to face the challenge of making education relevant and accessible to all, particularly the poor and certain cultural communities that are left out of the mainstream.

---

### ■ Access to formal credit facilities

The urban poor, particularly the women, have practically no access to formal credit facilities; hence, they are often dependent on loan sharks for their credit needs. A few creative cooperatives or other groups have developed some indigenous informal schemes which should be explored for possible mainstreaming into the formal credit system. This is to ensure that the poor are protected from scheming credit providers.

### ■ Population momentum, doubling time and housing requirements

If the population continues to grow at an annual rate of 2.3 percent, the present population of about 62 million will double in about 30 years and exceed 120 million by the year 2020.

Moreover, the high birth rates and decreasing death rates since World War II have resulted in a large proportion of the population under 15 years of age. This large fraction of the population has moved on to the marriageable ages and currently from the reproductively active segment of the population.

Even if we assume that replacement level fertility (about two children per woman) is reached in 1990, the population would still continue to grow for some decades because of the high concentration of women in the child-bearing ages. There will still be more births than deaths each year and it may take two or three generations (50 -70 years) before each new birth is offset by a death in the population. The tendency of the population to continue to grow even after replacement level fertility has been achieved is known as population momentum.

Thus, the housing needs of an ever-growing population will have to be addressed.

### ■ Matching affordability with housing requirement

Considering its limited resources vis-a-vis the continuing

***If the population continues to grow at an annual rate of 2.3 percent, the present population of about 62 million will double in about 30 years and exceed 120 million by the year 2020.***

***...Government cannot afford to undertake highly subsidized housing projects.***

increase in land/construction cost, government cannot afford to undertake highly subsidized housing projects. Thus, government is faced with the challenge of matching the urban poor's affordability levels with the requirements of what is perceived as decent housing by said sector. The urban poor sector clamors for bigger lot sizes and/or floor area. While this can still be met in areas outside urban centers, the problem is that most of them prefer to stay within urban centers.

■ Lack of and access to adequate health services

While in the last decade, health care has improved and reached more parts of the country particularly in urban depressed areas, the national average infant mortality rates (IMR) remained flat from the late 1970s to mid-1980s and registered at 57 per 1000 live births in 1990. Other health status indicators also show the need for more effective action and more sustained and intensified attention.

A comprehensive health program has been initiated; yet, the challenge of making health service delivery affordable generally to the marginalized and the poor, still remains.

## **2.2 Infrastructure**

Infrastructure is key to development. It provides physical facilities, both for production and distribution, and allows social interaction and economic transaction. Without it or with an inadequate supply of it, desired or potential development levels cannot be attained.

At present, the amount and type of infrastructure in the country is not adequate to address existing demand. The current deficiency is most visible and felt more strongly in large cities, particularly Metro Manila, because of the large concentration of population and activities in these areas. Transportation, communication, power and water supply, sewerage, drainage, and social infrastructure facilities do not match basic requirements, leading to inefficient and costly conduct of

---

social and economic activities.

- Inadequate infrastructure has contributed to:
- delayed delivery of goods and services;
- wastage of capacities and resources;
- unnecessary increase in production and other operating costs;
- unused production potentials;
- compromises in safety;
- environmental degradation.

The existing gap between infrastructure supply and demand could worsen considerably in urban areas if present population growth and infrastructure construction trends are maintained. The country's urban population growth rate (1980-1990) is 5.14 percent, one of the highest in the developing world, and much higher than the national average of 2.3 percent for the same period. By the year 2000, the majority of the country's projected 79 million people will be living in urban areas. This means that the infrastructure requirements of Metro Manila and the other cities will be much greater than ever, for they have to serve the transportation, communication, water, power, sewerage, drainage, and other utility requirements of a larger proportion of the additional population.

The implications of the present urban population growth trend on future infrastructure requirements are alarming. The amount of new urban areas needed to be developed and serviced in order to accommodate the projected additional urban population is roughly equivalent to 2,000 hectares per year. This is like building every year a new city one-third the size of Metro Manila and with the same density and infrastructure level.

Providing the appropriate infrastructure for the future

***The country's urban growth rate is 5.14 percent, one of the highest in the developing world.***



***The amount of new urban areas needed to be developed and serviced in order to accommodate the projected additional urban population is roughly equivalent to 2,000 hectares per year.***

will be difficult considering the large unmet demand and inadequate state of present facilities

### 2.2.1 Transportation and Communication

In Metro Manila, traffic congestion is worsening. While more and more vehicles are added to the network (about 10 percent in 1994-95), the road supply has barely increased. Average vehicle speeds in the metropolitan area have gone down to about 15 kilometers/hour. In addition, existing mass transit facilities, cannot handle ridership demand. For the rest of the country, many regional centers are experiencing traffic congestion in or close to their central business districts. This is aggravated by poor road maintenance, lack of appropriate road signs, the lack of traffic enforcement and road discipline of both motorists and pedestrians. The country's railway system, which has a large potential for inter- as well as intra-city mass transit, requires massive rehabilitation before it can provide acceptable commuter service. Many airports and ports, including the international gateway in Manila, need to be improved and expanded substantially to handle existing and future traffic. Private transport services, while providing a large employment base, are concentrated in large urban areas. Elsewhere, these are often dangerously overcrowded, ill-maintained and irregular in schedule. Smoke belching of public utility vehicles is often the main cause of air pollution in urban areas.

Prior to the Ramos Administration, the telecommunication system was monopolized by a private enterprise. The absence of competitors resulted into poor delivery of service and laxity in the implementation and development of expansion programs. In Metro Manila alone, approximately 35 percent of the population do not enjoy the services of a telephone system. Aside from this, those with telephone lines are constantly complaining about repairs and maintenance of lines. The breakdown of lines are usually caused by rains and floods (which have become inherent to Metro Manila). Long distance telephone calls usually take more than 10 minutes before connection considering the bulk of communication being exchanged between Metro Manila

---

and the provinces. It is easier to get international than local connections and the lines are sometimes clearer.

The Postal Service has improved tremendously with the onset of Project Mercury where mails within Metro Manila can be delivered within the same day. Aside from this, international mails are given a standard number of days for delivery which, again, the Philippine Postal System meets. However, the propensity of handlers to open mails from other countries, remains to be addressed effectively.

The telegraph system, on the other hand, leaves much to be desired. The RUSH telegrams which telegraph companies profess to deliver within three days usually do not meet the set schedule. These telegraph companies also rely on the internet of telephone companies for provincial communications. Backlogs in the telegraph system was at its greatest during the times when power failures were frequent.

#### 2.2.2 Water Supply

A large demand for water supply is not yet served. Only about 60 percent of Metro Manila households have direct service connections. The rest access water indirectly, through the informal sector or illegal connections, buying water from enterprising people or simply queueing for water at water points. As a whole, about 45 percent of the water is supplied by the Metropolitan Waterworks and Sewerage System (MWSS). In other urban areas outside Metro Manila, only 47 percent of households have access to Level II (public faucets) and Level III (direct household connections) water systems which are run by local water districts.

#### 2.2.3 Sewerage

Only Metro Manila is served by a centralized sewerage system. However, only about 20 percent of the metropolitan population occupying less than 5.0 percent of Metro Manila's land area have direct connections to a centralized sewer treatment facility. For the rest of Metro

---

Manila and in other settlement areas, waste water is handled by individual household septic tanks and discharged into the environment without treatment.

#### 2.2.4 Solid Waste Management

1992 figures show that about 500 metric tons of solid wastes are generated and about 1,000 tons of solid waste are uncollected everyday. Solid waste is commonly disposed in unsanitary dumping grounds. Where landfill sites are utilized, many are improperly situated and/or operated, oftentimes causing public outcry which results to serious disruptions. Existing landfills serving Metro Manila are nearing their full capacity.

#### 2.2.5 Flood Control and Drainage

Floods have been regular occurrences during the rainy season. Recent floods have resulted in greater damage because of the larger population groups now at risk and cumulative damage to the natural environment. Of Metro Manila's 635-square kilometer area, about 44 square kilometers are flood-prone. Close to half of the original 95-kilometer estero system of Metro Manila has been illegally reclaimed.

### ISSUES

Providing the infrastructure requirements of settlements is a formidable task. In addition to the aforementioned problems, some of the other issues to be resolved include:

#### ■ The lack of resources to fund infrastructure projects

At the national level, infrastructure's share of the government budget has been declining. From an 18 percent share in 1985, government allocation to transportation and communication infrastructure (road network, public transport,

---

telecommunications and postal services) dropped to 11 percent by 1992. Recent budget allocations, however, have given priority to public works, including the passage of the Public Works Act of 1995. In addition, the President has declared a list of Flagship Projects to be given priority for implementation. Another bright spot is the increasing private sector participation in infrastructure provision, especially with the passage of the Build-Operate-Transfer law. This has been most evident in the power sector and has been initiated in solid waste incineration, land reclamation and housing.

The liberalization of the telecommunications sector brought new players into the industry and various services were introduced and expanded such as: two domestic long-distance operators, nine international long-distance carriers, 10 paging services, five cellular mobile telephone services and five trunking radio services. The telephone (excluding cellular phones) density rose to 1.7 per 100 persons from 1.4 in 1992. A total of 862 municipalities (or 56 percent of total) were served by local and long distance telephone through the Public Calling Offices. International toll rates were reduced by 40 percent. A Communications Project is likewise established to provide maritime mobile service for maritime distress and safety communications, port operations, ship movements and correspondence. In addition, the Government Emergency Telecommunications System was also set up to provide a powerful communications link-up among government agencies in time of disasters and calamities. The project used a satellite technology that established voice and facsimile communications that will link Metro Manila hub stations to the rest of the countryside through 31 very small aperture satellite stations.

■ Conflicts among government infrastructure plans

This reflects the absence of an inter-sectoral, integrated infrastructure development plan with phased implementation programs and supporting financial and economic studies. An example of such conflicts is the overlapping alignments and service areas of the government's road and rail development plans for Metro Manila.

***Providing the infrastructure requirements of settlements is a formidable task.***

***A large proportion of the infrastructures requirement will continue to be in Metro Manila and the other metropolitan centers of the country.***

#### ■ Regional prioritization

A large proportion of the infrastructure requirement will continue to be in Metro Manila and the other metropolitan centers of the country. This is logical and unavoidable considering that these urban areas are the largest concentrations of population and economic activity and where demand is large and unmet. Hence, it is very likely that increased private sector participation in infrastructure construction and operation, particularly through BOT projects will be very visible in metropolitan areas. Given this scenario, government needs to offset this market bias by investing in infrastructures in relatively small but strategic markets in other less urban areas.

#### ■ Lack of monitoring and planning inputs

Data on levels of demand for and conditions of various infrastructures are lacking for many settlements outside Metro Manila. This has hampered efforts to address existing requirements as well as to anticipate and plan for future demand for transportation, communication, sewerage, drainage and other utility facilities.

#### ■ Monopoly or oligopoly infrastructure sectors

Some infrastructure sectors, including shipping, airlines, power and water supply, and to some extent telecommunications, continue to have monopoly or oligopoly markets. A few national monopolies have been dismantled, but some remain at the regional level. Increased competition may be required, whether private or public agencies are affected, to further improve efficiency and consumer service.

#### ■ Ancestral land, environment, and urban poor issue

The implementation of technically-justified infrastructure projects sometimes conflicts with ancestral land, environment and urban poor concerns.

Often the long drawnout processes of acquiring rights-of-way of infrastructure projects have contributed to the cost overruns and delays. Still, while the technical signifi-

---

cance of such infrastructure is usually acknowledged, their social impacts cannot be ignored.

### 2.3 ENVIRONMENT

Economic and urban growth can threaten the health and productivity of the entire population. As production expands and cities grow, so-too-does urban pollution including industrial waste, vehicular emissions, and inadequate water, sewerage, drainage, and solid waste services. All of these will eventually affect the rural as well as urban areas resulting in adverse health impacts and productivity losses. For example, waterborne contamination in Metro Manila is estimated to be responsible for a potential annual productivity loss of almost \$100 million. Similarly, the potential productivity impact of air pollution on the metropolitan area has been estimated to be close to \$20 million.

As expected, environmental degradation among the country's settlements is most severe in Metro Manila, although specific conditions in some cities have also reached alarming proportions. Such degradation could worsen considerably if present population growth trends are maintained and if there are no significant efforts to improve present conditions. Because the majority of the country's population will be living in urban areas (projected 79 million by the year 2000), the pressure on urban environments, especially of Metro Manila, will be much greater than previously experienced.

The kind of environmental problems that the country will face may also shift if economic growth proceeds and income levels rise as planned. A recent study shows significant correlations between income level and types of environmental problems: low levels of development and income are more closely associated with inadequate water supply, sanitation, and solid waste, while high levels relate more with industrial and energy-related pollution. For the country's settlements, as in other developing countries in the midst of economic transformation from low-income to middle-income sta-

***Economic and urban growth can threaten the health and productivity of the entire organization.***

***One thing ... recognized is that strategies and other responses to environmental problems require consideration of each settlement's unique set of ...conditions.***

tus, both types of problems will have to be dealt with.

One thing that has been recognized is that strategies and other responses to environmental problems require consideration of each settlement's unique set of physical, demographic, economic, and management conditions. Responses to environmental problems, therefore, will be specific for each settlement. Nonetheless, the following brief descriptions of the different environmental media provide an overview of the kind and magnitude of the problems that need to be addressed.

### 2.3.1 Water quality/quantity

Population growth and increasing industrialization translate into increased water demand. From 1975 to 2000, sectoral water demand is projected to increase from 12 percent to 15 percent for domestic water, and from three percent to 11 percent for industries. Water demand for the agriculture sector, however, is expected to decrease from 85 percent to 74 percent. This growing water demand, as well as inadequate waste management and other factors such as deforestation have begun to impinge on both water quantity and quality of the country's water resources.

#### ■ Inland waters

The Philippines has over 421 rivers, 58 natural lakes, and more than 100,000 hectares of freshwater swamps. Rapid increase in the country's population and increased economic activities has affected the quality of these water bodies. Sewage, sediments, pesticides, heavy metals, and toxic chemicals are threatening these resources.

For example, all of the river systems in Metro Manila (Pasig, Paranaque-Zapote, Tullahan-Tenejeros, San Juan and Marikina) are considered biologically dead except for the upper reaches of the Marikina River. This condition persists all year round, except for the Pasig River, which experiences natural flushing from

---

the Laguna de Bay during the rainy season. Domestic sources are estimated to contribute 60 percent of the water pollution in the country's major urban centers, while industry generates the remaining 40 percent. For the Pasig River, particularly, 55 percent of the total organic load comes from domestic sewage and garbage. The rest are divided among industry, municipal sources and agriculture.

Data over the past 15 years show that the dissolved oxygen (DO) content of Manila rivers has been decreasing and is well below the Department of Environment and Natural Resources (DENR) criterion for Class C rivers of mg/liter. Their Biochemical Oxygen Demand (BOD), on the other hand, exceeded the DENR criterion for Class C waters which is 10 mg/liter.

Water pollution, attributed mostly to wastes generated by the general public, is allowed to flow or discharge into the various river systems. Likewise, an assortment of industries, comprising chemical factories, paper mills, tanneries, alcohol distilleries, and food manufacturing plants discharge either untreated or partially treated water into the rivers. In the case of Pasig River, monitoring data show that levels of nutrients ( $\text{NO}_3$ ,  $\text{NO}_4$ , and  $\text{PO}_4$ ) have increased significantly. Total coliform counts have also increased in most monitoring stations.

Other river systems throughout the country have not been spared of this problem. This is particularly true for those running through areas where urban growth has accelerated. For example, in Cagayan de Oro, the Cagayan de Oro River is exhibiting increasing septicity. In Cebu, the Managa, Cotcot, Canamuan, and Sapang Daku also registered high coliform counts of 170,000 MPN/100 ml.

Laguna de Bay showcases the deteriorating conditions of the country's lakes. It has become



---

hyper-eutrophic with high levels of nutrient that regularly trigger algal blooms.

■ Coastal waters

The quality of the country's coastal waters has likewise deteriorated due to sewage and industrial effluent, oil from shipping operations, agricultural runoff and mining activities. Manila Bay epitomizes the conditions of these coastal waters. Fecal coliform counts have been noted to be very high such that many of its beaches have been declared unfit for bathing. Nearshore waters have also become unfit for fisheries and shellfish growing. Oil and grease concentrations have been observed to be very high.

■ Ground waters

Over-extraction has resulted in groundwaters going down by about 100 meters. In coastal areas, this has resulted in the salinization of aquifers and sinking of low-lying areas. Significant increases in the salinity of groundwater in the coastal areas of Metro Manila and Metro Cebu have been recorded. In Western Visayas, the water supply of Roxas City is affected by tidal salinity. Groundwater potability is threatened by salinity and bacterial contamination from domestic sewage.

### 2.3.2 Air Quality

Air quality in the country's premier cities has been steadily deteriorating for the past two decades. Sources of air pollution are either mobile (motor vehicles), or stationary (industrial plants), point sources, or area sources (dispersed sources). Pollutants include particulate matter (PM), sulfur oxides (SO<sub>2</sub>), carbon monoxide (CO), nitrogen oxides (NO<sub>x</sub>) and organic gases.

---

Motor vehicles account for a major portion of the particulate matter, nitrogen oxides, carbon monoxide, and total organic gases emitted. Diesel vehicles are major sources of soot, while gasoline engines contribute the most amount of carbon monoxide and lead. Stationary sources (industries) contribute most of the sulfur oxides. They also generate CO, fly ash, and NO<sub>2</sub>. For this sector, thermal power-generating plants are the leading sources of air pollution. For area sources, aircrafts generate large amounts of organic gases.

Air quality monitoring in the Philippines is largely confined to Metro Manila. Data gathered from 1987 to 1994 show an increasing trend for suspended particulates. At present, it has already exceeded the allowable standard concentration of 90 micrograms/cubic meter at 100 to 322 ug/Ncm. From 1974 to 1994, concentrations of sulfur dioxide have not exceeded the national ambient standard of 0.07 ppm for 24-hour exposure. As for the level of lead in the air, the concentrations have improved in all monitored areas in Metro Manila since the introduction of low-leaded and unleaded gasoline.

### 2.3.3 Land

Conversion of agricultural lands into urban and industrial uses contributes to the growing loss of some of the country's best soils. Such conversion is particularly evident in the areas surrounding large cities and fastgrowing towns such as Metro Manila, Cebu, Iloilo, and Davao. Other areas in Cavite, Pampanga, Rizal, and Laguna are following suit.

Solid waste disposal has also resulted in environmental degradation of dump grounds and landfill sites. At present, per capita waste generation is estimated at 0.64 kg. This amounts to approximately 6,100 tons of solid waste gen-

***Conversion of agricultural lands into urban and industrial areas contributes to the growing loss of some of the country's best soils.***

---

erated in Metro Manila alone. For other cities like Baguio, Olongapo, and Batangas City, daily per capita generation is between 0.5 - 0.7 kg.

## ISSUES

A large proportion of the infrastructures requirement will continue to be in Metro Manila and the other metropolitan centers of the country.

In addition to issues mentioned earlier, the following have been identified as specific environment-related issues that need to be addressed:

■ Weak integration of urban environmental management with urban/settlement planning

At present, there is a lack of appreciation of environmental issues such that the requirements of environmental management have not been integrated with the practice of urban planning. Part of the problem is related to the lack of technical expertise and basic information to enable such integration. This is reflected in the lack of practical environmental planning standards and guidelines available to planners.

■ Increased industrial pollution as a result of economic growth

An anticipated result of continued economic growth is an increase in industrial pollution which is tolerated because of the need for more employment and income opportunities. To some extent, this could be aggravated by unnecessary or avoidable importation of industrial waste. In addition, the private sector has yet to substantially internalize environmental costs and benefits in its investment and management decisions.

---

■ Enforcement of existing environmental laws and regulations

Despite attempts to improve enforcement, many existing laws and regulations affecting the use and pollution of water, land, and air resources have not been able to serve as deterrents to polluters.

POLICY REFORM

■ Continuing need for environmental policy updates

Various outstanding environmental management issues require some policy reforms because of new conditions, new information based on the experiences of other countries, new technology, and other government policies that have implicit but significant impact on the environment. Studies are needed to assess the feasibility and effect of introducing, for example, water pricing and effluent charges; emission charges; sewage treatment subsidies; incentives to promote clean fuel and vehicle maintenance, biodegradable materials, and recycling; privatization of waste disposal; property rights reform; demand management; alternative methods of influencing and managing land development; and other possible policies that affect pollution, access to environmental infrastructure and services, and resource losses.

■ Need for disaster mitigation

To date, government seems to be reactive in dealing with various disasters or environmental hazards faced by the country. Consequently, the public is hardly aware of the measures to take when the effects of disasters are already experienced, leading to loss of lives, properties, and livelihood. There is a need, therefore, to pursue disaster mitigation planning, programs, and

***The acute shortage in housing in major urban centers, ... is the result of influx of migrants from rural and less urban areas, not to mention, the increase in natural population growth...***

projects. These include building stock inventories, and local geologic studies, decentralizing hazard mapping, seismic zonation analysis, rezoning, and conducting utility networks.

## **2.4 Housing**

### **2.4.1 Housing Needs**

The present housing situation in the country reflects to a large extent the rapid pace of urbanization. The acute shortage in housing in major urban centers, particularly Metro Manila, is the result of the influx of migrants from rural and less urban areas, not to mention the increase in natural population growth. The housing problem is not just a problem of quantities or the provision of affordable and decent dwelling units for the present and future population, but it is also a problem of quality or the physical and environmental conditions of living areas.

Based on the 1990 Census on Population and Housing, the government is confronted with a total of 3.8 million households (HH) needing housing, 78 percent (2.9 million HH) of which are in urban areas which include Metro Manila and large cities. This huge housing need is broken into: (a) 1.5 million HH needing new housing as a result of household creation; (b) 444,000 HH resulting from doubled-up HH; (c) 1.3 million needing improvements as they are substandard and unfit for human habitation; (d) 422,000 HH needing to be relocated; and (e) 7,000 HH literally homeless or those practically living in pushcarts, parks, streets. However, with the recent natural calamities that struck the country like the earthquake in July 1990, Mt. Pinatubo eruption in 1991 and the ensuing lahar flows and floods brought about by heavy rains and strong typhoons, the latest of which was Typhoon Angela (local name: Typhoon Rosing), these figures have definitely

---

increased. The upward trend will persist even more as the average number of persons per household is expected to shrink in the coming years because of the rising trend in mobility and lifestyle changes.

The imperative need for land is very visible with the proliferation of squatter colonies in urban centers/areas. In 1992, about 224,000 squatter families in Metro Manila alone were occupying danger areas, e.g., waterways, railroad tracks. Today, the Presidential Commission for the Urban Poor (PCUP) reports that this number has grown to about 700,000 families. Nationwide, there are a total of two million squatters.

#### 2.4.2 Affordability

The preliminary results of the 1994 NSO Family Income and Expenditures Survey recorded an average family income of P83,833.00 (US\$3,105; US\$1.00 = P27.00), increasing by 28.6 percent from the 1991 average family income of P65,186.00. The income improvement for 1991-1994, however, paled in comparison to the income increase from the 1988-1991 period which was placed at 61.3 percent or an annual increase of 17.3 percent.

In 1991, families in the urban areas recorded an average annual income of P89,571.00, while those in the rural areas registered an average of P41,199.00.

The average expenditures for 1994 reached P69,171 representing 82.6 percent of the family income. This expenditure level posted an increase of 33 percent from the 1991 average expenditure of P51,991.00 corresponding to 79.7 percent of the family income the said year. The percentage share of expenditures to income was lightly higher for families in the rural areas (81.8 percent) compared to families in the urban areas (78.7 percent).

***The imperative need for land is very visible with the proliferation of squatter colonies in urban centers/areas.***

---

Average family savings in real terms reached P14,662.00 in 1994 which increased by 11.1 percent from the 1991 savings of P13,195.00. The household savings rate for 1994 was 17.5 percent.

Next to expenditures on food, housing expenditures represent the second largest in the family budget. Food expenditures which recorded a share of 50.7 percent of family income in 1988 was noted to have decreased to 48.5 percent in 1991. Housing expenditures, on the other hand, increased to 13.5 percent in 1991 from 12.8 percent in 1988. In absolute terms, this means that an estimated average of P7,018.00 was spent for housing in 1991. Families in the urban areas spent an average of P11,217.00, while families in the rural areas spent an average of P2,833.00 for housing.

#### 2.4.3 Land Supply

##### a. Status of Land/Lot Tenure

In 1990, the proportion of households who owned the house and lot being occupied was 54 percent. This lot ownership rate is lower than the 62.3 percent rate recorded in 1980. It can be noted from Table 1, that Region VI posted the lowest lot ownership rate of only 35.8 percent. Regions V and VII also recorded lower ownership rates compared to the national average. The same table also indicated that except for Region III which registered an increase in percentage share of lot owners over the ten-year period, all the other regions have decreased proportionate shares.

**Table 1**  
**Percentage Share of Households**  
**Owning the Lot Being Occupied, 1980 and 1990**

Region	% Share of Lot Owners	
	1980	1990
NCR	62.8	57.4
I	80.1	67.1
II	77.4	67.1
III	56.7	57.3
IV	63.2	56.9
V	54.3	46.3
VI	44.4	35.8
VII	55.1	45.1
VIII	88.2	73.3
IX	61.2	53.5
X	67.1	51.2
XI	61.9	52.1
XII	62.8	57.9
Total	62.3	54.0

*Note: CAR is included in Regions 1 & 2. ARMM is included in Regions 11 & 12.*

**Squatter Housing.** In 1988, squatter housing units or those constructed and owned by households occupying land illegally was estimated at 2.3 percent of the total housing stock. The percentage of squatter housing was higher in the key regional cities like the NCR which posted a 4.0 percent rate, Baguio City had 10.3 percent (1990), Legazpi City had 3.0 percent (1989), and Cebu City had 3.5 percent (1988).

#### **b. Estimated Area Available For Urban Use**

Land supply for housing in identified areas classified as built-up or urban uses is approximately 2.0 percent of the total land area of the Philippines. This covers an estimated 6,000 square kilometer of land. More than half (55 percent) of the total area is distributed among urban municipalities nationwide, of which the combined 45 percent is accounted for by NCR



and other cities (Table 2).

In addition to this area, the Local Government Code authorizes the conversion of agricultural land for urban uses in the light of the rapid pace of urbanization of cities and urban municipalities. Under the Code, large cities are allowed to convert 15.0 percent of agricultural land for urban use, while first to third class cities can convert 10 percent, and urban municipalities can convert 5.0 percent. With this provision, a total of 421 square kilometers is estimated for potential conversion to urban use. About 170 square kilometers or 40 percent of this will be made available for housing.

**Table 2**  
**Availability of Land for Urban Use**

	Area	% Share
Total Land Area	300,000 km <sup>2</sup>	
Urban land use (2% of total)	6,000 km <sup>2</sup>	
Present share of urban land:		
NCR	636 km <sup>2</sup>	10.6
Large cities	998 km <sup>2</sup>	16.6
Other cities	1,062 km <sup>2</sup>	17.7
Urban municipalities	3,304 km <sup>2</sup>	55.1
Potential for conversion:		
NCR	0.0	
Large cities (15%)	150 km <sup>2</sup>	35.6
Other cities (10%)	106 km <sup>2</sup>	25.2
Urban municipalities (5%)	165 km <sup>2</sup>	39.2
Total	421 km <sup>2</sup>	100.0
Available for housing	170 km <sup>2</sup>	

*Source: National Shelter Strategy, HUDCC, 1993*

#### c) Land Inventory for Socialized Housing

As of August 31, 1995, a total of 226,375 hectares of land was included in the inventory suitable for socialized housing in compliance with the provisions of the Urban Development

and Housing Act (RA 7279). The biggest share representing about one-third of total identified area or 75,400 hectares is recorded in Region XII. This was followed by Region IV which inventoried some 60,095 hectares corresponding to 26.5 percent. Region III registered the third highest with 31,479 hectares equivalent to 14 percent. The remaining regions have inventoried areas below 20,000 hectares posting a combined 27 percent of the total as shown in Table 3.

**Table 3**  
**Land Inventory/Sites For Socialized Housing**

Region	Total Area (Has.)	% Share
NCR	1,752.69	1.00
I	57.69	0.10
II	115.20	0.05
III	31,479.67	14.00
IV	60,095.52	26.55
V	18,650.28	8.24
VI	6,709.17	3.00
VII	56.76	0.02
VIII	18,726.14	8.27
IX	9,752.59	0.25
X	374.33	0.16
XI	2,623.16	1.15
XII	75,400.33	33.30
ARMM-	481.50	0.21
Total	226,375.03	100.00

*Source: HUDCC*

#### **d) Analysis of Total Land Requirements**

Computation for land requirements considered factors like: (i) affordability levels, (ii) family income distribution of households with housing need, and (iii) undeveloped areas zoned for housing. For the plan period 1993-1998, about

20,902 hectares (209 sq.kms.) are required. As presented in Table 3, NCR requirements accounted for 26 percent of the total. Large cities are estimated to require 16 percent, while the bulk or 68 percent are required by the rest of the urban areas.

Compared to the total potential land made available for urban use, this would yield a shortage of around 18 percent of the estimated land requirements. This suggests that outside of the zoned lands for urban use, other lands should be identified for future development. Clearly, this suggests also that land will continue to be a diminishing commodity and as such will be subject to increases in price.

**Table 4**  
**Land Requirements 1993-1998**  
**(In hectares)**

Area/ Income Group	1st	2nd	3rd	4th	5th	Total
NCR	353	558	1,097	1,401	2,071	5,480
Large Cities	262	493	488	842	1,221	3,288
Other Urban Areas	1,083	1,504	1,504	2,011	6,032	12,134
Total	1,698	2,555	3,089	4,236	9,324	20,902

*Source: National Shelter Strategy, 1993*

## **2.5 Local Government**

Espousing local government autonomy, the Local Government Code (LGC) of 1991 devolves many functions to the local units which were traditionally undertaken by the national government. The Code provides for the efficient intergovernmental institutional arrangement such as the vertical linking of national, regional, provincial, city and municipal level offices, as well as the horizontal linking of the field offices of the national government agencies (NGAs) with the appropriate local

---

government units (LGUs).

The Department of the Interior and Local Government (DILG) is the cabinet department in charge of the local governments, but the various local government units (LGUs) are ultimately responsible for their own local affairs, particularly in relation to their constituents. It has what is called administrative supervision, over the LGUs. Other cabinet departments, on the other hand, may also wield technical supervision, but normally only on some technical aspects of their work. For example, the Department of Agrarian Reform is mandated with agrarian reform concerns and activities, among other things, but its technical supervision is only for the provincial or municipal agrarian reform officers, rather than the governors or mayors.

The LGC has provided for the devolution or transfer to LGUs of more powers and greater authority, for performing basic services delivery and regulatory functions, responsibilities, and the corresponding resources including transfer of the personnel and assets previously involved in these powers and functions.

These broad powers significantly altered national-local government relations. Public services in agriculture, health and other sectors, once the traditional domain of the national government, are now undertaken by the local units. However, the multi-tiered functional relationships with various national government departments are maintained by the local units.

Since the enactment of the LGC, local governments are expected to take a more proactive stance rather than their traditional reactive character. Currently, many of them are in varying stages of undertaking their traditional functions and responsibilities and reorganizing their organizational structures to respond effectively to present-day problems of urbanization. New local offices have been created to cover new functions such as land classification, preparation of comprehensive development plans and environmental protection and management.

***Since the enactment of the LGC, local governments are expected to take a more proactive stance rather than their traditional reactive character.***

---

A review of local finance undertaken in July 1993 as a component of the urban sector review revealed that local governments have limited revenues which cannot meet their increasing financial requirements. The only other source of funds aside from the real property tax is the internal revenue allotment (IRA). It is imperative, therefore, for local governments to tap other fund sources to provide basic services or plan urban infrastructure in anticipation of future growth.

Under the Code, local governments can adopt financing schemes such as:

- direct borrowing from government and private banks or other lending institutions
- enter into deferred payment plans
- avail of on-lending by National Government from foreign loan sources
- build-operate-own; build-operate-transfer schemes and its variations
- granting of local tax exemptions to induce development
- local bond flotation

Implementation of the aforesaid schemes will certainly contribute to the financial viability of the local governments.

In terms of technical capability, LGUs will need upgrading of the skill of local personnel. The educational background and technical qualifications of most staff personnel are inadequate for assuming additional responsibilities. Environmental management, marine resource management and licensing fishing vessels are several of the new responsibilities that require specific skills and training unavailable at local levels. In addition, LGUs have a very low level of technology.

---

In general, they are not prepared to shift to higher levels of technology, and if they choose to do so, it would take some time before they could effectively implement new systems. Basic levels of technology are available only to the large cities.

## ISSUES

The challenge to the LGUs to exercise their new powers and discharge their new functions, brings about new issues and problems that call for new or additional tasks and a re-ordering of their priorities.

### ■ LGU Capability

The crucial problem is how the LGUs can be better enabled in exercising their new powers and performing their new functions. The key to this lies in the efficiency of intergovernmental institutional arrangements including the process of training the appropriate LGU personnel to perform the devolved functions.

### ■ Inadequate provision of services

Of critical importance is the provision of adequate services. The inability of local governments to fully undertake the task stems from financial limitations, ineffective structures of local governments and bureaucracies and the nature of political and social institutions which must understand concepts of cost recovery, the role of the private sector and local administration efficiency.

### ■ Popular participation

One area consistently overlooked is the role of citizenry, who can play an important role in sustaining delivery systems. Popular participation is an important element to both the financial and institutional dimensions of urban delivery systems. Local governments do not have the capabilities to maintain existing delivery systems, and are not in the position to further extend themselves into new projects. Urban constituencies

***Popular participation is an important element to both the financial and institutional dimensions of urban delivery systems.***

---

must somehow contribute to the maintenance of urban delivery systems if they are to be effective and sustainable. Popular participation, therefore, must be promoted.

■ Efficient delivery system vs. controlled use of public money

Another issue is the need to strike a balance between the efficient delivery of basic services and strict control on the use of public money. Current practice tends to stress the latter strongly, even at the expense of the former. Priority actions to address this include:

- preparation of a Manual for Local Treasurers and Assessors that will reflect pertinent Local Government Code innovations
- design of a property and supply management system
- renewal of administrative inefficiencies which may lower transaction costs
- development and improvement of records management systems to smooth out the tracking of tax bills, tax delinquencies, and monitoring of tax collectors;
- defining and adoption of collection norms for treasury personnel
- study of the cost-effectiveness of local tax administration and collection
- application of "presumptive income levels" to help LGUs assess the gross annual receipts of businesses for tax collection purposes
- development and use of incentives and other forms of tax campaigns to increase tax collection, and

- 
- setting up a system to discourage tax evasion.

### **3. THE PAST TWENTY YEARS**

#### **3.1 Institutional Framework: Managing Human Settlements**

The emergence of the human settlements program in 1972 signified the Philippine government's initial involvement in an integrated approach to development. It was on September 19, 1973 that the human settlements program took concrete form with the organization of the Task Force on Human Settlements, mandated to carry out policy research, planning studies, regulation and coordination with the concerned agencies.

In 1976, the Task Force was elevated into the Human Settlements Commission through Presidential Decree (PD) 933. It was given wider concerns which included shelter systems, structure design, organization and relationships of human communities.

Finally, on June 12, 1978, the Ministry of Human Settlements (MHS) was instituted under PD 1396, essentially to oversee the delivery and fulfillment of eleven basic human needs, namely: water, food, power, livelihood, shelter, medical services, education and culture, clothing, sports and recreation, ecological balance and mobility. Initially, the MHS focused on three major functions: land use and town planning, environmental management and shelter system development. These expanded to a more comprehensive focus which aimed for the creation of self-reliant communities. Hence, the functions of community development and the provision of coordinative mechanisms to ensure generation of substantial food production capabilities, viable livelihood enterprises, alternative energy sources and adequate and affordable shelter were included in its basic needs focus.

In the succeeding years, various programs and projects were initiated on community resource mobilization,



---

shelter development, environmental renewal and development of appropriate technology. The MHS banner programs from 1979 to the early 1980s included the following: (a) *Bagong Lipunan* Sites and Services (BLISS) Program which was established through Executive Order (EO) 517, (b) National Livelihood Movement or *Kilusang Kabuhayan at Kaunlaran* (KKK) through EO 715, (c) the Community Development function which was transferred to the MHS through EO 777, and (d) *Kilusang Sariling Sikap* (KSS) through EO 1368. The KSS aimed to promote self-reliance and self-sufficiency in the communities by producing for themselves the basic necessities of life, such as food, alternative energy, medical supplies, clothing.

The National Shelter Program (NSP) was launched towards the end of 1982. It aimed at pooling the resources of concerned government agencies and the private sector into an integrative system of program implementation to address the country's shelter problems. The NSP consolidated various shelter efforts through environmental management, town planning assistance, land use regulation, shelter regulation, production, finance and marketing.

The NSP unified existing shelter-focused government agencies under the following concerns:

- a. For financing: National Home Mortgage Finance Corporation (NHMFC) which developed the secondary mortgage market system; Home Development Mutual Fund (HDMF) and Home Financing Corporation (HFC) which later became the Home Insurance Guaranty Corporation (HIGC);
- b. For regulatory functions involving land use, zoning and real estate management: Human Settlements Regulatory Commission which later became the Housing and Land Use Regulatory Board (HLRB);
- c. For housing production: Human Settlements Development Corporation (HSDC), National

---

Housing Corporation (NHC) and National Housing Authority (NHA). The HSDC and NHC were collapsed in 1987 and their functions were transferred to the other related agencies. Hence, the only agency presently taking care of direct housing production is the NHA.

At the local level, human settlements officers (HSOs) were designated in all municipalities and cities. These officers served as the liaison between the national government agencies and the local government units in the delivery of basic needs. The human settlements officers were volunteers coming from both the government and private sectors. This was eventually supported by *Kabisig* volunteers, with the added function of promoting the Filipino ideology.

### **3.2 Significant Highlights of 1972-1985**

#### **3.2.1. Development Strategies**

The development strategies started from the formulation of an integrated and a comprehensive human settlements plan at the national and regional levels, which were then translated into comprehensive development plans for the municipalities and cities. The plans were based on population, optimization of natural resources, network of settlements and the application of settlements technologies. Planned expansion was directed away from Metro Manila, through the dispersal of industries and educational institutions and countryside development. These were documented in the Physical Planning Strategy, the Manila Bay Metropolitan Region and the National Shelter Program and subsequently updated into National and Regional Multi-year Human Settlements Plan for 1977-2000. The first draft of a National Land Resource Management Code was formulated and Urban Land Reform, PD 1517, was enacted.

A conference on the Survival of Humankind rallied experts to identify and introduce appropriate settle-

---

ments technologies. Among these were the promotion, use and commercialization of biogas, coconut lumber, tree plantation for energy production and other alternative energy systems, such as solar, wave and the like.

In the middle of the period, a humanist ideology coupled with the delivery of basic needs became the object of development. A community organization and development approach was undertaken in identifying the eleven basic needs. National Resource Experts were tapped to develop standards as well as the appropriate delivery system. Networking with appropriate government agencies was accomplished through lead implementing and support agencies.

a. National Livelihood Program

Realizing the urgency of job creation, a national livelihood program became the centerpiece program of the government. The *Kilusang Kabuhayan at Kaunlaran* Program aimed to promote and inculcate the values of self-reliance, self-help and self-determination through livelihood activities at the community level. Specifically, it aimed to transform the nation's 42,000 barangays into more productive communities and establish agro-industrial estates and medium-scale industries as anchor firms for each province. Project prototypes ensured the sustainability by considering the ecological zones of the community: agro-forestry, agri-livestock, aqua-marine, waste utilization, and shelter. Small-scale projects were integrated either by an anchor firm, a major agricultural estate development or marketing assistance. At the same time, the rural housing programs were supplemented by livelihood programs. By March 1983, the various livelihood programs released the total amount of P2,348.2 million to 112,178 projects, directly employing 352,280 beneficiaries of a target of one million jobs.

At the same time, the national government accelerated its nationwide industrial estate program, with the identification and development of regional industrial estates, and later on, provincial industrial estates.

---

## b. Environmental Program

Relative to environmental management focus, the Task Force on Human Settlements started with the classification of industries into hazardous and pollutive industries and the dispersal of these industries within a 50-kilometer radius from Manila. The preparation of environmental impact assessments was initiated for major projects. The National Pollution Control Commission was established to monitor environmental quality.

At this time, waste recycling was introduced. Coastal zone management was defined. Alternative energy sources were developed, using fast growing trees, gassifier plants and bio-gas technologies.

*The Kilusang Sariling Sikap* targeted the planting of 2.0 million hectares of forest lands to energy crops for fertilizer, food and animal feeds. Some 2,564 working groups in 74 out of 75 provinces were organized for this purpose. In 504 cities and municipalities, about 99,653 households were registered as participants to the program. The MHS, in coordination with other agencies, developed relevant and appropriate environment-friendly technologies which focused on coastal, rural and ethnic areas. The KSS utilized the forest occupants for tree planting and nursery management.

A network of support input centers and training centers composed of the Bureau of Forest Development (BFD) reforestation and propagation houses, Bureau of Plant Industry (BPI) nurseries and experimental stations, and Bureau of Fisheries and Aquatic Resources (BFAR) breeding stations and fresh water hatcheries and private stock farms, were mobilized. They provided the required stock requirements and training needs of both implementors and household participants. The network also consisted of accredited training centers which included state colleges and universities, agricultural schools, Department of Education, Culture and Sports (DECS) training centers, schools of fisheries and *purok*

***Each zoning plan includes a zoning map which delineates various prescribed and standardized land uses.***

barangay halls.

### c. Land Use and Environmental Regulation

A Multi-Year Human Settlements Plan was completed by the Human Settlements Commission (which later became HSRC and HLURB) in 1977 to cover the 1978-2000 period. The plan presented the humanist ideology which places man at the center of all development efforts (as the primary resource and the primary beneficiary). It emphasized the human settlements concept and the growth center approach as a strategy for physical development and social services delivery. Environmentally critical areas were identified. Land uses were based on land suitability analysis and population demand.

This national and regional human settlements plans provided the basis for land use planning at the regional, provincial and municipal/city levels. In 1994, the National Economic Development Authority initiated the formulation of national and regional framework plans and in 1995, the provincial physical framework plans.

Town planning became the thrust of HSRC activities in 1977 onwards. This promoted innovative land development and use control measures to bring about the optimum use of land as a national resource for public welfare. The Town Planning and Zoning Assistance Program was launched and a pool of techno-aides was organized to undertake training and direct planning consultancy for the local governments. The program targeted the completion of Comprehensive Town Plans for 300 key cities and municipalities nationwide until 1984. By December 1993, 1,667 cities and municipalities had approved Comprehensive Land Use Plans and Zoning Plans/Ordinances:

Each zoning plan includes a zoning map which delineates various prescribed and standardized land uses. For Metro Manila, a consolidated zoning ordinance covering the 17 component cities and municipalities of the NCR was passed in 1981.

---

Despite being outdated, many of the land use plans and zoning ordinances that were formulated and enacted in the 1970s and early 1980s together with the National Building Code that was passed in 1974, continue to serve as official local development plans.

Many local governments are now aware of the importance of land use planning, zoning and are initiating these activities.

As indicated, land use planning is being initiated at all levels; oftentimes, subject areas are overlapping with minimal integration.

Zoning administrators were subsequently designated to oversee the enactment and implementation of the zoning ordinance at the local levels. In 1977, at the national level, a system of development controls was installed: locational clearance, development permit and license to sell was added to the building permit application system. A real estate monitoring system was established. Under the 1991 Local Government Code, the authority to give location clearance and development permits were devolved to the local government units.

Among the innovative development regulations, was the 1-kilometer strip along national highways which were controlled against strip development. Clustered developments were modelled in the *Bagong Lipunan* Sites and Services projects. *Daang Maharlika* project pushed roadside tree planting along the major highways, from Ilocos and Cagayan Provinces to Mindanao.

#### d. The National Shelter Program

Among the significant achievements of the program until the early 1980s were the implementation of the following: (i) Tondo Foreshore and Tatalon Urban Level I Development Projects, (ii) Third Urban Development Project, (iii) Slum Improvement and Resettlement Program, iv) Landed Estates Program (v) Regional In-House Project, and (vi) Regional Cities Development Projects.

***Many local governments are now aware of the importance of land use planning, zoning and are initiating these activities.***

---

The Tondo Foreshore Development Project involved the provision of livelihood opportunities alongside with decent dwelling units and the transfer of estate management capabilities to beneficiary communities. A total of 7,348 lots out of the 13,749 were titled and awarded. Through the livelihood program, 574 residents were given employment. To support these activities, an accelerated BLISS Project at Tondo Foreshore was also implemented to specifically provide house improvement, construction of roads, water and electrical supply installation assistance.

The Third Urban Development Project was implemented through the Zonal Improvement Program and targeted the upgrading of 8,251 plots in 365 sites within the National Capital Region. It was able to acquire 155.4 hectares of lands and an additional 7,738 hectares were targeted for acquisition during this period.

At the regional level, the Slum Improvement and Resettlement Program targeted the upgrading of urban slum areas specifically in the cities of Cagayan de Oro, Cebu and Davao. The Tatalon Urban BLISS Level 1 Project was another slum improvement project in NCR which covered 25.26 hectares for 14,523 people.

The Landed Estates Program identified and developed areas under Letter of Instruction (LOI) 1204 and piloted at Barrio Maimpis, San Fernando, Pampanga. Some 259 families were awarded land titles under this land distribution program for housing.

The Regional In-House Project implemented by the NHA was involved in clearing seven sites of 567 squatter families located in Iligan City and the slum improvement of Barrio Hippodrome in Manila. A total of 1,158 lots were made available for relocation and 213 residents were given employment.

The Regional Cities Development Project was organized through EO 694 with funds from the World Bank. Its mandate was to upgrade and undertake sites and

---

services delivery in selected areas on an interagency basis where NHA acts as the lead. In 1983, the upgrading program targeted a total of 6,772 lots, while the creation of sites and services was targeted for 9,233 lots. In addition, the development of other areas for industrial, commercial and communal use was also programmed for implementation at a cost of P379 million.

The Urban Land Reform Program led to the identification of more than 200 areas for priority development, which included slums and squatters areas as well as vacant lands within the Metro Manila area. Large tracts of government lands were identified and planned for more intensive land uses, and these included the military bases, the National Mental Hospital, Quezon Institute, Welfareville. Special tourism zones, such as Tagaytay-Talisay and Ternate were also identified and planned. Meanwhile, squatter solutions included a mix of on-site, relocation and resettlement schemes. The latter proved to be a failure in the short term as the relocatees abandoned the resettlement areas; however, in the long term, these resettlement areas have become viable communities.

A new housing program, identified as the *Bagong Lipunan* Sites and Services Program was developed and this included 50-unit clustered rural housing, four-storey walk-up apartments for Metro Manila, an integrated agricultural community as well as the modularization of housing components.

#### e. Developing the Shelter Finance System

To generate funds for the NSP through the Ministry of Human Settlements, (CMHS) a shelter finance system was developed to tap the funds of the private sector. The system aimed to generate massive low-cost funds and increase the leverage of housing credit. There were two significant components in the system which provided the impetus for a revived shelter production in many areas of the country. These were the secondary mortgage market system and the long-term mass savings program.



---

Through the NHMFC secondary mortgage market facility, participating banks were freed from exposure to long-term loans in order to maintain a liquidity level which allowed them to roll over funds for subsequent loans. For fund generation, NHMFC was authorized P1.0- billion worth of *Bahayan* Mortgage Participation Certificates and an additional P2.0 billion sale of *Bahayan* Certificates. By March 1983, P1.7 billion were generated from these transactions. The amount of mortgage purchases increased from P896.6 million in 1982 to P2,806 million in 1983 and reached P3,651.0 million by April 1984. By 1992, the NHMFC became insolvent because of low collection efficiency, continued expansion despite the prohibitive commercial bank rates and incomplete loan documentation for guaranty purposes.

The other key players in the system included the HDMF, Housing Finance Corporation (HFC) and accredited NHMFC private banks and financing institutions.

The Home Development Mutual Fund, otherwise known as Pag-IBIG Fund was created by PD 1530 to establish a long-term mass savings program with provident fund and housing loan features. It is implemented nationwide. The scheme involved the contribution of a set percentage of employees' monthly salaries plus an equal contribution from their employers. By the end of 1984, Pag-IBIG was able to generate around two million members and P2.074 billion of contributions from government, private sector employees and self-employed individuals. In 1987, membership in Pag-IBIG became voluntary as part of the new reforms that the newly installed government undertook. In 1994, however, RA 7742 was passed reverting mandatory membership.

#### f. Delivery of Basic Needs

The National Resource Experts identified service levels and mobilized the various agencies concerned. These experts managed and coordinated the delivery of existing programs of different government agencies at the national level while volunteer human settlements officers implemented these tasks in cities and

---

municipalities.

g. Planning and Information System

The national and regional human settlements planning and local town planning and zoning program was initiated and the National Coordinating Council for Town Planning and Zoning was organized. The initial targets were the cities and urbanizing municipalities. To support this activity, a geographic information system was developed for dissemination to the local planning teams. An interagency town planning assistance program was organized consisting of the National Economic Development Authority, the Ministry of Human Settlements, the Department of Local Government and Community Development, the Department of Finance and the Department of Budget and Management. This succeeded in assisting more than 90 percent of the cities and municipalities. Provincial and municipal planning atlases were completed which consolidated and presented planning information in map format.

**3.3 Highlights of 1986-1994 Shelter Sector Efforts**

In 1986, the Aquino Administration took a non-interventionist policy on shelter and abolished the MHS and a number of its corporate programs and systems. Among those that were discontinued is the mandatory nature of Pag-IBIG savings program. Membership and contributions were made on a voluntary basis. This significantly affected the shelter finance system, such that production financing relied mainly on the traditional government institutions such as the Social Security System (SSS) and Government Service Insurance System (GSIS). The participation of private banks and financing institutions remained very limited in terms of low-cost and long-term house financing.

The network of shelter agencies remained basically the same except for the creation of the Housing and Urban Development Coordinating Council (HUDCC) in 1986

---

which took the place of the MHS as overseer of the National Housing Program. HUDCC was limited to the following mandates: to formulate goals and strategies for housing at the national level, coordinate agencies in housing, monitor housing targets, encourage private sector participation, propose new legislation, and formulate policies for asset disposition.

A renewed recognition of the housing problems came during the latter part of President Aquino's term and the following significant legislations were enacted. Republic Act No. 7279, the Urban Development and Housing Act (UDHA) amended PD 1517 and provided for a comprehensive and continuing urban development and housing program. This law features the provision of access to land and housing by the underprivileged and homeless citizens through a number of strategies and a system of incentives to encourage private sector participation.

Republic Act No 6846 created the *Abot-Kaya Pabahay* Fund or the Social Housing Support to low-income families. Republic Act No. 7160 or the Local Government Code of 1991 devolved to local government units the provision of shelter services to their constituents. It was also during the Aquino administration that the National Shelter Program (NSP) was further strengthened by EO No. 357.

While basically adopting the shelter policy and program of the Aquino Administration, the Ramos Administration which took over in 1992 has taken a very pro-active stance and initiated bolder actions to improve housing provision particularly for the underprivileged and homeless, within the context of the broader concern of urban development and environment. Notable of these actions are the following executive and legislative issuances:

- Executive Order No. 72 (August 1993) allowed the automatic salary deduction schemes for housing loan amortization to increase collection efficiency and in turn increase the pool

---

of funds for home lending.

- EO No. 129 (October 1993) established the institutional mechanism to curtail the activities of professional squatting syndicates and professional squatters and to protect the rightful beneficiaries of various government housing programs.

- EO No. 143 (December 1993) directed the Housing and Urban Development Coordinating Council (HUDCC) to oversee the implementation of a Local Government *Pabahay* Housing Program. This aims to support LGU-initiatives in socialized housing projects through a special development loan window for direct lending to local governments.

- RA 7742 (June 1994) reverted Pag-IBIG Fund mandatory membership.

- EO 184 (June 1994) facilitated the creation/establishment of Socialized Housing One-Stop Processing Centers (SHOPCs) in all regions of the country prescribing a 90-working day processing period for socialized housing projects.

- RA 7835 or the Comprehensive and Integrated Shelter Financing Act (December 1994) ensured funding for shelter within the plan period.

These foregoing legislative acts and executive issuances resulted in the following: (a) a sharper focusing of the intended beneficiaries to the lowest three deciles of the country's income earners; (b) the inclusion of basic utilities and amenities and livelihood program in the housing package; and (c) the more active involvement of the private sector and non-governmental agencies in these programs. These have manifested Government's serious intention to help reduce the housing shortage affecting the poor.

---

### **3.4 NSP and Its Current Features**

With its basic design of coordinating and orchestrating government and private sector efforts toward addressing the acute shortage in housing, the NSP is now more focused on the needs of the lowest 30 percent of the income population.

The HUDCC acts as the highest policy-making body on shelter and provides overall direction in the implementation of the NSP. The Council is composed of 19 members, who are heads of the four key housing agencies, three fund source agencies and six representatives of the private sector.

The key housing agencies (KHAs) are: National Housing Authority (NHA), National Home Mortgage Finance Corporation (NHMFC), Home Insurance Guaranty Corporation (HIGC) and Housing and Land Use Regulatory Board (HLURB). The fund source agencies are: Home Development Mutual Fund (HDMF), Social Security System (SSS), and Government Service Insurance System (GSIS).

Private sector representatives include those from the:

- (a) urban poor, (b) land and housing developers,
- c) bankers, d) professionals, e) brokers, and
- (f) low-income beneficiaries.

The housing support agencies include the following: National Economic and Development Authority (NEDA), Department of Finance (DOF), Department of Public Works and Highways (DPWH), Department of Budget and Management (DBM), Presidential Management Staff (PMS), and Development Bank of the Philippines (DBP).

### **MAJOR SHELTER DELIVERY PROGRAMS**

The NSP adopted an integrated shelter delivery system and implemented the following major programs to ad-

---

dress the country's housing problem.

■ Development of Resettlement Sites

This involves the development of sites and serviced homelots by the NHA for families displaced from sites earmarked for government infrastructure projects or affected by or threatened by the Mt. Pinatubo eruption.

■ Community Mortgage Program (CMP)

It is a financing scheme which enables slum dwellers and residents of blighted areas, or areas for priority development to own the lot they occupy if owners are willing to sell, reblock their structures and introduce facilities or utilities like water, electricity, drainage, sewerage through a community mortgage. Under the scheme, whole plots of privately and publicly held lands are subdivided among qualified beneficiaries who are organized into a community association.

■ Direct Housing Provision

This includes the following: (a) Unified Home Lending Program (UHLP), (b) Pag-IBIG Regular Programs and (c) Special Projects.

a. Unified Home Lending Program

Provides homeownership opportunities to households who are members of any of the three government shelter financing institutions: SSS, GSIS and HDMF, through a housing loan from the NHMFC which administers the program. The loan may be used to purchase a residential lot, purchase a lot and construct a new house or dwelling unit, purchase a newly-constructed residential unit or a unit over one year old, on a first-occupancy basis, purchase existing residential units foreclosed by government agencies, or construct a new house or dwelling unit.

---

b. Pag-IBIG Regular Programs

b.1 Expanded Housing Loan Program (EHLP)

Provides homeownership to households who are members of HDMF. Similar to the loan purpose intended for UHLP, the EHLP loan may also be used for home improvement, refinancing an existing loan or redemption of foreclosed property.

b.2 Group Land Acquisition and Development (GLAD)

Provides financial assistance to organized groups of fund members for the acquisition and development of raw land or partially developed land which shall serve as the site of their housing units.

c. Special Projects

c.1 National Government Housing Project (NGCHP)

This is a special project of the Office of the President created by virtue of Proclamation Nos. 137 and 248. It provides housing to 40,736 families already settled in the proclaimed housing site.

c.2 Department of Public Works and Highways (DPWH) Projects

This is a special project that responds to the housing needs of those displaced by the implementation of infrastructure projects. The displaced families are relocated in developed sites complete with facilities and amenities.

■ Indirect Housing Provision

a. HIGC Guarantee Programs

---

- Retail Guarantee

It is extended to individual residential mortgages underwritten by private/government lending institutions to finance the purchase of housing units by homebuyers.

- Development Guarantee

It is extended to private lending institutions accredited to process developmental loans and are assured of automatic insurance coverage upon enrolment of the loan with HIGC.

- b. Municipal Finance Program

Through the Municipal *Pabahay* Bonds, the local government units are able to embark in the flotation of municipal bonds as a means to generate funds for housing or housing-related programs and projects. The HIGC guaranty fund for the *Pabahay* Municipal Bonds is a facility aimed at insuring the face value of the bonds and the interest to the extent of 8.5 percent. It is an instrument of indebtedness of the LGU backed up or secured by a pool of real estate properties issued by the LGU and conveyed to a Trustee. The proceeds of the issues will be used for the development and/or disposition of the property.

- c. Pag-IBIG Program Developmental Loan Program

It aims to create additional housing inventories by providing financial assistance at lower interest rates and easier terms to developers/proponents for the development of housing projects or construction of housing units, or both. This assistance is available to private developers, landowners, NGOs, LGUs and other related government agencies.

- Local Government *Pabahay* Program

It provides LGUs with the necessary financial support and assistance at affordable terms to fast-track the development and implementation of housing projects in their respective localities. The loan shall be used for any one or a combination of the following: (a) acquisition and development of raw land or partially developed land to serve as project site; (b) land development of a project site; and (c) construction of housing units on a fully developed project site.



---

### **3.5 NSP Program Performance and Accomplishments**

#### **1976-1985**

For 1976-1980, a total of 85,476 units were constructed, while some 204,064 units were completed from 1981-1985, registering an increase of 138 percent. Funding also increased from a level of P2.5 billion in 1976-1980 to 12.7 billion in 1981-1985. The significant increase was attributed to the setting up of a finance system integrating savings, secondary mortgage trading and credit insurance that made possible the availability of long-term mortgage packages. This system gave access to housing finance to more low-and-middle income groups.

Of the total government construction in 1980-1985, the NHA accounted for 47 percent with its sites and services (21,704 lots), resettlement (35,728 units), upgrading slum home lots (33,441 units), and economic housing projects (5,154 units) through joint venture with the private sector.

In addition to the above, some 11,132 units were constructed in the regions through urban and regional housing projects.

#### **1987-1992**

For 1987-1992, the NSP assisted the completion of 484,195 units under construction, individual mortgages, development financing and community program. These recorded a combined value of P45 billion. Housing construction component was primarily undertaken through the NHA's and HIGC programs and covered some 110,637 units (Table 5).

**Table 5**  
**Program Accomplishments for 1987-1992**

Program/Projects	Number Assisted
Sites and Services	19,204 homelots
Development	19,818 house/lots
Completed Housing	2,873 units
Medium-Rise Housing	23,054 homelots
Resettlement Program	21,107 units
Emergency Housing	24,581 units
Assistance	
Managed Assets Program	110,637 units

*Source: Housing and Urban Development Coordinating Council*

Under the Individual Mortgage Program, some 174,925 mortgages were released, amounting to a total of P31.02 billion worth of assistance. The bulk of the housing loans were mortgages taken out under the UHLP which assisted some 98,414 units. About 51 percent of this number was funded under the socialized housing package with units costing P150,000 and below for lower-income families.

In the same period, the development loan assistance program was able to cover 111,143 units of assistance provided by the shelter agencies. Community programs such as the CMP, GLAD and Cooperative Housing Program accounted for a combined 87,491 beneficiaries.

This period also saw the implementation of the *Abot-Kaya Pabahay* Fund which provides amortization support to low-income families and funds for development financing to developers for social housing. The HDMF also launched the Group/Corporate Housing Program to encourage employers to participate directly in the provision of housing facilities for their employees. The agency also implemented the Social Housing Development Program and Joint-Venture Program which are both geared towards production of low-cost housing units. The Cooperative Housing Program, on the other hand, was initiated by the HIGC to encourage non-traditional production of houses by homeowners themselves through a Community Housing Association (CHA). The HIGC extends financial and technical assistance to the CHAs.

---

Housing development regulation was eased by the HLURB to make lots and housing units affordable to more low income families and to encourage more private developers to participate in the NSP. Lower standards, such as 30-square meter homelots, six-meter road lots, water well for every 25 households became acceptable. This led to an increase in total development permits issued during the period which reached 892,277 or an average of 148,713 per year.

#### 1993 - 1995

For 1993 - 1995, a total of 433,867 households were provided with housing assistance, reflecting a 35 percent accomplishment as against the over-all target of 1.2 million households by 1998. The yearly increase to housing assistance in terms of the number of households reached reflects an average of 25 percent with the yearly accomplishments as follows: (a) 1993 with 101,969 households assisted; (b) 1994 with 147,268 households; and (c) 1995 with 184,630 households.

The efforts of HUDCC to forge binding commitments and agreements by and among the three funders with NHMFC for UHLP operations paved the way for the increasing contributions to the Unified Home Lending Program (UHLP). Contributions by the funders, namely, SSS, GSIS, and HDMF increased from P7.55 billion in 1993 to P13.5 billion in 1995, thereby assisting a total of 128,581 households.

Translating the 1993-1995 accomplishments in terms of the number of units of assistance, this period generated 533,644 units with a total combined value of P54.52 billion.

Individual mortgages constitute the largest expenditure, with P49.09 billion being expended, is assisting the completion of 289,629 units. Said program comprises the expenditures under the UHLP, HIGC's Guarantees and Securitization Programs and the Expanded Housing Loan, Pag-IBIG II, other Housing Related Loans and the Overseas Programs of HDMF. Housing production, on the other

hand, took on an expenditure of P3.12 billion, generating 74,866 units of assistance. This is undertaken mostly by NHA and HIGC. Development financing generated 113,644 units at a value of P7.81 billion and the Community Programs releasing P2.12 billion worth of assistance with 55,505 beneficiaries.

Table 6 below shows the breakdown of households reached/assisted, the number of units of housing assistance and the NSP expenditure in terms of the major housing programs.

**Table 6**  
**Number of Beneficiary-Households and Units**  
**Financed/Value (In Philippine Pesos)**

MAJOR PROGRAM	NUMBER OF BENEFICIARY-HOUSEHOLDS	NUMBER OF ASSISTED UNITS	AMOUNT (P billion)
Resettlement	24,278	24,278	1.103
Community Mortgage Program	29,923	41,423	0.769
Direct Housing Provision	167,980	246,390	33.388
Indirect Housing Provision	211,686	221,553	18.659
<b>TOTAL</b>	<b>433,867</b>	<b>533,644</b>	<b>54.520</b>

**Source :** HUDCC report.

This period also paved the way for greater access to funds with the passage of the CISFA. Said Act provides for increased funding for the housing agencies and their component programs, particularly the following:

- Resettlement Program - P5.2 billion
- Community Mortgage Program - P12.78 billion
- *Abot Kaya* Pabahay Program - P5.5 billion
- Cost-Recoverable

***Many local governments are now aware of the importance of land use planning and zoning and are initiating these activities.***

- Housing Program - P2.54 billion

In addition, the law also provides funding for two new programs, namely:

- Local Housing Program to cover Congressional Districts - P3.0 Billion
- Medium-Rise Public and Private Housing - P3.0 Billion

The Act also recapitalizes NHMFC and HIGC from P500 million to P5.5 billion and from P1 billion to P2.5 billion, respectively.

It was also during this time that housing was viewed as a vehicle and not merely the provision of a basic service for economic recovery for the following reasons:

a. Housing is an economic pump primer since every peso invested in housing results to a multiplier effect of 16.61 times. For the period 1993 - 1995, housing investments amounted to P54,520.54 billion which served to pump prime the economy. These investments are recoverable and can be recycled/re-invested through an institutionalized system of amortization and collection which is already in place in the housing sector.

b. Housing also contributes to the economy in the area of housing technology development and its application in the industry. The emergence of new housing technologies has, to a certain extent, reduced overall housing costs which directly translates to additional housing units because they are now more affordable to the homebuyers. To date, 19 technologies have been accredited and are ready for application.

Relative to development planning, the task of replanning is being spearheaded by various government entities at the national, regional, provincial and local levels pursuant to the Local Government Code. Many local governments are now aware of the importance of land use

---

planning and zoning and are initiating these activities.

#### **4. PHILIPPINE AGENDA 21 AND PHILIPPINE SHELTER STRATEGY**

##### **4.1 Philippine Agenda 21**

Agenda 21, the world's blueprint in making development socially, economically and environmentally sustainable, was adopted at the 1992 Earth Summit in Rio de Janeiro, Brazil. In response to the commitments made during the summit, and to implement AGENDA 21, the Philippine Council for Sustainable Development (PCSD) was created on September 1, 1992 by virtue of Executive Order No. 15. The PCSD is tasked to ensure that sustainable development principles are implemented, periodically monitored and coordinated.

Structurally, the PCSD operates four committees which cover the major chapters of global AGENDA 21. These committees, together with their sub-committees, are:

- Social and Economic Dimensions
- Conservation and Management of Resources for Development
  - Atmosphere
  - Biodiversity
  - Water Resources
- Role of Major Groups
- Means of Implementation
  - Science and Technology
  - Information, Education and Communications
  - Legal and Institutional Arrangements
  - Financing Arrangements

Each committee/sub-committee is co-vice chaired by representatives from both the government sector and NGO.

Specifically relating to the various aspects of Agenda 21, the following are being undertaken in the Philippines.

#### 4.1.1 Socio-Economic Dimensions

##### a. Combatting Poverty

Several research activities have been conducted to improve the methodologies, tools and techniques for poverty and income distribution analysis. These research work include : (a) Income Distribution Modelling; (b) Multi-dimensional approach to the measurement of poverty line and incidence; (c) Methodologies for an integrated analysis of past and existing policies and programs directed at poverty alleviation and improving income distribution; (d) Equity-oriented investment allocation criteria; and (e) Methodologies to study the distributive effects of government taxation and expenditure systems.

Likewise, studies on the state of poverty and inequity in the Philippines were undertaken. These studies included an overview of the state of poverty in the country, and a household survey of the lowest income groups in the Philippines, among others. Software packages for the application of improved methods for the analysis of poverty and income distribution issues on the country were also developed.

A parallel undertaking which strengthens Agenda 21 is the Social Reform Agenda (SRA). It enables people to have access to opportunities for undertaking sustainable livelihood espoused under the agenda for change. The SRA is an integrated set of major reforms to enable the citizens to : (a) meet the basic human needs; (b) widen their share of resources from which they can earn a living or increase the fruits of their labor; and (c) enable them to effectively participate in the decision-making process that affects

**Several research activities have been conducted to improve the methodologies, tools and techniques for poverty and income distribution analysis.**

---

their rights, interests and their welfare. These are reforms perceived to enhance the democratic processes. The SRA is composed of social reform packages providing programs and services for the marginalized sectors of the society.

**b. Demographic Dynamics and Sustainability**

To develop and disseminate knowledge covering the links between demographic trends and factors for sustainable development, the Philippine government has prepared framework papers for medium-and-long term planning investment programming, and for local and sectoral planning.

A comprehensive population policy review was spearheaded by the Commission on Population (POPCOM), the National Economic and Development Authority (NEDA) and the United Nations Fund for Population Activities (UNFPA). This is aimed to set into motion activities that will provide an appropriate population policy climate for sustainable development.

The Philippine Population Management Program is being implemented with the cooperation and partnership of government and non-government agencies, other groups and institutions, individuals, families and communities. The goal of the Population Management Program is to attain a better quality of life for all Filipinos through the management and maintenance of population levels that promote a balance among population, resources and environment through these strategies:

- Pursue and promote policies and measures that will ensure the attainment of rational population size, structure, composition and balanced distribution;



---

- Promote and ensure explicit, and full consideration of population and sustainable development interrelationships in policy formulation, development planning and decision-making;

- Strengthen, institutionalize and ensure greater political support of the local government units in the coordination and implementation of the local population program;

- Promote the values of responsible parenthood, delayed marriage, birth spacing and small family norm;

- Ensure maximum participation of government organizations/non-government organizations in the implementation of population and population-related program and projects.

The National Urbanization Study was also conducted to understand better the interrelationships among aspects of spatial development, employment generation, land use and urban-rural growth linkages, and to have better basis for urban development policy formulation and action.

#### c. Making Decisions for Sustainable Development

A primary task of the PCSD is to ensure that the commitments of Agenda 21 are incorporated into development plans, programs and budgets at the national, regional and local levels. A number of priority actions have already been integrated into the Medium-Term Philippine Development Plan (MTPDP), 1993-1998. The MTPDP seeks to alleviate poverty, attain social equity and achieve sustainable economic growth focusing on policy reforms which encourage the judicious use of resources.

---

The Plan seeks to integrate the environmental impact assessment (EIA) system into the project development cycle and to ensure that environmental consequences are properly taken into account in the design of major development projects.

Memorandum Order 33 was issued by the Department of Interior and Local Government (DILG) in 1992 to ensure the integration of sustainable development concerns in local plans and programs. Through the Local Government Academy (LGA), local executives are encouraged to commit themselves to, as well as participate in, the integration of sustainable development concerns in decision making. Moreover, replication of the PCSD mechanism at the local level remains one of the Council's top priorities.

To ensure active participation from the civil society in the decision-making process of the government towards sustainable development, representatives from the non-government organizations (NGOs) and people's organizations (POs) sit as members of the PCSD.

A national reforestation program, the Integrated Social Forestry Program, is being implemented to promote a strong partnership between the forest occupants and the government in food production and forest rehabilitation. This also promotes the upliftment of the socio-economic conditions of the occupants, while at the same time protecting and improving the quality of the environment.

The Environmental Impact Statement (EIS) system was established in the Philippines as early as 1978. It was established to facilitate the attainment and maintenance of a rational and orderly balance between socio-economic growth and environmental protection. It requires all

***The Council also adopted a resolution recognizing and advocating for local NGOs and POs to assume lead roles in the implementation of foreign programs and projects in environment and sustainable development.***

---

government agencies and private corporations to conduct environmental impact assessments for projects that may have adverse effects on the quality of the environment.

The Council also adopted a resolution recognizing and advocating for local NGOs and POs to assume lead roles in the implementation of foreign programs and projects on environment and sustainable development. One such program is the National Integrated Protected Areas Project (NIPAP) which is being undertaken to protect, conserve and manage terrestrial and aquatic ecosystems and biodiversity, while maintaining environmental stability and productivity of the project areas. It also seeks to safeguard and improve the livelihood of the local communities.

Other projects seeking to integrate environment and development in the decision-making process include: (i) Integrated Environment Management for Sustainable Development (IEMSD) Program of the UNDP which pursues advocacy activities; (ii) Micro Inputs and Macro Adjustment Policies, which aims to examine the effects of specific macroeconomic policies on disadvantaged groups including natural resource-based households; and (iii) Resource for the Awareness of Population Impact on Development, which intends to promote an advocacy program for population-environment balance.

The country sponsored an International Experts Group Meeting Operationalizing the Economics of Sustainable Development on July 28-30, 1994. This sought to operationalize the economics of sustainability and assess the implications for managing trade, development finance, technology transfer, and natural resources. It brought views from various sectors, governments, international development agencies, academic research institutions,

---

philanthropic organizations and the NGO community. An important output of the meeting was a comprehensive framework for examining and addressing the various concerns related to sustainable development.

This meeting was followed up by a Local Experts Meeting on March 20-22, 1995 which aimed to validate the applicability of the framework developed during the International Experts Group Meeting to local situations.

A project of the government entitled "Capacity Building in Support of the Philippine Council for Sustainable Development" was approved for funding by the UNDP under its CAPACITY 21 facility in October 1994. The project aims to enable all stakeholders (i.e., government, NGOs, POs, indigenous communities, and the private sector) to develop the necessary skills and expertise in decisionmaking and program/project execution on sustainable development.

Efforts are also underway towards institutionalizing a national accounting system through the Environment and Natural Resource Accounting Project (ENRAP). The project aims to account for environmental costs and benefits in the country's gross national product (GNP). The ENRAP is a major Philippine effort to modify the conventional national income accounting system in order to better reflect economic values of the natural environment, and to support formulation of sound environmental policies towards long-term sustainability.

#### 4.1.2 Conservation and Management of Resource

##### a. Protecting the Atmosphere

In view of the worsening quality of air and water in the metropolis, the executive branch of the government has formulated the Environment

---

Code. This incorporates the laws addressing the cross-sectoral concerns of improving the quality of air and water resources and adopting appropriate resource management schemes. It also provides for appropriate economic incentives to those who use "clean production technologies, install pollution control devices or treatment plants, or manufacture these facilities. In the interim, the government is looking into possible measures to address the abovementioned problems pending the approval of the Code by the legislature. These include: (a) setting of a specific time schedule for the formulation and use of unleaded gasoline; (b) reducing sulfur in diesel fuel; (c) ensuring the compliance of motor vehicles with emission standards prior to registration; (d) strengthening the air quality monitoring through installation of mobile and fixed air quality monitoring stations.

To help selected metropolitan regions design and implement practical solutions to rapidly growing environment problems, the Metropolitan Environment Improvement Program (MEIP) in Asia was established. The Philippine government participated in this program to address deteriorating quality of air and water, flooding and stagnation of water courses, pollution from solid wastes, and traffic congestion, among other concerns. The MEIP also developed the Environmental Management Strategy (EMS) in collaboration with a number of national government agencies, local government units, industries and NGOs. Air quality management aspects of the EMS are addressed through the Urban Air Project (URBAIR) initiatives. This project aims to come up with management strategies for Metro Manila which include the reduction of lead and sulfur from fuel and the formulation of legal institutional framework. Furthermore, an action plan called "Clean Air 2000" was formulated to improve the level of air quality by the year 2000.

---

b. Protecting the Forest Resources

Combatting Deforestation initiatives designed to enlarge the base of participation in forest management, development and conservation through implementation of various community-based programs emerged as priority concerns. Efforts in the implementation of people oriented forestry programs such as Community-Forestry Program, the Forest Lease Management Program and the Integrated Social Forestry Program were intensified. Recently, the unified framework for the operational procedures for all community-based programs and projects was formulated and submitted to President Fidel V. Ramos for approval.

The Urban Forestry Program, which in Metro Manila is known as the Clean and Green Program spearheaded by the First Lady, is now operational. A collateral program is a nationwide contest for the cleanest city or municipality, the cleanest river and lake.

In recognition of the potential role of other sectors of the society in the protection of forest resources, the government has institutionalized the creation and operation of Multisectoral Forest Protection Committees nationwide. These committees are composed of representatives from the various sectors of the community, agencies and NGOs, including church groups and the academe.

Among the country's flagship projects under the Social Reform Agenda is the protection and management of the ancestral domains of indigenous peoples. At present, surveys and delineation of ancestral domain claims in the priority areas are being undertaken.

c. Managing Land Sustainability

A National Land Use Code designed to stop

---

indiscriminate land conversion and to insure that all prime agricultural lands are exclusively devoted for agricultural production has been drafted for the approval by the Congress and the President. Extensive advocacy efforts and consultations on the proposed Code have been developed by the PCSD and NEDA. The drafting of a Land Resource Management Plan is also underway.

#### d. Conservation of Biodiversity

The Philippine Strategy for Biodiversity Conservation was endorsed to the President by the PCSD to set the pace of the government's mission towards sound biodiversity management. This strategy aims to develop and implement a comprehensive national program which covers the following: biodiversity policy, sustainable use of biological/genetic resources, sustainable agriculture, biotechnology, property rights, community-based management, participation of local private sectors, in-situ and ex-situ conservation measures, biodiversity inventory and research, conservation of rare and endemic species, the recognition of ancestral domains and traditional knowledge/practices, institutional capability building and information and education campaigns.

An Executive Order (EO) prescribing guidelines and establishing a regulatory framework for the use of biological and genetic resources, their by-products and derivatives, for scientific, commercial, and other purposes was drafted for approval by the President.

The establishment of the Biodiversity Training has been proposed to prepare protected area managers, NGO workers and environmental scientists for the challenge of stabilizing and reversing the trend of tropical deforestation and the loss of biodiversity.

---

To provide for an integrated management and sustainable development approach for the country's entire protected areas, the National Integrated Protected Areas System (NIPAS) Act (RA 7586) was passed on June 01, 1992. The system covers all areas or islands in the Philippines proclaimed, designated or set aside, pursuant to a law, presidential decree/proclamation or executive order, as national park, game refuge, bird and wildlife sanctuary, wilderness area, strict nature reserve, watershed, mangrove reserve, fish sanctuary, natural and historical landmarks, protected and managed (landscape) seascape as well as identified virgin forests.

Other areas with outstanding physical, anthropological significance and biological diversity based on initial survey/assessment can be included in the system. Ecosystems that may qualify as protected areas are coral reefs, coastal wetlands, spawning grounds and other critical marine habitats.

To protect and conserve the coastal marine life and its resource in conjunction with the NIPAS Law and its implementing guidelines, the Coastal Environment Program was launched in August 1993.

The Fisheries-Sector Program (1990-1995) is currently being implemented to coordinate the initiatives that address the multiple problems and opportunities of the sector. This covers 12 of the country's 24 major bays and six aquaculture regions. The program's focus is on coastal fisheries resource management through resource regeneration, environmental rehabilitation; the balancing of fishing efforts to maximum sustainable yield levels; the control of destructive fishing activities; and the alleviation of poverty among municipal fisherfolks through occupational diversification activities.



---

#### e. Sustainable Mountain Development

Action plans to address the immediate concerns of the Mt. Makiling Reservation Area and Laguna de Bay Region were formulated. An initial draft of the Master Plan for the Development of Mt. Makiling Forest Reserve was completed in April 1994. The DENR also drafted policy guidelines for the implementation of Section 5 of EO 121 which provides for a moratorium on the issuance of new land development permits, clearances or concessions in the subject areas, and issuance of permits for the construction and operation of fishpens and fishcages in Laguna Lake.

#### e. Sustainable Agriculture and Rural Development

To satisfy growing food requirements and empower farmers and fisherfolk towards increasing their incomes and realizing for themselves a better quality of life, the Medium-Term Agricultural Development Plan (MTADP), 1993-1998 is being implemented. This plan adopts the key production areas (KPAs) development approach to enable the sector to achieve its basic objectives and to contribute in fulfilling the goals through government support, such as technology assistance, post-harvest and marketing facilities, and market matching. The approach encourages farmers and fisherfolk to produce specific crops, livestock and fishery products only in areas that have the agroclimatic features and market conditions favorable for producing, processing and marketing specific products. The Plan provides the necessary support to the identified key production areas.

The MTADP will continue to promote the use of organic fertilizers and the judicious use of pesticides. Pesticides use reduction is one of the government's policy strategies/thrusts towards

---

achieving sustainable agro-industrial development. The government, through the Department of Agriculture (DA), is also implementing a national integrated pest management (IPM) program. The long-term goal of the program is to make IPM, the standard approach to crop husbandry and pest management in major rice, corn and vegetable areas of the Philippines.

The agrarian reform program is being pursued to provide an opportunity for the small landless farmers and farmfolk to own the land they till.

**f. Swiss Funding Assistance for Sustainable Development**

Only recently, the government of Switzerland granted an "external debt reduction" facility which will provide funds to finance sustainable development projects. Through this facility, the Philippine government shall set up a counterpart fund under the account of the Foundation for the Philippine Environment, Inc. (FPE) in exchange for the conversion of external debt owed to Swiss creditors into local currency. Earnings from the fund shall be earmarked for sustainable development projects identified by both the Swiss and Philippine governments.

**4.1.3 Strengthening the Role of Major Groups**

**a. The Local Government**

A conference entitled "The Gathering of Human and Ecological Security: A Conference on Population, Environment and Peace" was held on June 15-17, 1995. This gathering aimed to develop a national consensus on the new ethic for human and ecological security that expresses the interrelationships of population management, environmental protection and peace to be contained in a "People's Earth Charter". A policy agenda and its program of action will be

---

prepared to guide local government units in the implementation of this new ethic.

A critical mass of sustainable development advocates within member agencies of the Committee of Strengthening the Role of Major Groups (CSRMG) of the PCSD, is being created through the provision of training by the Local Government Academy to senior technical staff of the DILG and sustainable development core groups from the CSRMG member agencies.

b. Youth

A National Youth Development Plan was completed. A youth work program, KABATAAN 2000 was launched to encourage high school and college students, out-of-school youth, and vocational students to engage in productive activities. Likewise, environmental training was conducted by the DENR and the National Movement of Young Legislators for community-based youth organizations.

c. Business/Private Sector

A Philippine Business Charter for Sustainable Development was formulated and 200 companies have pledged to adopt it. A database of available and wanted waste materials is being maintained under the Industrial Waste Exchange Program of the Philippine Business for Environment. The Business and Environment News Magazine was launched in October 1994.

4.1.4 Means of Implementation

a. Financing Sustainable Development

The participation of the Philippines in the recently concluded United Nations Commission on Sustainable Development

---

(UNCSD) ad hoc Intersessional Working Group on Finance, is an affirmation of the concern for the important role played by financing in implementing the programs of Agenda 21. With an observed decline of the Official Development Assistance (ODA) to developing countries, innovative funding mechanisms to support sustainable development initiatives are deemed critical. The mechanisms identified in the Intersessional Working Group meeting are currently being reviewed by the Council vis-a-vis their viability in country-specific framework.

**b. Science for Sustainable Development**

The Council is continuously monitoring the current initiatives in Science and Technology supportive of sustainable development. Said initiatives include, among others, the implementation of the Science and Technology Agenda for National Development (STAND), which operationalizes the broad objectives of ensuring global excellence and people empowerment. Furthermore, priority actions of the Council in reinforcing the mutually supportive goal of science and technology in ensuring success of sustainable development efforts include, among others: (i) assessment of research needs and priorities; (ii) development of tools for the implementation of sustainable development initiatives.

**c. Education, Training and Public Awareness**

A series of meetings and consultations were conducted to support the initiatives towards the alignment of Information Education and Communication (IEC) activities undertaken by different government agencies and NGOs on sustainable development. Outputs of the said consultations shall be the basis for the identification of areas for possible linkaging and shall serve as initial inputs to the formulation of the proposal

---

for a Communications Plan for Sustainable Development.

**d. Creating Capacity for Sustainable Development**

Capacity building is integral to the preparation of Philippine Agenda 21 and the formulation of national sustainable development strategies. The approval of the Capacity Building in Support of the PCSD Project by the UNDP provides impetus to the goal of enhancing capabilities in formulating and evaluating policy options and modes for implementing sustainable development strategies and action plans. The PCSD is currently establishing the necessary organizational framework for the implementation of the project.

As regards the proposed institutionalization of local PCSD, a proposal was prepared for its creation at the regional level.

**e. Support for International Conventions and Treaties on Sustainable Development**

The Council acknowledges the need to forge international cooperation in dealing with environmental issues. In this light, the Council participated in the following international meetings/conventions : (i) Consultants/Experts Group Meetings on Valuation of Environment and Natural Resources and the Use of Economic Instruments for Environment Management and Sustainable Development; (ii) Briefing Session with the UNEP Permanent Representatives, UNEP, Nairobi, Kenya; (iii) Economic and Social Commission for Asia and the Pacific (ESCAP) High-Level Meeting on Environmentally Sound and Sustainable Development in Asia and the Pacific; and (d) Joint UNDP-Government of Japan-sponsored Seminar on Sustainable Development in Africa and Lessons from Asian Experience. The Council, likewise, coordinated

---

the UNEP Global 500 awards.

## AGENDA FOR THE FUTURE

The initiatives undertaken by the PCSD in the past are minute strides in the global struggle against environmental degradation, poverty and strife but certainly a big leap for the country as it tries to save what remains of its once-rich resources. The PCSD shall continue to be in the forefront of this fight and has laid out a set of priorities in the furtherance of the common goal of sustainable development for the immediate future with the following main agenda:

- Continued implementation of the programs on industrial forest management, urban and countryside re-greening forest lands management, and coastal environment management ;
- Appropriate mechanism for the conduct of broad-based consultations and coordination of activities related to the formulation, documentation and implementation of the Philippine Agenda 21 at both the national and local levels;
- Policy studies and researches on critical sustainable development and gaps identified during the consultations being conducted in the preparation of the Philippine Agenda 21. Results of these studies shall be immediately integrated into existing development plans, programs, projects and budgets of government agencies and private entities concerned with sustainable development;
- Coordination of the implementation of the elements of the Philippine Agenda 21 that have been integrated in the various development plans, projects and budgets of the government and the private sector;
- Development of a monitoring and evaluation system to assess the level of integration of Philippine Agenda 21 elements and their implementation;
- Piloting of programs to operationalize the elements

***policies for housing:  
catalyst for economic  
activity, people-centered  
and aided self-help  
approaches, maximum  
multi-sectoral  
participation, easier land  
access . . . , growth poles,  
sustainability and  
matching of housing  
finance with beneficiaries'  
affordability.***

of the Philippine Agenda 21. These shall serve as models for replicating successful environment and natural resource management schemes; and

- Training and dissemination of information on sustainable development to stakeholders to prepare and enable them to fully participate in the formulation and implementation of the Philippine Agenda 21.

## **4.2 Global Strategy for Shelter**

The Philippines operationalized the Global Strategy for Shelter through the following initiatives but most importantly, the formulation of shelter indicators:

### **4.2.1 Preparation of a revised national plan of action for the period 1994-1995**

The National Urban Development and Housing Framework provides the strategy for the development of environmentally sound and sustainable human settlements.

The National Shelter Program adopted eight major policies for housing: catalyst for economic activity, people-centered and aided self-help approaches, maximum multi-sectoral participation, easier land access for housing, development of regional growth poles, sustainability and matching of housing finance with beneficiaries' affordability, maintenance of ecological balance and improvement of the housing delivery system

### **4.2.2 Role of government, private sector, scientific community, NGOs**

The scientific community has been mobilized to assist in testing new construction materials and technologies. The NGOs take the lead in organizing and mobilizing communities for the community mortgage program, as well as in originating housing loans. The private

---

sector dominates housing production as well as housing finance for economic housing. There is a significant downward shift in the income targets of the private sector.

The government has shifted its role from the major provider of socialized housing to the major source of finance. Land and housing controls and infrastructure support remain the government's responsibility.

**4.2.3 Shelter-related issues, including urban management, energy, transport, poverty alleviation, health and the environment.**

Mismatch between rapid population growth and the resource -constrained delivery of basic needs; environmental degradation, more specifically, solid waste pollution, flooding, water pollution, air pollution, hazardous and toxic wastes, depletion of natural resources, noise pollution, and traffic congestion; coupled with lack of local government capability for the management of services and high interest rates; constitute some of the issues aggravating the housing problems and the decay of human settlements.

Several national consultative meetings have been organized to tackle local government management, the energy and water crisis, traffic, poverty alleviation and the environment.

**4.2.4 Role of women in shelter policies, production, management and monitoring**

Women now comprise a higher percentage in management positions. One out of the six key shelter agencies is headed by a woman chief executive officer. In the different shelter agencies, the percentage of women in man-

***The government has shifted its role from the major provider of socialized housing to the major source of finance.***



---

agement positions are as follows: Housing and Urban Development Coordinating Council, 53 percent; National Housing Authority, 32 percent, Housing and Land Use Regulatory Board, 44 percent; Home Development Mutual Fund, 53 percent; National Home Mortgage Corporation, 45 percent and Home Insurance Guaranty Corporation, 50 percent.

Women occupying positions of chairperson and/or president of companies engaged in housing products comprise 30 percent, while more women leaders are emerging as officers of community associations and homeowners' associations.

With respect to housing construction, the proportion of female as beneficiaries of major housing program were as follows: slum upgrading, 22 percent; community mortgage program, 46 percent cooperative housing, 52 percent; medium-rise housing, 50 percent; and sites and services, 51 percent.

Because of the acceptability of women's participation in the shelter sector, the Philippine Plan of Action for Women is focused on information dissemination and consultation, capability building, representation in decision-making bodies, organization of cooperatives, designation of women focal points in shelter agencies, conduct of workshops on gender-responsive planning, gender-sensitive housing and community designs and gender-disaggregated information, and provision of special loan windows for women-headed households and single women.

#### 4.2.5 National database on shelter and services

The technical working group was organized consisting of agencies from the key shelter agencies, the National Economic Develop-

---

ment Authority, as well as the National Statistics Office and the National Statistical Coordinating Board to develop and institutionalize shelter indicators in the national statistical and development monitoring systems.

The results of the indicators study were presented and discussed in a national and four-regional workshops. The same workshops tackled the task of setting up regional shelter information systems.

#### 4.2.6 Constraints in shelter production and affordability and initial actions

Among the constraints in shelter production are land accessibility and the mismatch of the affordability of priority housing beneficiaries and available housing finance. One problem for land accessibility is the misuse of land, and the slow and cumbersome processes for subdividing, titling and registering lands. While land use planning and zoning have been adopted by majority of the local government units, these have very little impact on the availability of reasonably-priced lands. The titling and registration process has been automated, but the overall system still needs to be accelerated and simplified.

***Among the constraints in shelter production are land accessibility and the mismatch of the affordability of priority housing beneficiaries and available housing finance.***

#### 4.2.7 Overall performance of the shelter sector

a. Increasing access by the poor to land, finance, infrastructures and building materials.

Shelter program for the lowest 30 percent of the population have been targeted by the Community Mortgage Program (CMP) and the *Abot Kaya Pabahay* Fund. The CMP provides for the organization of tenants of blighted areas or areas for priority development towards the acquisition of the land

---

which they are occupying. Originally funded by a World Bank loan, this program is now financed by national government appropriations. A similar program being implemented by the HDMF for its members is known as the Group Land Acquisition and Development Program (GLAD).

The *Abot-Kaya Pabahay* Fund assists low-income home buyers through amortization support during the first five-year term of the housing loan. P30.8 million in developmental loans and amortization subsidies have been awarded under this program.

b. Strengthening the capability of local authorities for improved management

The Local Government Academy (LGA) of the Department of Interior and Local Government trains local authorities in local government administration. Under the Local Government Code, many of the national government agency functions and personnel have been devolved but are not yet accomplished by the LGUs. To meet these requirements, a training program on shelter development has been proposed to the LGA.

c. Regularizing and upgrading existing slums and squatter settlements

The same CMP and GLAD programs target existing slums and squatter settlements and these shall be accelerated.

d. Improving rural living conditions

Agricultural development program and support infrastructures, such as farm-to-market roads, post-harvest facilities, and the comprehensive agrarian reform program are all aimed at improving rural living conditions.

---

e. Resettling displaced persons, including refugees and returnees

Recent resettlement programs were aimed at families displaced by the Pinatubo eruption.

The National Housing Authority has been implementing its Resettlement/Relocation Program to accommodate families displaced from railroad tracks, esteros, creeks, river banks and rights-of-way of infrastructures.

f. Promoting national capacity building by strengthening the institutional framework for encouraging participatory approaches to shelter and services production.

Joint venture programs with private landowners and developers have been implemented by the National Housing Authority. An accreditation system for developers has been installed to accelerate their participation in housing and land development projects.

g. Identifying and applying effective land supply mechanisms and land use practices to overcome the constraints caused by land shortages and high costs of land.

Liberalizing land development regulations by allowing smaller lot sizes, promoting condominium, and land sharing was accomplished in the National Government Center. Socialized housing within zones to be specified in the land use plans and zoning ordinances and the inventory of socialized housing sites and beneficiaries are nationwide undertaking of the local governments.

h. Establishing appropriate financial institutions

---

to ensure availability of finance for the development of human settlements and implementing community-based housing finance systems for the benefit of low income groups

In operation is an integrated finance system, to ensure the availability of finance for the development of human settlements and to implement a community-based housing finance. The mainstreaming of *paluwagan* or pooled savings to the regular housing finance program is being studied. Likewise, for the strengthening of cooperative programs.

i. Establish channels through which individuals, community organizations and NGOs can comment on the National Shelter Strategy and contribute to its formulation, implementation and monitoring.

At the Housing and Urban Development Coordinating Council, there are six slots in the board to represent developers, bankers, contractors, brokers, professionals and low-income beneficiaries. In addition, regular policy consultations are undertaken during the formulation of shelter policies and program. A community level participatory monitoring and evaluation handbook has been drafted. Tri-sectoral local housing boards have been piloted in four regions for eventual replication in other communities.

j. Involvement of the private sector in shelter and service production for the middle and lower income sections of the population

With the operation of developers' finance program, more and more private developers are getting involved in lower-cost housing. Some P715 million has been loaned to builders for the construction of socialized housing units.

---

k. NGOs' and CBOs' participation in shelter sector

Apart from participating in consultative activities, NGOs and CBOs are eligible originators of housing loans and are allowed from a minimum of P500 per household to 4.0 percent of project cost as originating fees.

l. Establishment of national committee representing all sectors of the population to monitor the right to housing

The Housing and Urban Development Coordinating Council monitors the effectivity of the housing program in attaining shelter for all, while the Presidential Commission on the Urban Poor monitors poverty-oriented programs reaching the lowest-income urban households. Both have representatives from a cross-section of the population.

m. Exchange of information on the formulation and implementation of the NSS and contribution to activities for the global exchange of information and experience

In response to requests from national housing agencies in various countries, information on the National Shelter Strategy as well as the National Urban Development and Housing Framework has been disseminated. A more purposive exchange of information has also been conducted in various seminars held for the purpose.

n. Technical cooperation between developing countries

An Asia-Pacific network of focal points has been organized for the purpose of exchanging infor-

***Through collaborative and collective efforts of the various sectors, both government and private, significant successes in addressing the accumulated problems of decades of maldevelopment have been achieved.***

mation on low-cost housing technologies. A number of exchanges and region-wide seminars has been conducted since 1982, however, this program needs to be reactivated.

o. Mitigation of the negative impact of natural and other disasters on shelter and services

A nationwide disaster coordinating committee with regional, provincial and local counterparts has been organized to develop a culture of safety, undertake pre-disaster planning, reconstruction and rehabilitation and prevention.

p. Observation of World Habitat Day : first Monday of October

World Habitat Day is annually observed with the conduct of seminar-workshops on current shelter issues. During the last World Habitat Day, consultations on Habitat II were conducted.

## **5. BEST PRACTICES IN THE PHILIPPINES**

It is known world over that the Philippines, after the historic EDSA Revolution in 1986, chose to deal with its political and economic difficulties in the democratic way. Through collaborative and collective efforts of the various sectors, both government and private, significant successes in addressing the accumulated problems of decades of maldevelopment have been achieved. While there were moves taken in the past to build the capability of local government units towards self-reliance, the requisite conditions to enable them to break the pattern of dependence were wanting.

The Local Government Code of 1991 was the enabling act empowering the local government units to hold the area of local governance. It took effect at a time when proliferation of civil society organizations had primed local officials to take bold steps towards self-reliance. Many came up with their own programs responsive to the peculiarities of their

---

localities; and therefore, new, innovative and reflective of their resourcefulness.

Although there were initial doubts that the devolution of powers to the local governments as a result of the Local Government Code would ensure the delivery of basic services to the people, the Code has engendered self-reliance, dynamism and innovation in local communities.

To give recognition to local government initiatives that successfully deal with urgent social and economic needs and to inspire other communities into undertaking similar initiatives, the Department of Interior and Local Government, in partnership with the Asian Institute of Management and supported by the Ford Foundation, instituted the *Galing Pook Awards*.

Conceptualized in early 1993, the *Galing Pook Awards* was shaped into its final form by the end of the same year with a National Selection Committee drawing up the selection criteria and procedures. The criteria revolved around the measurable achievements of locally initiated and operationalized projects with at least one year of operations.

Some 285 local government units from the different regions of the country submitted their projects for the *Galing Pook Awards*. The projects were varied, each addressing priority areas of concerns of the respective local government units, e.g., computerization, waste management, land tenure, environmental protection, public market, mobilization of resources and so on. Varied as they are, the projects share certain features.

## **Shared Features**

- **Effectiveness of service delivery** - the extent to which the program/project made good on its promise;
- **Positive socio-economic and/or environmental impact** - the improvement the program made on the life in the community, and how much the community made

*Although there were initial doubts that the devolution of powers to the local governments as a result of the Local Government Code would ensure the delivery of basic services to the people, the Code has engendered self-reliance, dynamism and innovation in local communities.*



**Kaantabay...** Naga City's response to the housing problem where the urban poor is regarded both as a partner and a beneficiary.

**Integrated Approach...** economic recovery program based in Guagua seeking to promote employment generation, provision of basic services, environmental awareness, health and disaster preparedness.

**CBRM...** a successful environmental protection and rehabilitation program launched in Dumaguete City.

**Integrated Garbage Collection...** a program which triggered improved garbage collection in Olongapo City.

**Bantay Puerto...** Puerto Princesa City's response to the destructive exploitation of its forests and seas.

**Urban Poverty Alleviation...** multi-sectoral partnership in Cebu directed at problems of unemployment, housing, health, street children and crimes against women.

to care for the environment;

■ **Promotion of people empowerment** - how many in the community were encouraged to participate in activities meant for the common good; and

■ **Transferability** - the likelihood of the program's inspiring other communities to adopt it.

It was not difficult for the Housing and Urban Development Coordinating Council (HUDCC) as the country's Focal Point for the HABITAT II, to search for the **Best Practices in the Philippines** with the assistance of the Department of Interior and Local Government and cooperation of the various sectors. Success stories have been documented. These, to be told and retold that others may learn from them. All in all, 21 *Galing Pook* finalists were submitted to the Government of the Philippines (GOP) - Executive Committee. They were evaluated based on the criteria prescribed by the United Nations (UN) for nomination of Best Practices. Of these, six were selected as the official Philippine nominees to the UN. These projects are:

- The Naga *Kaantabay sa Kauswagan*, or Partners in Development (Naga City, Camarines Sur)
- Integrated Approach Towards Sustainable Development (Guagua, Pampanga)
- Community-Based Resource Management (Dumaguete City, Negros Oriental)
- Integrated Garbage Collection System (Olongapo City, Zambales)
- *Bantay Puerto* Program (Puerto Princesa, Palawan)
- Urban Poverty Alleviation (Cebu City, Cebu)

---

## 6. MAJOR ISSUES

Various key issues and concerns attendant to the rapid growth of cities and municipalities have emerged in the light of an expanding economy. There are inadequacies in the systems, poor implementation of programs/projects, lack of technical and financial capabilities to fully address the basic needs of a growing population and fragmented/uncoordinated efforts. The most notable issues are:

### 6.1 Poor implementation of land and housing laws

This stems from lack of public awareness, graft and corruption, political intervention and patronage, or simply, lack of political will to exercise laws, such as:

- Zoning ordinances
- Provision of 20 percent of the project cost or land area of residential subdivisions for socialized housing
- Idle land tax
- Environmental protection including the ban on smoke belching, indiscriminate waste disposal
- Building Code

***There are inadequacies in the systems, poor implementation of programs/projects, lack of technical and financial capabilities to fully address the basic needs of a growing population and fragmented/uncoordinated efforts***

### 6.2 Legislative deficiencies

#### 6.2.1 Amendment of laws, such as:

- Presidential Decree 772 which considers squatting as a criminal act
- Republic Act 7279 on the extension of moratorium on the eviction of squatters
- Forestry Code specifying 18 percent sloping areas above to be retained as forests
- *Abot Kaya Pabahay* Fund or the Social Housing Fund to improve access to lowest income households

---

#### 6.2.2 Enactment of laws on

- Establishment of the Department of Housing
- National Land Use Code
- Magna Carta on the Urban Poor
- De-regulation and anti-monopolies for the operation of public utilities
- Ancestral lands
- Land conversion tax

### 6.3 Information deficiencies

6.3.1 Lack of correct and up-to-date information for plan and policy formulation and program/project development characterized by more responsiveness to the real situation such as:

- Topographic map linked to population census
- Hazard and vulnerability maps
- Land information, such as tenure, values, classification

### 6.4 Capability Problems

6.4.1 Lack of local government capability on planning and implementing local housing development, environmental management, disaster preparedness and prevention, livelihood and investment promotions

6.4.2 Lack of financial resources to meet the livelihood, housing, infrastructures, environmental, health and nutrition and educational needs of the population

6.4.3 Lack of opportunities for livelihood and high rates of unemployment and underemployment

---

## **6.5 Policy and institutional deficiencies**

### **6.5.1 Weak policy and institutional framework for vertical and horizontal integration**

- on physical planning
- on infrastructures planning and implementation
- on shelter finance
- on resettlement
- on metropolitan areas

## **6.6 Other factors**

### **6.6.1 Mismatch of household affordability with commercial as well as public-assisted housing program**

### **6.6.2 High cost of lands and building materials, sometimes resulting from speculation during peak construction periods and after major disasters**

### **6.6.3 Slow and tedious processes for development permits, land titling and registration, foreclosures and evictions, survey and reclassification, settlement of land disputes which slows the implementation of housing and infrastructure projects**

### **6.6.3 Dislocation of cultural communities and indigenous people**

### **6.6.3 Unabated rural-urban migration resulting to squatting and increasing disparity in the provision of basic needs between the urban and rural areas and the eviction of squatters without provision for resettlement**

### **6.6.4 Frequent occurrence of natural and man-made disasters, without the corresponding disaster management capability**

### **6.5.6 Regional imbalance in the allocation of resources specifically, housing assistance**

### III. THE NATIONAL PLAN OF ACTION

6.6.6 Gender-insensitive community and housing designs

6.6.7 Non-exercise of access to properties by women

6.6.8 Weak participation of NGOs and POs in planning, budgeting, program/project implementation and monitoring at all levels

6.6.9 Environmental degradation, most specially the pollution of the air and rivers, due to the indiscriminate dumping of wastes

6.6.10. Frequent changes in the political leadership, resulting to the discontinuance of programs and projects and changes in policy

The initiatives in the 1970s particularly on town planning and zoning and environmental and resource management were clear demonstrations of government's serious intent to guide the development of the country. Empirical observations, however, show that there were inadequacies and the development projects of various sectors had not been properly coordinated. Thus, while the last two decades saw the phenomenal growth of the country's town and cities, the sustainability of such growth became questionable, given the many problems associated with it, e.g., urban congestion, poor infrastructure and utilities, pollution, housing shortage, increasing urban poverty.

The fundamental reason for this sad situation in the country is the lack of an overall development policy and framework which will guide and gear the efforts of all sectors towards a more focused development where the underprivileged, the disadvantaged and vulnerable groups are drawn into the mainstream of development not only as beneficiaries but as active development actors themselves

This fundamental inadequacy is now being addressed through a participatory process. At the core of this initiative are the following guiding principles and objectives.

---

## **1. GUIDING PRINCIPLES**

- Complementation of rural and urban development;
- Sufficiency in the level of future growth as to quantity, quality and distribution to provide opportunities, e.g., employment, housing and basic services for all citizens;
- Local prerogative in land use and growth decisions except in cases where it is in conflict with national interest;
- Primary role of the people, private sector and other institutions in building the nation's cities. The principle of popular initiative and self-help shall be pursued with government as enabler and facilitator;
- Enhancement of urban lift to allow similar enhancement of individual welfare;
- Harmonious relationship between the city and its environment, the city and its rural surroundings and the harmonious growth of the city itself;
- Preservation and continued production of prime agricultural lands.

## **2. OBJECTIVES**

- To enhance national integration and cohesion through the complementation and complementarity of urban and rural areas;
- To guide rural to urban migration to attain proper distribution of people and their activities;
- To improve government efficiency, effectiveness and capability to manage human settlements growth and development and to undertake disaster mitigation, preparedness and rehabilitation;
- To institutionalize the participation of concerned

***The development of the regions/urban areas shall be anchored on their natural endowments, resources and capacities for growth.***

sectors - private, non-government, people's organizations and the community in development;

- To ensure access and availability of livelihood, land, housing and other basic services, particularly to the poor and other disadvantaged and vulnerable groups;

- To protect the natural environment and conserve non-renewable resources; and

- To ensure gender-responsiveness of development undertakings.

### **3. DEVELOPMENT POLICIES AND STRATEGIES**

#### **3.1 Overall development strategy**

A desirable level of development in Metro Manila and the rest of the country is difficult to determine. Considering the market differences, advantages and potentials of the various regions, an equitable distribution may not be achieved. Hence, the development of the regions/urban areas shall be anchored on their natural endowments, resources and capacities for growth. The identified regional centers shall be the foci of development and their growth shall be encouraged. These regional growth or development centers should use the experience of Metro Manila as an indicator of what problems should be anticipated and what solutions are possible.

#### **3.2.1 Development of growth centers and integrated development of urban and rural areas**

The physical framework plan for the country directs development in growth poles and growth centers outside of the National Capital Region. The planned major growth corridors are the Cavite-Laguna-Batangas-Rizal-Quezon (CALABARZON), Manila-Rizal-Laguna-Quezon

---

(MARILAQUE), Cagayan de Oro-Iligan City, North-western Luzon Growth Quadrangle (Laoag-San Fernando-Dagupan-Baguio), South Cotabato-Davao-Zamboanga, West Central Luzon (Bulacan-Pampanga-Bataan-Zambales), Cebu-Iloilo-Legaspi, Tuguegarao-Iligan-Cauayan. The core of development corridors are the proposed regional and provincial industrial estates as well as the state colleges and universities and major tourism estates. Through this strategy, investments are drawn away from the traditional urban centers in order to relieve these centers from development pressures. To be more effective, however, the strategy should be the overriding principle in the implementation of housing and infrastructure programs. The development of growth centers and growth poles requires a parallel development and strengthening of the requisite infrastructure and services.

There are areas already evidencing metropolitanization which would, therefore, require the provision and management of urban services at the metropolitan level. A strong advocacy for metropolitanization is also indicated for at least five regions: namely, Baguio-La Trinidad-Itog-Sablan-Tuba (BLIST) for the Cordillera Region, Legazpi-Naga, Daraga-Camaligan, Canamba, Magarao, Gainga, Milaor and Iriga for Bicol Region, Metro Cebu for Central Visayas, Metro Tacloban-Palo, Tanuan for Eastern Visayas, Iloilo-Pavia Leganes, Oton, and San Miguel in Western Visayas, Cagayan de Oro-Iligan Corridor in Northern Mindanao and Metro Davao for Southern Mindanao. Metropolitan planning shall be encouraged in these areas, to integrate land use and transportation, synchronize implementation of development projects and provide a coordinated approach to services delivery, especially drainage and solid waste management.

### 3.1.2 Increase in rural focus of programs and projects



***Considering that 51.4 percent of the population live in rural areas, there is an imperative need to develop the countryside through the creation of more linkages between urban/ industrial/ centers and rural areas...***

Considering that 51.4 percent of the population live in rural areas, there is an imperative need to develop the countryside through the creation of more linkages between urban industrial centers and rural areas and the improvement of labor productivity. The rural population has been migrating to the cities as there is no investment generation and human resource development in the rural areas. Thus, livelihood and cooperative formation programs shall be encouraged-together with the development of trunk infrastructure like farm-to-market roads, communication systems, reliable power and potable water supply and the improvement of the quality of education and primary health care.

### **3.2 Policies and Strategies**

In order to promote housing for all and a better quality of life in human settlements, the major policy thrusts of the Philippine government shall be geared towards the improvement of access to livelihood, infrastructures and basic community services and facilities, improving access to land, housing and finance, the relaxation of regulatory measures as well as the enforcement of land and related laws, and the development of institutional capabilities.

#### **3.2.1 Provision of infrastructures and social services**

At the barangay level, the minimum basic needs shall be provided, and these shall include clean air and water, public order and safety, job opportunities, primary health care, primary and secondary education, reliable energy source, farm-to-market roads and communication system, and appropriate waste disposal system, recreational facilities or parks/playgrounds.

Among the different regions and provinces,

---

the interconnection of the transportation, telecommunications and power systems have been planned and should be operationalized. These networking will minimize the role of Metro Manila as the sole transshipment point.

**a. Maintenance and rehabilitation of existing infrastructures**

In the allocation of budget, priority shall be given to the maintenance and rehabilitation of existing structures.

**b. Promotion of energy-efficient and low-cost infrastructures**

Energy-efficient and low-cost infrastructure, in terms of both construction and maintenance, shall be promoted through research and development as well as commercialization of technologies which conserve non-renewable resources. These shall focus on the use of alternative sources of energy and water supply, e.g., water impounding systems, solar and bio-mass energy.

**c. Update current rates and charges and improve collection of user charges**

The government shall review its fees to recover the costs of services in order to effect a more efficient use of resources. These shall include the use of roads and the rental of public facilities, such as public markets, slaughterhouses, public terminals, ports and airports, health and education, garbage collection, water supply, power generation and the like. User charges shall be given more importance over general taxes.

***Private resources and funding mechanisms, including build-operate-transfer and its variations shall be continuously promoted.***

d. Privatization of services and infrastructure delivery

■ Private resources and funding mechanisms, including build-operate-transfer and its variations shall be continuously promoted.

■ When feasible, services and infrastructures shall be privatized to make service delivery more efficient, to ensure the construction and completion of viable projects and to minimize graft and corruption associated with infrastructure projects. These shall be regulated, so as not to totally abdicate government responsibility in the allocation or prioritization of resources. Recognizing the concern of private sector to engage only in financially feasible projects, the government shall continue to invest in depressed yet strategic locations, and to take the lead in providing for the needs of the poor:

■ Competition shall be encouraged in the provision of selected infrastructures, such as shipping, airlines, and communications.

■ Trusts, monopolies, oligopolies, cartels and their combinations which are injurious to public welfare, shall be dismantled.

e. Localization and the promotion of community organization and participation in infrastructure improvements and services.

Whenever feasible, infrastructures and services development and improvement shall be undertaken by the community on a self-help basis with technical assistance from the government, until such time that technology transfer has been effected.

f. Coordination of public and private sectors

---

At all times, infrastructure and service delivery should be physically inter-connected among different service providers. Planning shall be integrative, and comprehensive and gender responsive.

g. Establishment of special centers to address the needs of the elderly, people with disabilities, mentally imbalanced, street children, and other disadvantaged and vulnerable groups.

In order to ensure the access of those who are usually left out of the mainstream in the delivery of basic services, special centers and facilities shall be provided and support groups shall be organized to build self-confidence and self-reliance and to promote normal living among the disadvantaged and vulnerable groups.

h. Provision of resettlement sites to families affected by rights-of-way of roads, flood controls, power transmission lines, reforestation and disasters.

- In order to minimize the negative impact of infrastructure program on ancestral lands and environmentally sensitive areas, comprehensive resettlement program shall be planned and implemented.

- These resettlement areas shall have basic services and shall be within one-hour travel time from the original location of the relocatees in order to make transportation affordable. Planning, monitoring and implementation shall involve the affected households.

- Resettlement options shall include *balik-probinsiya* or return to the places of origin program.

***At all times,  
infrastructure and  
service delivery should  
be physically inter-  
connected among  
different service  
providers.***

### 3.2.2 Environmental management

***Environmental management of communities shall be undertaken through the strict enforcement of environmental protection laws.***

Environmental management of communities shall be undertaken through the strict enforcement of environmental protection laws, the provision of effective and stiffer sanctions and the development of institutional and financial capability, especially at the local level, for the implementation of existing laws and ordinances.

a. Technology transfer and capability building on environmental management, specifically solid waste, sewerage management, reforestation and sloping agricultural land technology, shall be implemented.

- Solid waste management techniques shall be promoted among local government units, the community and the household. These shall be directed towards the reduction and recycling of wastes. Industrial capability to reduce wastes shall be focused on residuals management, including resource recovery, recycling and by-product design.

- Each household shall be required to have adequate sanitary facilities.

- Community-based forestry management shall be accelerated with the support of the local government unit.

- Planting of the upland areas, i.e., sloping agricultural land technology shall be promoted.

b. Enforcement and review of environmental protection laws, such as urban forestry, smoke belching, anti-dumping, provision of waste treatment facilities, control of water, air and solid and hazardous waste pollution, energy use, ground water depletion, cultural and historic property loss and others, shall be undertaken including provision of stiffer sanctions and imposition of charges commensurate to

---

pollution costs.

- **Municipal nurseries**, especially for plants which absorb toxic gases and planting of trees and shrubs along major thoroughfares, shall be established.

- The implementation of RA 6969 shall be strengthened and provision of toxic and hazardous waste treatment facilities in regional industrial centers and highly urbanized areas shall be enforced.

- Forestry and fisheries laws shall be strictly enforced to prevent illegal logging. Payment to forest occupants in order to secure watershed areas and water rights (inter-municipality) and user charges shall be meted in order to maintain the resources.

- Devolution of these functions to the local government shall be implemented through capability building.

- Site grading shall be strictly monitored so as not to cause further erosion.

c. **Implementation of the Philippine Sustainable Development Strategies**

- **Community-based forestry management**, e.g., Busug watershed, shall be implemented.

- The National Forestry Code, e.g., 18 percent slope determining forest usage and reclassification of settled or occupied forest lands, shall be further evaluated.

- Adequate solid waste management including the provision of individual septic tanks shall be ensured in planning and implementing major land development projects.

***Rapid urban population growth has placed greater concentrations of population at risk of natural and man-made disasters.***

d. Organization of Environmental Quality Councils to monitor environmental quality

A multisectoral council shall be established to monitor environmental quality and enforcement of laws.

e. Financing environmental management program

Allotment of 10 percent of the local revenues for environmental management shall be mandated for the implementation of local environmental management program.

f. Regulation of the manufacture and use of non-biodegradable materials in order to minimize waste disposal problems

The use and importation of plastic materials shall be regulated.

g. Incentives

A system of incentives and disincentives shall be instituted to encourage the private sector to internalize environmental costs and benefits in its investment and management decisions.

**3.2.3 Disaster prevention, mitigation and management**

Rapid urban population growth has placed greater concentrations of population at risk of natural and man-made disasters. Disaster prevention, mitigation and preparedness programs shall be formulated and implemented. Disaster preparedness shall be undertaken by all local government units, through the organization and activation of Disaster Coordinating Councils at all levels and the formulation of disaster prevention and preparedness plans and allocation of funds for their implementation. Research and development of building and infrastructure designs which will withstand typhoons, earthquakes, and tsunamis shall be undertaken. Zon-

---

ing and land use controls shall address vulnerable areas.

a. Preparation of comprehensive disaster preparedness plan

■ Every municipal and city government unit shall prepare a comprehensive disaster preparedness plan and incorporate this into the Municipal/City Comprehensive Development Plan and Zoning Ordinance or Official Map.

■ Hazard and vulnerability maps shall be produced by the local government units with the assistance of the National Mapping and Resource Inventory Administration.

b. Activation of Disaster Coordinating Councils

In compliance with PD 1566, every municipal and city government shall organize and activate a tri-sectoral Disaster Coordinating Council which shall formulate a comprehensive preparedness plan and oversee its implementation.

c. Provision of non-structural measures, e.g., warning systems

Non-structural measures, such as warning and communications systems, signage and designation of temporary evacuation centers shall be given priority.

d. Proper use of emergency funds and the allocation of unused funds for disaster prevention and preparedness measures:

The City/Municipal Disaster Coordinating Councils shall ensure the proper use of emergency funds, which shall constitute at least five percent of the annual budget. The unused funds

***Zoning and land use controls shall address vulnerable areas.***



***The provision of low-cost housing shall be encouraged through the acceleration of self-help housing and land development methods by organizing communities and cooperatives and instituting building skills training.***

shall be used for the preparation and implementation of disaster prevention and disaster preparedness measures.

e. Research and design on housing designs which will withstand natural and man-made disasters.

A joint task force shall be organized by the United Architects of the Philippines and the Association of Structural Engineers of the Philippines to undertake research and development of housing designs which will withstand natural and man-made disasters.

f. Prohibition of new settlements in disaster-prone areas and the restriction and possible resettlement of existing settlements.

Disaster-prone areas shall be off-limits to new settlements and structures. Households in these areas shall be relocated to safe areas.

#### 3.2.4 Housing

The provision of low-cost housing shall be encouraged through the acceleration of self-help housing and land development methods by organizing communities and cooperatives and instituting building skills training; development of indigenous building materials and alternative low-cost construction technologies; and the development and promotion of rental housing. In order to expand the beneficiary outreach of government housing programs, the effectiveness of socialized house-and-lot packages, specifically the loan ceiling and taxation shall be further studied.

a. Acceleration of self-help housing and land development

Self-help housing and land development

---

shall be accelerated through the development of planning and construction skills among low-income families. To minimize the loan burden, the government shall expand its technical assistance programs to include engineering and architectural design assistance especially for socialized housing.

**b. Promotion of cooperative housing**

The cooperative housing program of the HIGC shall be promoted among existing credit and multi-purpose cooperatives by extending technical assistance in housing project development.

**c. Development of indigenous housing materials, e.g., concrete earth blocks**

■ Industries shall be encouraged through incentives to develop and commercialize indigenous and modular housing materials and technologies which will lower housing cost, but at the same time, still meet the prescribed building standards.

■ To prevent further professional squatting and land grabbing, anti-squatting task forces shall be reactivated. Stiffer penalties are recommended.

**d. Increasing affordability**

■ Socialized housing policies shall be reviewed vis-a-vis affordability. Public housing programs should not be profit-oriented. Subsidies to low-cost housing shall be transparent and given directly to its beneficiaries through appropriate mechanisms.

■ Socialized housing or house and/or lot packages below P150,000 shall be exempted from land transfer tax.

---

**e. Rental housing program**

- A rental housing program shall be developed for urban and urbanizing areas. This shall be intended for newly formed and transient families and for those who cannot as yet afford the monthly amortization of existing housing packages. However, beneficiaries of rental housing programs shall not be allowed to remain renters of public rental units once they have reached affordability levels for the regular housing programs.

- Build-operate schemes shall be promoted.

**f. Development and implementation of housing projects whether in-city or off-city within the context/framework of urban development and environment**

- Housing projects shall be developed and implemented, adopting the approaches and strategies of on-going projects like the Smokey Mountain Housing Project, the National Government Center Housing Project and the Pasig River Squatters Relocation Project.

- New town development shall be pursued with comprehensive and integrated housing projects to serve as nucleus and cursor of development.

**g. Simplification of procedures and guidelines**

- Procedures/guidelines on the Community Mortgage Program, such as securing development and building permits, titling, use of government lands and foreclosed and sequestered properties, tax assessment and payments shall be simplified.

- Systems and procedures, as well as the schedule of fees shall be properly disseminated and posted in government

---

offices.

■ Operation of SHOPC - the one-stop permit facility, shall be accelerated in all regions. This office is mandated to approve or disapprove applications for socialized housing development within 90 days.

h. Decentralization of shelter agencies to the regions

All shelter agencies shall have regional offices with appropriate authorities and responsibilities by 2000. These regional offices shall take charge of developing the capability of local government units to discharge their functions; with respect to land use planning, housing and environmental management.

### 3.2.5 Land Access

Rapid urban population growth has led to increased demand for urban land, land conversion and the reduction of cultivated land, threatening food security. Increases in urban land supply shall be encouraged without compromising environmental integrity. Urban land use shall be maximized through an increase in land use intensity. Land use plans shall be reviewed and updated.

Moratorium on the conversion of prime agricultural lands shall be instituted until food security requirements have been defined. Only marginal lands shall be converted.

Land access shall be promoted: (a) through the provision of low-cost housing packages which shall be effected by encouraging higher density, more efficient and intensive developments; (b) by encouraging and expanding private sector investments in low-cost developed lands; (c) by streamlining land acquisition, transfer and development processes; (d) curbing land speculation; and (e) through realistic and progressive property taxation.

***Rapid urban population growth has led to increased demand for urban land, land conversion and the reduction of cultivated land, threatening food security.***

---

a. Implementation of the provisions of Republic Act 7279 or UDHA, specifically the 20 percent balanced housing provision encouraging more P80,000 - P100,000 house-and-lot packages and acceleration and intensification of inventory of sites for socialized housing

- UDHA or Republic Act 7279 which requires developers to provide 20 percent of the project cost or area for socialized housing, shall be strictly enforced. The local government units shall accelerate its inventory of sites and beneficiary registration for socialized housing.

- Although the interpretation of the Department of Justice excludes condominiums from the balanced housing requirements, its inclusion is being proposed inasmuch as the site for the socialized housing component is (can be) allowed outside the project site itself, when the original site is not feasible.

- Follow-up activity to the inventory of socialized housing sites and beneficiaries shall include the development and implementation of housing programs by the local government units. Local government capability shall be enhanced through skills training on shelter project development, fund generation, construction management and estate management. The many options available to local governments under the Local Government Code, including joint ventures, bond flotation, build-operate-transfer and the like, shall be evaluated and the implementing mechanisms shall be established.

- Local government accomplishments shall be monitored and the application of administrative sanctions shall be initiated for non-compliance to RA 7279.

b. Initiation of land banking for low-cost housing

---

- Local government units shall initiate the acquisition of sites and/or enter into joint venture agreement for the development of identified sites for socialized housing.

- The proposed socialized housing sites shall be integrated into the local zoning ordinances.

c. Review as well as dissemination of existing land laws and related issues

- The following laws shall be reviewed, in consultation with the affected parties: R.A. 7160, Memorandum Circular 54 on reclassification; RA 7279 on the identification of suitable sites for socialized housing, and compliance to the 20 percent socialized housing quota and the urban development and housing framework; Executive Order No. 72 on the comprehensive land use plan formulation, review and approval process; Administrative Order No. 20 prescribing the preservation of irrigated and irrigable lands as well as the network of protective agricultural areas from conversion to non-agricultural uses; the national integrated protection areas system; EO 124, fast tracking the identification of agri-industrial uses, priority tourism estates and socialized housing sites, and finally, the Comprehensive Agrarian Reform Law.

- The recommendations made under LOI 1258, which was issued to review the present utilization and disposition of public reservations, shall be re-evaluated and the appropriate recommendations, e.g., retention, amendment, or cancellation, shall be carried out.

- Foreclosed and sequestered properties shall first be offered for sale to their occupants before being publicly bidded.

d. Updating and implementation of land use planning and zoning

---

PD 933 mandates the formulation of land use planning and zoning in all municipalities with the Housing and Land Use Regulatory Board tasked to assist local government units. Majority of the towns have complied with this task between 1979 and 1984, and, therefore, many of these plans require updating. The regular updating shall be required every five years.

e. Provision of adequate data for planning

The National Statistics Office and the National Mapping and Resource Inventory Administration shall provide statistical information and maps to local governments. An integrated land use information system shall be developed by the local government for each land parcel and these shall include the following: existing land use and zoning, valuation, improvements, tenure, vulnerability and real estate tax payments.

f. Support special courts concerned with land issues

Cases on property disputes, evictions and the like shall be settled immediately by increasing the capacity and jurisdiction of Special Courts on Land Settlement and the Agrarian Courts.

g. Regular updating of the Bureau of Internal Revenue (BIR) zonal valuation with LGU land value assessment (for real estate taxation) and land use plans

■ Real estate taxation laws shall, on one hand, promote the desirable land uses and on the other hand, not deprive the family of the right to own a house. The valuation of land shall serve as a guide for mediating between the land owner and occupant, in socialized housing programs. For taxation purposes, there shall

---

be a convergence of the zonal values with the assessed market values for the second residential land holding. The limits for small-scale operations shall be determined for commercial and industrial lands

■ Study of non-conforming use charges shall be undertaken to ensure compliance with zoning ordinances. These are specific surcharges which shall be imposed for those who do not comply with zoning ordinances.

h. **Densification and population redistribution**

■ The growing urbanization pressures on prime agricultural lands is threatening the food security and environmental integrity of the country. Higher housing densities are proposed not only in the urban, but also in the rural areas. The medium-rise building program, which is objected to by the urban poor on account of the costs involved will in the long run be economically cheaper than importing food items, such as rice and corn, fruits and vegetables, the shortage of which is inevitable due to the rapid conversion of agricultural lands.

■ Site design shall be clustered and conservative of land and space. Urban expansion shall first consider in-filling vacant spaces within the built-up area.

■ Site design shall preserve historic, scenic, geologically and architecturally significant landmarks.

■ The proposed industrial and tourism estates, ports and airports shall be supported by a strong housing and community services program to encourage the relocation of population.

i. **Inventory of idle lands**

***The proposed industrial and tourism estates, ports and airports shall be supported by a strong housing and community services program to encourage the relocation of population.***



---

- To maximize the use of land resources, the law already levies 5.0 percent on idle land, however, its implementing guidelines make its operationalization difficult. The classification of what constitutes idle lands shall be evaluated and the inventory of idle lands shall be conducted.

- In the long term, alternative investment opportunities, aside from real estate, shall be developed and encouraged. Zoning shall also provide for allowable interim uses. For example, declared industrial estates which are yet to be developed shall be devoted to agricultural uses, without the imposition of the guidelines for land conversion at the time that actual industrial development will be undertaken.

j. Incremental approach to land ownership

Where applicable, socialized housing programs shall recognize an incremental approach to land ownership, starting from occupancy permits, certification of tax payments and finally, land titling and registration.

### 3.2.6 Financing

Existing government capabilities cannot meet the growing demand for housing. For this reason, there is a need for more intensive collection of existing taxes, better fiscal management and the identification of alternative fund sources and non-monetary resources, such as organizing *bayanihan* or self-help activities, joint ventures, bond flotation and build-operate-transfer arrangements.

a. Implementation of CISFA

- The release of funds pursuant to the

---

Comprehensive and Integrated Shelter Financing Act (CISFA), shall be accelerated to continue the implementation of housing programs like the Community Mortgage Program and operationalize new ones like the Local Housing Program and the Medium-Rise Public Housing Program.

b. Expansion of revenue base of LGUs through the intensification of tax collection, implementation of idle land tax, and the development of non-tax and non-financial resources

- Real estate tax collections shall be intensified through the improvement of the information base and the monitoring system.

- The implementation of the 5.0 percent idle land tax shall be initiated and the funds shall go into land banking and socialized housing and community services and facilities.

- The revenue base of local government units shall be expanded through non-tax financial and non-financial sources, such as property improvements, municipal enterprises, foreign grants, build-operate-transfer agreements, and bond flotation.

c. Identification and tapping of additional fund sources

- In order to expand the housing finance base, the promotion of Pag-IBIG Fund membership shall be accelerated among overseas employees and the self-employed.

d. Budget re-allocation to regions and income groups

- Program funds shall be allocated by region and by income level in order to ensure the equitable distribution of housing units and prevent over concentration in the National Capital

***Existing government capabilities cannot meet the growing demand for housing.***

---

Region.

- To ensure equity in the allocation of funds, disposition of SSS, GSIS and HDMF funds shall be publicly disclosed and accounted for.

- To accelerate availment, the key shelter agencies shall lead the mobilization of low-income groups.

e. Release of funds for UDHA implementation

- Funds shall be allocated for the implementation of local housing projects as provided for in the UDHA. These funds shall be utilized as guaranties for local bonds as well as secondary mortgages, through the local originating banks and cooperatives.

- The disposition of non-performing assets and the transfer of such funds for housing finance shall be accelerated in coordination with the Public Estates Authority. Additional fund source, such as revenues from duty-free shops shall be tapped.

- Project development shall be undertaken as required for financial programming.

f. Increase in housing subsidies

Additional housing subsidies shall be given to meet the housing needs of abandoned street children and the elderly. *Abot-kaya* amortization subsidy which presently amounts to P1 billion, shall be further expanded to cover the acquisition of lands of occupants of slum and squatter areas.

g. Standardization of housing loan surcharges

Allowable loan surcharges shall be standardized, adopting realistic rates.

---

h. Flexible amortization to increase affordability of seasonally employed

■ Loan programs shall be further liberalized. In order to improve the affordability of families, a flexible amortization plan shall be worked out with the beneficiaries who are seasonally employed.

### 3.2.7 Institutional Mechanisms

Multiple agencies are responsible for urban development and these include the agencies concerned with housing, infrastructures, transportation, utilities and trade and industry. A stronger agency with overall responsibility for urban development and management needs to be organized.

A housing department is proposed at the cabinet level which shall have the responsibility and authority of coordinating the development of cities and municipalities, with respect to land resource management, housing and basic infrastructures and financial delivery systems in an integrated manner, with the active participation and cooperation of non-government and people's organizations.

#### a. Regulatory Framework

Government regulations shall be promotive, rather than restrictive, to low-cost housing and human settlements, by adopting a rational and sustainable framework for development, by decentralizing program administration, by simplifying systems and procedures, and by eliminating graft and corruption. Government services shall be directed to the intended beneficiaries and bureaucratic processes shall be avoided. The government shall make citizens aware of their fundamental civic rights and obligations.

■ The government shall provide guidance in

***Multiple agencies are responsible for urban development and these include the agencies concerned with housing, infrastructures, transportation, utilities and trade and industry.***

---

planning human settlements, mobilize resources and ensure transparent, effective and rational human settlements management.

- The National Urban Development and Housing Framework shall be implemented.

The National Urban Development and Housing Framework (NUDHF) proposes urban development based on the natural advantages and potentials of urban areas e.g., resource base, geographic location, labor force and prescribes the role of such urban areas in regional and national development. Other policy thrusts include population distribution and migration, local government capability building, private sector participation and facilitation of land access.

All government policies and programs relating to or bearing implications on urban development and housing, shall be made consistent to the Urban Development and Housing Framework Plan, i.e., Social Reform Agenda, National and Regional Physical Framework Plan, Philippine Sustainable Development, Local Government Code, Balanced Agro-industrial Development Strategy, Forestry Master Plan and the National Infrastructures Development Program.

The NUDHF shall be translated into infrastructures and social investment programs and legislative agenda.

- Enactment of the National Land Use Act

The proposed bill on the Land Use Act which has been pending, shall be further advocated. The proposed Act vests the land use policy-making function on a single agency yet to be created out of the existing Housing and Land Use Regulatory Board.

- Integration of National and Regional Physical Framework Plans with the Regional

---

## Development Plans

■ The various physical framework plans shall be integrated into the Regional Development Plans to avoid confusion arising from the presence of many plan documents among development participants. Each plan shall indicate which policies and programs are new, revised or modified.

### b. Creation of a department on housing and urban development

The creation of a department on housing and urban development shall be pursued as a step towards: (i) the consolidation of the various shelter agencies which are presently operating under their respective charters; and (ii) the effective coordination between and among the different agencies concerned with the provision of infrastructure, basic services, utilities, etc. Because of the complex nature of housing and human settlements, this department shall have the authority and responsibility to plan, develop and implement relevant programs in coordination with the concerned agencies.

### c. Delineation of NEDA physical planning function

The preparation of the physical framework plan which is coordinated by NEDA at the national and regional levels and is undertaken by the provincial and city/municipal governments at the local levels. Technical assistance and compliance monitoring are lodged with the HLURB. At the national and regional levels, the physical plan shall consist of land use and infrastructures location policy guidelines. At the local levels, specific area allocations and locations shall be provided to all types of uses: residential, commercial, industrial, educational, health, transportation, communications, power and water supply and distribution. The province shall

---

integrate the local plans and resolve boundary conflicts and conflicting land uses at the boundaries of adjacent cities/municipalities.

d. Definition of the role of PCUP in responding to the needs and concerns of the urban poor

■ The Presidential Commission of the Urban Poor (PCUP) and the Presidential Commission to Fight Poverty (PCFP) are both concerned with the needs and concerns of the poor with the former being more focused on the urban poor sector. With the apparent functional overlap, these agencies shall delineate in concrete terms their respective scope and coverage and areas of mutual concerns. The rural poor are potential urban poor considering rural-to-urban migration. Specifically, the PCUP shall identify the priorities of urban poor communities and organize and develop the capabilities of these communities for self-help projects thus promoting their self-reliance.

■ The PCUP and PCFP shall see to the full implementation of convergence and localization policies as well as coordination and networking with appropriate national government agencies for the delivery of basic services.

e. Representation of NGOs and POs at all levels of planning, budgeting and implementation

The representation of non-government organizations and people's organizations in planning, budgeting and implementing activities shall be provided in the implementing rules and regulations of major land development programs and projects. The formation of multi-sectoral task forces or committees shall be encouraged.

f. Capability building for local governments

■ The decentralization and devolution

---

provisions of the Local Government Code have to be implemented. As experienced, its full implementation may not be immediately possible and interim phasing-in measures have to be formulated and reviewed. Technical assistance shall continue to be provided to local governments, considering their institutional and financial capabilities.

■ Local government capability shall be enhanced in the provision of adequate housing, livelihood, infrastructures and support services, management of the environment and in disaster prevention and preparedness.

■ Additional functions such as the regulation of logging and fishing and use of agro-chemicals, shall be devolved to the LGUs together with the corresponding authority and resources.

■ Pursuant to the Local Government Code, housing and social welfare are now included under the functions of LGUs. In order to implement these new functions, the local government employees shall be trained to undertake community organization and management, shelter strategy formulation, housing development and building regulation and gender-responsive planning.

■ Municipal and city planning and development offices for housing, basic services, community organization, transportation and livelihood shall be strengthened.

■ Local government capability building on waste management, land use and zoning, public order and safety, roads and drainage improvement, monitoring of building construction and site development and fund generation/sourcing, shall be undertaken.

g. Graft and corruption

***The representation of non-government organizations and people's organizations in planning, budgeting and implementing activities shall be provided in the implementing rules and regulations of major land development programs and projects.***



***Housing programs shall not discriminate against any person, because of sex, age, culture or belief.***

Graft and corruption proliferate in various phases of property-related transactions from securing land conversion, transfer tax, registration of titles, to building permits. Applicants are given the run-around unless facilitation fees are paid. To minimize these, schedules of fees and approving processes and guidelines shall be posted in easy-to-understand posters in all government offices. Government employees shall wear proper uniforms and identification. Transactions of regulatory offices with the public shall be done over the counter in full view of the public. Office layout shall be made in such a way that the public follows a smooth flow of the transaction process.

### **3.2.8 Gender and Vulnerable Groups/Special Concerns**

Housing programs shall not discriminate against any person, because of sex, age, culture or belief. Housing and community designs shall promote the full development of women, children, the elderly, persons with disabilities and indigenous peoples through the provision of adequate space for socialization among their peers, for the conduct of home-based enterprises, privacy and safety.

Equity shall be further promoted by sensitizing personnel of shelter and financial institutions on the needs of these special groups; by integrating information, education and communications programs in new legislations; by evaluating the impact of new legislation and programs, and disaggregating information and program targets by sex, income and age groups.

a. Provision of outdoor space for children's care and play activities, home and community industries and future expansion

b. Consideration of privacy and safety in housing and community design

---

Designs of housing units shall provide privacy for both adults and children. Communities and public buildings shall be well lighted and shall provide separate facilities for males and females.

c. Consideration of ethnic beliefs and practices and other regional differences in housing and community design

Regional differences, beliefs and practices shall be studied and integrated into housing and community designs. For example, in some regions, toilets should be separated from the house proper

d. Community-based housing approaches for street children, people with disabilities and elderly

Community-based housing, rather than institutionalized centers, shall be provided for abandoned street children, handicapped and the elderly.

e. Promotion of home-based sub-contracting economic activities and organization into cooperatives

■ In order to provide extra income, while at the same time nurturing growing children, elderly and people with disabilities, home-based contracting activities shall be promoted for the unemployed or underemployed spouse and out-of-school youth.

■ To provide social security and welfare benefits to the self-employed, the formation of cooperatives among the workers shall likewise be encouraged.

---

f. Enactment of laws to make indigenous peoples legitimate stewards of their ancestral lands

Indigenous peoples shall be awarded rights to their ancestral lands and protected from being displaced.

g. Information dissemination on new laws on women

Several laws cognizant and supportive of women's rights have been passed and these should be properly disseminated, e.g, the New Family Code, and the Women's Act.

h. Gender sensitization of housing, financial and land registration personnel.

Personnel of housing and financial institutions shall be gender-sensitive. For example, both spouses shall be involved in the design and implementation of housing programs and shall (both) be encouraged to sign property sale or mortgage documents, applications and the like, to promote shared responsibility.

i. Disaggregation of data by income and gender

Data disaggregation shall be undertaken to distinguish beneficiaries by income level and gender and shall be reflected in monitoring reports to determine the effectiveness of the programs in reaching the lowest income group, as well as in equitably distributing housing opportunities to both genders. Data on the handicapped shall likewise be collected in order to give due consideration their requirements to lead an independent, normal life. Such information shall be considered in designing and programming human settlements.

---

j. Information awareness and provision of access to public areas to people with disabilities

In compliance with the *Batas Pambansa* Blg. 344 or Accessibility Law, all multi-family housing and community facilities shall provide access to people with disabilities.

### 3.2.9 Livelihood

The government shall directly assist families with incomes below the poverty line, most especially the vulnerable groups, to meet their basic needs. It shall promote security of employment.

For the population who earn incomes below the poverty level, a shelter-cum-livelihood strategy shall be undertaken. Rental and subsidized housing programs shall be provided with income augmentation schemes in order to improve housing affordability. Those in the informal economy shall be encouraged to be in the mainstream.

The government shall promote cooperative economic and social endeavours to benefit the poor. Social / neighborhood security or social welfare benefits for the poor shall be provided through, among others, already available indigenous systems or through formal welfare systems.

#### a. Local livelihood development programs

- Local government agencies shall encourage non-government organizations and corporate entities to set up capability building, skills and entrepreneurial training programs, product development and marketing assistance and shall disseminate information on these programs. Training programs shall equip the poor with marketable skills for livelihood activities.

- Local government units shall provide basic

***The government shall directly assist families with incomes below the poverty line, most especially the vulnerable groups, to meet their basic needs.***

infrastructure support, tax incentives and one-stop permits systems for new and expanding investors.

■ Government funds such as the Countryside Development Fund and a certain portion of the 20 percent economic development fund, shall be allotted for local livelihood development.

b. Provision of additional Public Employment Service Office and job matching services

The Department of Labor and Employment shall intensify its employment and entrepreneurial assistance programs with the creation of additional Public Employment Service Office (PESO) and job matching services.

c. Preferential rates or royalty fees for local governments where sources of power, water and mineral resources are located.

The municipal governments with power, water and mineral resources within their territorial jurisdiction, shall be allowed to collect royalty fees or to be given preferential rates for the products and services. The priority usage of such funds shall be for the preservation or restoration of the environment.

d. Employment priority for residents of the locality where the industrial plants are located; skills upgrading and technology transfer for local labor force.

Residents shall be given priority in local hiring by employers. Skills upgrading shall also be undertaken to enable local residents to acquire employable skills and gradually gain employment in local establishments.

---

e. Accommodation and social preparation of local residents and relocatees in resettlement areas.

Local residents shall be given equal opportunities to housing and basic services that shall be established within their area. In the case of resettlement and relocation sites, social preparedness and livelihood training shall be undertaken by the key shelter agencies, in coordination with the government and non-government organizations concerned, to facilitate the integration of the new community into the receiving locality. Likewise, dialogues with communities/residents of localities where resettlement/relocation sites have been identified/developed shall be undertaken to facilitate acceptance of the new community.

#### **4. MONITORING AND SUPPORT SYSTEMS**

##### **4.1 Institutional Monitoring**

Follow-through actions relative to the implementation of the National Plan of Action shall be undertaken by the Housing and Urban Development Coordinating Council in coordination with concerned sectors/actors. An effective monitoring mechanism shall be set up at the national and local levels where the active participation of both public and private sectors including the NGO/PO communities shall be institutionalized. Assistance and support shall be provided to local government units in implementing their plans and programs, particularly in drawing up their housing and urban development programs.

##### **4.2 Research and Database**

Continuing research and database building on shelter and human settlements is a primary concern. Up-to-date information on the housing market, land values,

***Assistance and support shall be provided to local government units in implementing their plans and programs, particularly in drawing up their housing and urban development programs.***

settlements conditions, physical requirements, population movements, among others, is necessary in the formulation of effective policies, plans and programs.

A nationwide database system initially with regional, then provincial stations, shall be installed. Regular periodic reports shall be generated and disseminated to concerned sectors. Training for and systematic provision of data to local governments, shall likewise be a continuing activity.

### **4.3 Capability building**

Capability-building programs shall be directed to national agencies and local government units. In particular, capability for strategic planning and analysis as well as fund generation/sourcing shall be upgraded to implement development programs/projects and provide a variety of services.

## **5. COMMITMENTS**

The Philippine Government, in accordance with its national standards, commits itself to the provision of adequate housing, sustainable human settlements, provision of opportunities for the pursuit of knowledge and livelihood and ensuring mobility (physical, social and economic). To realize these commitments, it shall mobilize and institutionalize the active participation of the local government units, private sector, non-government/people's organizations, academic and professional organizations and the people themselves.

### **5.1 The National Government shall:**

#### **On Poverty Alleviation**

- develop and promote policies, plans and programs that are not prejudicial or discriminatory to the poor;
- assist families with incomes below the poverty line to meet basic needs, most especially the vulnerable

---

groups;

- dismantle trust monopolies, oligopolies and cartels and their combinations, which are injurious to public welfare;
- provide social security or social welfare benefits to the poor;
- promote labor-intensive industries and creation of employment opportunities;
- provide capability building/skills training to equip the urban poor with, and/or upgrade their marketable skills for livelihood activities;
- conduct skills training transfer programs and capability building on livelihood including product development and marketing assistance;
- establish additional public employment service office outlets to undertake job-matching services;
- implement social preparedness training activities within resettlement programs for both sending and receiving communities;
- adopt and implement comprehensive policies and strategies on shelter and human settlements; and
- fully implement convergence and localization policies relative to the Social Reform Agenda on the delivery of basic services.

#### On Infrastructure

- incorporate the infrastructure requirements of local resettlement and socialized housing into infrastructure programs;
- continue efforts to allow competition in the infrastructure sectors such as in shipping, airlines,

***The Philippine Government, in accordance with its national standards, commits itself to the provision of adequate housing, sustainable human settlements, provision of opportunities for the pursuit of knowledge and livelihood and ensuring mobility (physical, social and economic).***



---

communication, power, and water to improve efficiency;

- continue to tap private resources and alternative mechanisms including build-operate-transfer schemes in infrastructure provision;

- facilitate the provision of favorable conditions for new investments such as infrastructure support, tax incentives and one-stop permit systems;

- promote energy-efficient and low-cost infrastructure through research and development;

- update current rates and charges and improve collection of user charges;

- maintain, rehabilitate or upgrade existing structures;

- forge social acceptance of infrastructure projects;

- rationalize controls and increase transparency in project planning, budgeting and implementation;

- undertake comprehensive and integrated infrastructure and service delivery ;

- conduct consultations with the concerned local government units in the planning and implementation of major infrastructure projects of national interest.

#### On Environment

- strictly enforce environmental laws and impose stiffer sanctions commensurate to damages resulting from violation;

- prioritize local capability building on solid waste and sewerage planning and management;

- regulate the importation and use of plastic and such other non-biodegradable materials;

- strengthen industrial capability to reduce waste

---

through residuals management;

- formulate and implement disaster mitigation schemes;

- develop a system of incentives and disincentives so that the private sector internalize environmental cost and benefits in its investment and management decisions;

- prohibit new settlements in disaster prone areas;

- implement the Philippine Sustainable Development Strategies;

- promote community-based forestry management and sloping agricultural land technology;

- provide toxic and hazardous waste treatment facilities in regional industrial centers and highly urbanized areas;

- review existing environmental laws and policies (e.g., 18 percent slope utilization) and recommend appropriate amendments/revisions for a more efficient environment management;

- strictly enforce fishery and forestry laws to prevent illegal logging and accelerate reforestation;

- promote recycling and such other appropriate methods to preserve ecological basins;

- study the feasibility of devolving some DENR powers to local government units;

- increase public awareness on ecological/ environmental concerns and legislations; and

- integrate environmental protection, conservation and management into the school curriculum.

---

### On Land Access

- accelerate the implementation of Republic Act 7279 (Urban Development and Housing Act);
- institute measures that will lessen bureaucratic procedures in land titling;
- encourage increase in land supply without compromising environmental integrity;
- review and amend existing land laws for more efficient housing delivery;
- increase the capacity and jurisdiction of special courts on land resettlement and the agrarian courts;
- stimulate the development of idle residential and commercial lands through, among others, increased taxation;
- implement land banking, land sharing and land assembly schemes;
- review restriction limits on the use of steep slopes;
- encourage high density/intensive but environment-friendly development;
- adopt an incremental approach to land ownership;
- develop and encourage alternative investment opportunities aside from real state to curb speculation;
- update the Bureau of Internal Revenue zonal valuation with the local value assessment and land use plan; and
- provide technical assistance and support to local government units in the provision of adequate housing and other basic needs, provision of livelihood, infrastructure and support services, management of the

---

environment, disaster prevention and preparedness and land use planning and zoning.

### On Housing

- institute measures to bridge housing supply/production gaps through, among others, increasing the budget and manpower complement of housing agencies, providing additional incentives to private sector participation in housing and encouraging more joint venture projects and community self-help programs;
- equitably/proportionately allocate the housing budget to regions and income groups, particularly in areas where the housing need is greatest;
- study the feasibility of reducing surcharges/add-ons on housing loan packages;
- decentralize processing and approval of housing loans;
- ensure representation of the NGO-PO community in planning and program implementation;
- accelerate provision of socialized housing;
- upgrade skills and capabilities of housing originators;
- increase capability of shelter agencies to process, produce and generate resources;
- develop indigenous housing materials to reduce housing production cost;
- promote the creation of local housing boards nationwide;
- undertake resettlement programs and provide adequate infrastructure and livelihood opportunities in resettlement sites;
- establish incentives for homelending banks, other

---

financial institutions and cooperatives to participate in home financing;

- undertake appropriate action on non-performing assets to fund socialized housing;
- increase collection efficiency of mortgage institutions;
- promote cooperative housing;
- develop a rental housing program for urban and urbanizing areas;
- support local innovations and resources for housing provisions;
- release/make available national government lands for local housing programs, where applicable; and
- study the feasibility of granting tax privileges in the importation of construction equipment and low-cost housing materials.

#### On Special Groups

- incorporate disaggregated data on gender and people with disabilities in existing information systems;
- give equal consideration to ethnic beliefs and practices in community and housing design;
- enact laws making the indigenous people legitimate stewards of their ancestral lands;
- intensify information dissemination on gender issues particularly with respect to property rights;
- develop linkages to push gender initiatives in human settlements;
- conduct gender sensitivity training for all key actors in shelter and human settlements;

- 
- implement the Accessibility Law;
  - establish special centers to address the needs of the elderly, people with disabilities, disabled, street children and other disadvantaged and vulnerable groups;
  - develop community-based housing approaches for street children, people with disabilities and elderly; and
  - respect ancestral rights.

#### On Settlements Development and Institutional Mechanism

- establish mechanisms or parameters for the integration of various regional plans and policy documents into a single/integrated urban development framework;
  - integrate settlement and urban development policies into macro policies and programs;
  - formulate and implement population control/demand management measures;
  - encourage the growth of regional centers to improve delivery of urban services;
  - formulate strategic plans for regional and other major urban centers;
  - enact a law on national land use;
  - provide up-to-date information/data for planning and policy-making;
  - create a Department of Housing and Urban Development;
  - promote capability-building programs for local governments;
-

- 
- create metro-bodies to address inter-local government unit problems;
  - explore innovative mechanisms to mobilize resources; and
  - ensure greater people participation in the formulation of master plans and local plans.

## **5.2. The Local Governments shall:**

### On Infrastructure development and service delivery

- provide basic services and amenities including local infrastructure pursuant to the Local Government Code;
- institute localization and promotion of community participation in infrastructure improvements and services and maintenance of peace and order;
- acquire lands for infrastructure projects by donation, purchase or expropriation;
- link with the non-government organizations in the delivery of services;
- prioritize budgets according to essential needs;
- maximize fund sources like credit financing and bond flotation to fund projects; and
- privatize local services, where applicable.

### On Environmental Management

- support community-based forestry management;
- establish municipal nurseries especially for plants which absorb toxic gases;
- establish local environmental quality councils to monitor environmental quality and enforcement of laws;

- 
- allot at least 10 percent of the local revenues for the implementation of local environmental programs;
  - organize/activate local disaster coordinating councils pursuant to Presidential Decree 1566;
  - prepare comprehensive disaster preparedness plans and incorporate them into the Comprehensive Local Development Plan;
  - ensure the proper use of emergency disaster funds;
  - integrate environmental concerns into the urban planning process and local legislative process; and
  - enforce regulatory powers on violators of environmental laws.

#### On Housing, Land Access, Employment Generation and Financing

- expand the local revenue base through intensified tax collections and tapping of other financial resources;
- encourage non-government organizations and corporate entities to undertake capability-building and entrepreneurial training programs to equip the poor with marketable skills for livelihood activities;
- enforce employment priority for residents of the locality where industrial plants are located;
- levy royalty fees or preferential rates on corporations/firms operating extractive industries including generation of power and water in their locality;
- undertake resettlement programs and provide adequate infrastructure and livelihood opportunities in resettlement sites;
- create local housing boards;



- 
- set up funds for land banking;
  - impose idle land tax;
  - accelerate the implementation of the Urban Development and Housing Act especially on:
    - inventory of socialized housing sites
    - registration of socialized housing beneficiaries
    - acquisition of sites for socialized housing
    - collection of taxes (socialized housing tax, idle land tax)
  - encourage barangays, local colleges and universities to participate in the local land-use planning;
  - ensure greater community participation in the drafting of master plans;
  - prepare, update and strictly implement development plans, land use plans and zoning ordinances ;
  - study the imposition of non-conforming use charges to ensure compliance with zoning ordinances.

**5.3. The Private Sector, Non-government Organizations, People's Organizations shall:**

- undertake advocacy activities supportive of the country's development plans, to wit:
    - increase advocacy for local government units to ensure priority of basic services in local budgets; and
    - lobby for greater decentralization and genuine local autonomy.
  - set up mechanisms that would facilitate their representation and police their own ranks to minimize
-

---

proliferation of illegitimate organizations;

- monitor the implementation of development programs/ projects and provide feedback to concerned government agencies;
- propagate the moral values and civic virtues that promote responsible use of the people's freedom in the pursuit of national goals;
- use the collective strength of the sector in poverty alleviation; and
- promote corporate approach to development.

**5.4 Likewise, the League of Cities of the Philippines shall undertake the following:**

- intensify fora for sharing experiences in local governance;
- promote government-non-government collaboration in the different aspects of urban development;
- advocate for genuine local autonomy;
- set-up key indicators to assess development performance of cities;
- maintain a reliable and easily accessible data base to assist member cities;
- establish the inter-city "expert exchange program";
- undertake activities promoting the well-being of cities, e.g., legislative tracking, policy studies, research, advocacy, etc.;

## 6. ACTIVITIES

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
I. SETTLEMENTS						
Total population (1990) is 65 million, projected to reach 79 million by year 2000	Rapid urban population growth will lead to:	Population control/demand management measures	Providing more opportunities to the public to freely use legal methods of population control.	Develop and design information awareness materials.	1996 - Continuing	POPCOM, DOH, NGO sector
About 48% of total population is urban. Urban population growth rate of 5.14% (1980-1990) is among the highest in the developing world.	- Increased demand for urban infrastructure and services	Refer to Infrastructure and Environment modules.	Promoting effective delivery and management of resources.	Conduct massive information campaign and disseminate information materials	1996	LGU, DPWH, DOTC
By 2000, majority of Filipinos will be living in urban areas.	- Increased demand for urban land; land conversion and reduction of cultivated land, threatening food security.	Increases in urban land supply shall be encouraged without compromising environmental integrity.	Promoting mixed land use and, when appropriate, higher density developments.	Conduct inventory of resources. Identify delivery gaps and projected need. Prepare infrastructure and services plan. Assess existing land uses vis-a-vis projected land requirements. Evaluate current development standards. Prepare policy proposals on land use.	1996	LGU, HLRB
		Formulate and implement demand-management measures	Increasing urban land supply by streamlining land titling and other related activities and bureaucratic processes.	Conduct a study of the existing title system and other related processes. Draft legislative proposal and submit for congressional action. Congressional action	1996	HUDCC, LMB, LRA
		Continue moratorium on conversion of prime agricultural lands and review impacts on food security requirements.	Adopting progressive taxation of urban lands.	Organize an interagency committee to study the proposal on progressive taxation of urban lands. Conduct consultations/dialogues with concerned sectors.	1996	HUDCC

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
Incidence disasters total toll: Deaths Property damages Crop damages	- Greater concentrations of population are at risk with respect to natural disasters.	Disaster mitigation practices shall be formulated and implemented.	Identifying/defining food security requirements.	Draft specific proposal for congressional action.  Organize an interagency committee to define food security requirements vis-a-vis land use and area.  Conduct consultations/dialogues with concerned sectors.  Draft specific policy proposal for executive and legislative action.	1996	DA, DAR, NEDA
			Assessing the impact on land conversion and urban growth trends.	Organize an interagency committee to assess the extent of land conversion and its implications.  Conduct consultations/dialogues with concerned sectors.  Draft specific policy proposal for executive and legislative action.	1996	DA, DAR, NEDA, HUDCC, HLRB
			Introducing land conversion tax.	Prepare proposal on land conversion tax.  Conduct consultations/dialogues with concerned sectors.  Submit proposal for legislative action.	1996	HUDCC, DOF
			Incorporating disaster mitigation into land use and urban planning.	Study existing land use/urban planning guidelines.  Incorporate disaster mitigation into existing guidelines.  Disseminate revised guidelines to concerned LGUs and agencies.	1996 - 1997 (first quarter)	HLRB, HUDCC

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
In Southeast Asia, the Philippines ranks 2nd to Thailand in terms of population concentration in the capital city, with 32% of its urban population in Metro Manila	Primate Distribution  - Is Metro Manila getting too big and crowded?	The issue is not that Metro Manila is too big or too dense but that the management of and level of basic services in Metro Manila has to be implemented.	Establishing DCC at all levels.	Prepare a memo circular to all LGUs on the establishment of disaster coordinating council.  Monitor implementation of the circular.  Assess current emergency expenditures at both national and local levels.  Prepare recommendations/amendments to existing system.	1996	DND, DILG
			Reviewing emergency expenditures.	Assess current emergency expenditures at both national and local levels.  Prepare recommendations/amendments to existing systems	1996	DILG, DND
			Providing for the allocation of unused emergency budgets for non-structural measures and for disaster mapping.	Assess current emergency expenditures at both national and local levels.  Prepare recommendations/amendments to existing systems	1996	DILG, DND
			Fast tracking the formulation of the Metro Manila strategic plan as well as those of the regional and provincial centers.	Create and interagency committees to draft strategic plan for Metro Manila  Conduct workshops/dialogues on the draft strategic plan to generate inputs/comments.  Present draft strategic plan to all concerned sectors to generate support and commitments.	1996 - 1997 (first quarter)	MMDA, NEDA, HUDCC
			Continuing review and formulation/implementation of sectoral strategic plans which affect the urban sector..  1. National Transportation Study 2. Population Policy 3. Forestry Management	Conduct periodic assessment of sectoral plan/programs which affect the urban sector.  Prepare recommendations/policy proposals for agency/executive action.	1996 - Continuing	NEDA
Metro Manila's density (12,500 persons/sqkm) is almost 80 times that of the entire country and about 6 times that of the 2nd largest urban center (Metro Cebu).		There is a clear and urgent need to manage Metro Manila's growth and to improve its global competitiveness.				

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
<p>Metro Manila is the largest employment center. It accounts for 1/3 of the GDP.</p> <p>Metro Manila's primacy is decreasing. Regional centers are growing faster than Metro Manila and this trend may be expected to continue in the future.</p>	<p>- Is there a need to disperse population from Metro Manila in order to achieve a more "balanced" distribution?</p>	<p>A desirable level of "balance" has yet to be defined. An equitable distribution can not be achieved. Nor is it desirable necessarily.</p> <p>The growth of regional centers will be encouraged to accommodate regional growth and to improve delivery of urban services.</p>	<p>4. Tourism Management 5. Balanced Agro-Industrial Development Strategy 6. Education/Distance Education 7. Nationwide Industrial Estate Program</p>	<p>Review existing sectoral plans. Prepare recommendations/proposals for integration into the sectoral plans. Prepare training/workshop design re: strategic planning and conduct workshop.</p>	<p>1996 - 1997</p>	<p>NEDA, DTI</p>
<p>Metropolitanization around regional centers is likely to occur.</p>	<p>- Increasing Metropolitanization</p> <p>- There is a need to provide and manage urban services at the Metro level but Metro administration is not yet in place in many urban areas.</p>	<p>Metropolitan planning and project implementation will be encouraged.</p>	<p>Identifying metropolitan and metropolitanizing urban areas and encourage metropolitan level planning and project implementation.</p>	<p>Assess existing list of cities and urbanizing areas. Segregate metropolitan/metropolitanizing areas based on criteria/standards. Prepare list of metropolitan areas and recommend measures relative to metropolitan governance and planning.</p>	<p>1996 - 1997</p>	<p>HUDCC, DILG, NEDA</p>
			<p>Providing or facilitating technical and other assistance to regional centers to plan for and improve urban services.</p>	<p>Review existing sectoral plans. Assess technical capability of urban governments. Prepare training/workshop design re: strategic planning and conduct workshop. Monitor plan/program implementation.</p>	<p>1996 - Continuing</p>	<p>NEDA, DTI, DILG</p>

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
<p>Much of urban planning and implementation plans have been devolved to LGUs by the Local Government Code.</p> <p>Local Government Code provided for the localization of national government functions.</p>	<p>Local Government Role</p> <p>- Is the code realistic with respect to devolution and decentralization?</p>	<p>The decentralization and devolution provisions of the Code have to be implemented. As experienced, full implementation may not be immediately possible and interim "phasing in" measures will be formulated/reviewed (subject to individual local capabilities)</p>	<p>Continuing Human Resource Development for local governance.</p>	<p>Assess implementation of devolution/decentralization provisions of the Local Government Code.)</p> <p>Identify gaps and weaknesses at the local level.</p> <p>Conduct local capability training activities.</p>	1996 - Continuing	DILG, HLRB
<p>A clear and definite national urban policy has yet to be formally established</p> <p>Many sectoral policies which have implicit but significant impacts on the pattern of growth contradict or do not support settlement/urban development policies.</p>	<p>- At present, most local governments lack the capacity plan for future urban growth.</p> <p>National Urban Policy Integration</p> <p>- Several documents (NUDHF, NPPP, Draft National Urban Policy) containing elements of a national urban policy have already been formulated but no integration has been formalized.</p>	<p>Technical assistance is being and will continue to be provided to local governments.</p> <p>Settlement and urban development policies will be integrated.</p>	<p>Providing or facilitating technical and other assistance to regional centers to plan for and improve urban services.</p>	<p>Assess LGU planning and zoning administration capability.</p>	1996 - Continuing	DILG, HLRB
<p>Urban development is affected by macro policies exercised by the following:</p> <p>NEDA - Economic policies and programs</p> <p>DTI - Commerce and Industry</p> <p>DOTC - Transportation and Communication</p> <p>DPWH - Public Works</p> <p>DECS - Education</p> <p>DOT - Tourism</p>	<p>Multiple agencies responsible for urban development.</p>	<p>Translating into investment programs appropriate laws/policies at all levels.</p>	<p>Conduct a study on existing national policy documents that impact the urban sector.</p> <p>Prepare and recommend mechanism/measures to integrate said documents.</p> <p>Present proposals to the concerned agencies, Cabinet Committees and other higher policy bodies for action.</p> <p>Evaluate existing laws/policies relative to urban development</p> <p>Prepare/Identify possible projects/programs.</p> <p>Submit proposals and coordinate with concerned agencies on the implementation of the same.</p>	1996	1996	NEDA, HLRB

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
<p>II. POVERTY, EMPLOYMENT AND PRODUCTIVITY</p> <p>1 Poverty</p> <p>-About 35% of the total urban population are poor.</p> <p>-Over 80% of the population of Region VIII, X, V, IV are poor.</p> <p>-More than half live in major urban centers.</p>	<p>- HUDCC plays a coordinating but weak role among various agencies responsible for urban development.</p>	<p>A stronger agency with overall responsibility for urban development will be created</p>	<p>Creating a Department of Housing and Urban Development or similar agency that will act as overall policy making body on shelter and urban development.</p>	<p>Create a Task Force to study the institutional structure for housing and urban development.</p> <p>Prepare an organizational proposal in coordination/consultation with Congress and all sectors.</p> <p>Submit proposal for executive/legislative action.</p>	<p>1996</p>	<p>HUDCC, Housing Agencies, Private Sector, NGO, PO</p>
	<p>3 million live in 618 slums/blighted areas</p>	<p>The government shall assist families with income below the poverty line to meet basic needs, most especially the vulnerable groups.</p>	<p>Continuing poverty eradication programs with emphasis on market assistance, product development, quality controls.</p>	<p>Set-up data bank on wholesale buyers/large contractors/processors.</p> <p>Identify existing institutions (private and public) which provide marketing assistance to the non-formal sector.</p> <p>Provide assistance in product development and packaging.</p>	<p>January - Dec. 1996</p>	<p>DTI, TLRC</p>
	<p>Larger households, congestion, poor environmental conditions, dilapidated structure, and absent meager infrastructure and service in poor communities.</p>	<p>Trust monopolies, oligopolies and cartels and their combinations, which are injurious to public welfare shall be dismantled.</p>	<p>Privatizing and breaking up monopolistic enterprise involving transportation, utilities and other public services.</p>	<p>Conduct an inventory of existing transportation, utilities and other public services by location/service area, ownership, duration, etc. and assess performance.</p> <p>Study existing laws covering the operation of the said services.</p> <p>Prepare proposals for executive/legislative action.</p>	<p>1996</p>	<p>DOTC, DILG/LGU, DPWH</p>
		<p>The government shall make citizens aware of their fundamental civic rights and obligations.</p>	<p>Continuing information education campaign on livelihood opportunities.</p>	<p>Develop information materials on livelihood/entrepreneurial opportunities.</p>	<p>1996 - Continuing</p>	<p>TLRC, DTI, CDA</p>



SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
				<p>Conduct seminars on livelihood programs in coordination with concerned sectors.</p> <p>Establish tie-up with livelihood agencies/corporate sector.</p>		
		<p>The government shall provide guidance in the planning of human settlements, mobilize resources, and ensure transparent, effective and rational human settlement management.</p>	<p>Establishing the housing department and strengthening planning capabilities at all levels.</p>	<p>Enact the law creating the Department of Housing and Urban Development.</p> <p>Reorganize/restructure the housing agencies, etc.</p> <p>Operationalize the Department of Housing.</p>	1997	Congress, Concerned agencies, OP
		<p>The government shall promote security of tenure.</p>	<p>Accelerating the regularization of land tenure.</p>	<p>Prepare a masterlist of beneficiaries/low-income families without land tenure.</p> <p>Prioritize areas and/or families for assistance in securing land tenure.</p> <p>Mobilize concerned agencies, entities in assisting the target families.</p>	January 1996 - March 1996	NHA, HUDCC, LGU, NGO, PO
2 Employment	Exposed to elements, pollution hazards, vehicular accidents, apprehensions.	<p>The government shall encourage the enhancement of entrepreneurial skills.</p>	<p>Establishing labor-intensive industries, particularly in the rural areas.</p>	<p>Identify labor-intensive industries that can be established in the rural areas.</p> <p>Mobilize local governments on skills requirements of the proposed industries.</p> <p>Develop incentives to encourage private investors to set up industries in the rural areas.</p> <p>Set-up investment centers in the regions to assist investors and provide necessary information.</p>	January - Dec. 1996	DTI, NEDA, DOLE

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMEFRAME	RESPONSIBLE ACTORS
<p>Average income (1980) P1,675 compared to urban poverty line of P2,709 in 1988.</p> <p>-Threatened by eviction, demolition and relocation.</p> <p>-Gambling is enjoyed as possible source of money.</p>	<p>Less than minimum wage pay-for hours, poor nutrition, health and sanitation, and lack of potable water.</p> <p>Deterioration of peace and order.</p> <p>Insecurity of jobs.</p> <p>Threat of lay-off and job termination</p>	<p>Labor intensive industries and creation of employment opportunities shall be promoted.</p> <p>The government shall provide capability building/skills training to equip the urban poor sector with, and/or upgrade their marketable skills for livelihood activities.</p> <p>The government shall promote cooperative, economic and social endeavors to benefit the poor.</p> <p>The government shall develop and promote policies, plans and programs that are not prejudicial or discriminatory to the poor.</p>	<p>Providing long term capital at low interest rates.</p> <p>Continuing/expanding investment in human capital.</p> <p>Continuing review and evaluation of the impact of policies, plans and programs on the poor and the disadvantaged and vulnerable groups.</p>	<p>Link with the banking sector/other financial institutions on the provision of long-term capital.</p> <p>Establish incentives to encourage them to provide long-term capital.</p> <p>Coordinate with agencies/institutions implementing poverty eradication and capability building programs.</p> <p>Lobby for increased appropriations on poverty-eradication programs.</p> <p>Conduct periodic evaluation of poverty alleviation policies and programs.</p> <p>Formulate proposals to improve policies and programs.</p> <p>Implement proposed changes.</p> <p>Identify/develop indigenous savings and security systems.</p> <p>Pilot test said systems in specific areas.</p> <p>Link/coordinate with pension/provident fund institutions for integration into the regular system</p>	<p>1986 - 1997</p> <p>January 1996 - Continuing</p> <p>January 1996 - Continuing</p>	<p>DTI, NEDA, DOLE</p> <p>SRC, NEDA PCFP, other concerned agencies</p> <p>SRC, NEDA, PCFP</p>
<p>3 Urban Productivity</p> <p>-37.9% of the labor force are in urban area.</p> <p>-new entrants (1987-1993) to the labor force.</p> <p>Annual growth labor force - 3.2%</p> <p>- Female - 3.1%</p> <p>- Male - 2.9%</p>		<p>Social security or social welfare benefits for the poor shall be provided through among others, directly available indigenous systems or approaches.</p>	<p>Promoting and delivering indigenous savings and security system and mainstreaming these to the regular systems.</p>	<p>Providing employment opportunities to new entrants.</p> <p>Inventory job opportunities.</p> <p>Conduct job readiness courses.</p>	<p>1996</p>	<p>DOLE, LGUs, DTI, Academic</p>

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
<p>Low productivity because of poor health and sanitary conditions of the worker and his/her family.</p> <p>-Low savings rate</p> <p>III PHYSICAL AND SOCIAL INFRASTRUCTURE</p> <p>Recent policies and legislation (Flagship Projects, Public Works Act) identify infrastructure priorities but more investments are needed to address serious infrastructure gaps. Compared to 1985, there was a 39% drop in the budget share of transportation and communication projects for 1992.</p> <p>Many infrastructure facilities are already below standard.</p> <p>About half of all motor vehicles are registered in Metro Manila. Traffic congestion in the NCR is worsening with average vehicular down to about 15 kph.</p> <p>Power supply has improved but future growth and industrialization require even greater supplies.</p> <p>Water supply is still inefficient; only 61% of Metro Manila households</p>	<p>Present infrastructure and level of urban services are inadequate and demand is expected to increase significantly.</p> <p>- Government has limited resources to fund required infrastructure and services.</p> <p>- There are conflicts among government infrastructure plans (e.g. road vs. rail).</p> <p>- Conflicts among inter-agency plans, infrastructure plans will be resolved and mechanisms established to prevent or reduce future conflicts.</p> <p>Most of the additional infrastructure demand will be in Metro Manila and other urban centers.</p>	<p>Private resources and funding mechanism including BOT, will continue to be tapped.</p> <p>Consider debt servicing fund as infra fund as well as debt for housing swap.</p> <p>Infrastructure plans will be reviewed and integrated.</p> <p>Inter-connectability shall be encouraged.</p> <p>A Metro Manila strategic plan which integrates land use and transportation will be formulated.</p>	<p>Continuing efforts to privatize selected urban services but provides subsidies to unprofitable but strategic infrastructure projects.</p> <p>Refining the BOT law, as required, to further encourage private sector participation.</p> <p>Formulating the Metro Manila strategic plan, giving priority to infra investments that yield basic, cost effective and long term solutions (access to basic</p>	<p>Conduct comprehensive review and prepare listing of:</p> <p>a. Urban services possible/ready for privatization; and</p> <p>b. Unprofitable but strategic infrastructure projects for subsidy.</p> <p>Undertake negotiations for privatization of urban services.</p> <p>Negotiate/source additional funds to subsidize infrastructure projects.</p> <p>Undertake review of the existing BOT law.</p> <p>Prepare draft of amendments/changes to the BOT law.</p> <p>Coordinate with Congress for the sponsorship of the new/amended law.</p> <p>Integrate the various physical and social development plans of Metro Manila.</p> <p>Conduct consultation in line</p>	<p>January 1996 - March 1996</p> <p>March 1996 - onwards</p> <p>January 1996 - onwards</p> <p>December 1995 - February 1996</p> <p>February 1996</p> <p>March 1996 - onwards</p> <p>January 1996 - March 1996</p> <p>January 1996 -</p>	<p>DPWH, DOTC, DTI, MMDA</p> <p>DPWH, DOTC</p> <p>DPWH, OP</p> <p>DTI, Private Sector, NGOs, DPWH, DOTC</p> <p>DTI, Private Sector, NGOs, DPWH, DOTC</p> <p>DTI, Private Sector, NGOs, DPWH, DOTC</p> <p>MMDA, DPWH, DOTC</p> <p>MMDA, DPWH,</p>

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
have direct connections. In other urban areas, only 47% of households have direct connections or access to public faucets. About 50% of MWWSS water supply is non-revenue generating.			services, sewerage, solid waste, and transit) Continue review and formulation/implementation of sectoral strategic plans.	with the preparation/formulation of the Metro Manila strategic plan.	March 1996	DPWH, DOTC, RDC, NEDA
Only 20% of Metro Manila's population is served by a centralized sewerage system.		Plan and develop other urban centers using the Metro Manila experience as an indicator of what problems should be anticipated, and what solutions are possible.	Formulating strategic plans for regional and major urban centers.	Integrate the various provincial, physical and social plans into a regional strategic plan.  Conduct consultations with the various sectors in the preparation/formulation of a regional strategic plan.	January 1996 - December 1996  January 1996 - June 1996	DPWH, DOTC, RDC, NEDA
Solid waste management is insignificant in many urban areas. Unsanitary dumpsites are often used.		Support resettlement areas and designated socialized housing zones.	Incorporating local resettlement/socialized housing infra requirements of local development plans into infra programs (e.g. ensuring reasonable commuting time between employment and resettlement sites).	Undertake/conduct ocular inspection of resettlement sites and socialized housing projects and evaluate level of access to basic services and infrastructure support.  Prepare evaluation report and integrate findings together with existing local development plans into infrastructure programs.	January 1996 - June 1996	MMDA, DPWH, DOTC, Housing Agencies
Floods are normal occurrences in many urban areas.		Encourage and provide incentives for innovative housing technologies and building materials.	Studying mechanisms to encourage and provide incentives for low cost building materials and technologies.	Research on the system of incentives to be given.	Continuing	HUDCC
Many infrastructure are owned and managed by a few companies which hold a virtual monopoly: telephone, power and water distribution.	Some infrastructure sectors continue to have inefficient monopoly or oligopoly markets.	Competition will be encouraged and facilitated in selected infrastructure, such as in shipping, shipping, communication, power and water supply.	Continuing efforts to allow competition (whether corporate or cooperative) to improve efficiency in infrastructure sectors, whether public and private.	Review procedures in the application of franchises in infrastructure and transportation services.  Relax procedures/processes of attaining new franchises in infrastructure and transportation services to encourage competition.	January 1996 - February 1996  February 1996	DPWH, DOTC, MMDA
Infrastructure projects are hampered by the acquisition of right of way.	Ancestral land, environmental and squatter issues conflict with the implementation of some infrastructure projects.	Ancestral rights shall be respected.	Accelerating surveys and titling registration of ancestral lands.	Conduct resettlement preference survey.	Depends on project design timetable	DPWH, DOTC, Housing Agencies, LGUs, NGO/PO

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
I ENVIRONMENT						
Major factors to growing severity of solid waste problems:		Forced evictions shall not be carried out except in truly exceptional circumstances.  A comprehensive resettlement program shall be formulated.  Resettlement areas shall be provided with basic services.		Mobilize affected households for self help housing and land development.  Undertake provision of infrastructure and basic services in resettlement sites.		
-population increase -industrialization -proliferation of packaging materials -inadequate garbage collection	Existence of environmentally unsound housing practices and development programs.  Absence/lack of implementation and enforcement of environmental protection laws.	Environmental laws shall be strictly enforced with stiffer sanctions commensurate to damages resulting from violation.	Monitoring of environmental management plans and programs. Imposition of stiffer sanctions for violations.  Organizing Environmental Quality Councils to monitor environmental quality.  LGU capability-building.	Establish a monitoring system.  Identify/firm up environmental quality indicators.	January 1996 - December 1996	DENR
Metro Manila generates about 6,000 tons of solid waste daily:  -10% dumped into river system: -per capita solid waste generated is 0.64 kg.	Lack of city/municipality waste master plans.  Better ways of handling waste are required considering future growth; recycling and other environment-friendly methods need to be introduced.	LGU capability-building on solid waste and sewerage planning and management shall be prioritized by national government. Solid waste and sewerage master plan preparation shall be prioritized by LGUs and national government.		Asses LGU planning capability.  Organize training and technical assistance programs.	January 1996 - onwards	DENR, DILG
Other cities (Baguio, Olongapo, Batangas) daily per capita generation range from 0.5 - 0.7 kg.	Indiscriminate dumping, shortfall in sanitary landfills and limited service lives of these landfills.			Assess solid waste management technologies.  Implement appropriate methods at the household and community levels.	January 1996 - onwards	DILG, DENR  DENR
Only 7% of the total Philippines is served by a centralized sewerage system. In Metro Manila, only 20% of the population is served.	Identification of new land fill sites beset by problems of social acceptability. (Not-in-my-backyard syndrome)					
Solid waste management is insignificant in many settlements. In most urban	Inefficiency in waste collection services.					

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
and rural areas, unsanitary open dumpsites are used; landfill sites, where they exist, have exceeded their capacity or are not situated or operated properly.	Centralized sewer systems have to be built to service most urban areas.					
Floods are normal occurrences in many of the large cities. Forty kilometers of the 95 kilometers of estero in Metro Manila have disappeared; 44 square kilometers of Metro Manila are flood-prone.	Flood control programs remain inadequate.		Implementing comprehensive flood control programs.  Allotting 10% of local revenues for environmental management projects.	Draw up comprehensive flood control programs.  Review allotment policy.  Make amendments in the policy that 10% of local revenues shall be for environmental management projects.	January 1996 - June 1996  January 1996 - June 1996	DENR, DPWH, LGUs
Many rivers in large cities and municipalities are polluted. Except for upstream Marikina River, the rivers in Metro Manila are biologically dead; 10% of the 4,900 tons of solid waste generated daily in Metro Manila are dumped into the river system.			Imposing stiffer sanctions for violations, e.g., higher pollution fees.	Set up a fee schedule for violations.  Disseminate the fee schedule.	January 1996 - June 1996	LGUs
Most large scale disasters occur in the Philippines. Worst hit are the poor. Impact on land -	Unpreparedness of LGUs to respond to natural and man-made disasters.  Absence of pro-active disaster mitigation plans and designs.	LGUs shall be enforced to prepare disaster/hazard/vulnerability maps and comprehensive disaster preparedness plans and ensure that disaster funds are used for the purpose for which it was allocated and shall accumulate every year as reserve fund in instances wherein there is absence of disasters.	Undertaking Research and Development on housing which will withstand natural and man-made disasters.	Develop and implement:  Disaster mitigation measures - Fund generation for environmental undertakings and disaster mitigation.	January 1996 - Continuing	DENR, LGUs, RDC, NGOs, POs, MMDA.
1 Land values increase after an earthquake especially in urban areas; -decline following the eruption of a volcano; -decline after cyclones; -decline values in urban areas after flooding			Integrating disaster mitigation measures into land use and zoning.  Accumulating unused disaster funds as reserve funds for disaster preparedness/mitigation and prevention.	Review/assess existing environmental policies and their corresponding guidelines to determine their effectiveness and introduce improvements in the same, e.g. forestry policies, land use, water resources use, solid waste disposal. Formulate mitigation measures.  Integrate the measures into existing local land use plan and zoning ordinances.	January 1996 - December 1996	LGUs, DENR, NDCC
2 Illegal occupations usually occur.			Ensuring the proper use of emergency/disaster funds through a system of audit on the			

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
	Rapid urban population growth will lead to even greater environmental problems.		10% allocation in the IRA for disaster response. Activating the DCC per P.D. 1589 and the provision of non-structural measures such as warning systems.	Create local disaster coordinating councils. Formulate work program/schedule. Implement non-structural measures.	January 1996 - December 1996	LGUs, NDCC
	- Weak integration of urban environmental management with urban planning.	The integration of environmental management with urban planning and management will be strengthened.	Designing practical and strategic environmental management guidelines and integrate these into local land use and development planning and monitoring.	Draw up environmental management guidelines. Conduct consultation on the said guidelines. Disseminate the guidelines for enforcement.	January 1996 - December 1996	LGUs, DENR
			Strengthening local capabilities and mobilize public support to promote, educate and increase awareness about environmental issues.	Conduct capability trainings. Conduct information awareness campaigns.	June 1996 - onwards	LGUs
			Prohibiting locations of large waste disposal sites in natural preserves or environmentally important areas.	Set up guidelines on the site locations of waste disposal. Conduct public hearings. Disseminate the guidelines for enforcement.	June 1996 - onwards	LGUs
	- Industrial pollution will increase with economic growth.	Strengthen industrial capability which shall aim to reduce wastes through residuals management (resource recovery, recycling, by-product design). The operation of nuclear power plants shall be prohibited.	Prohibiting importation of industrial waste.	Formulate policies on the importation of industrial waste. Implement said policy.	June 1996	DENR
		System of incentives and disincentives so that private sector internalizes environmental costs and benefits in its investment and management decisions shall be developed.	Applying pollution charges (emission, user, product charges), subsidies (grants, loans, incentives), deposit-refund systems, environmental protection fund, performance bonds.	Study and evaluate impact of pollution charges, financial subsidies, deposit-refund systems. Develop incentives/charges using market-based instruments (MBIs) for possible adoption for	June 1996 - September 1996	DENR
					January 1996 - June 1996	DENR

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
	Outstanding environmental management issues.	Policy reform on:	Policy reform studies on:	<ul style="list-style-type: none"> <li>- Complete on-going studies on MIBs</li> <li>- Formulate operational guidelines</li> <li>- Set up institutional mechanism</li> </ul>	January 1996 - December 1996	DENR, HUDCC, DOTC, HLRB, DA LGUs, Private sector, NGO/PO community
	- Pollution from urban wastes and emissions.	- Water pollution	Introduction of water pricing and effluent charges; sewage treatment subsidies; comprehensive watershed/basin plans.	<ul style="list-style-type: none"> <li>- Create task forces to conduct the policy reform studies.</li> <li>- Conduct consultations/dialogues on the report/studies of the task forces.</li> <li>- Make the necessary policy adjustments.</li> </ul>		
		- Air pollution and energy use	Introduction of energy and fuel pricing; road charges; emission charges; reduction of automobile and selected fuel subsidies; integration of transport and land use planning; promotion of transit and pedestrianization; promotion of unleaded fuel and clean technologies; vehicle maintenance.	Disseminate to the public the new policies/guidelines.		
		- Solid and hazard waste	Strengthening municipal management operations; privatization of disposal operations.	Draw up tax incentives for preservation of cultural and historic places.		
	- Lack of access to basic environmental infrastructure and services.	Policy reform on:	Policy reform studies on:	<ul style="list-style-type: none"> <li>- Reform of property rights; use of more affordable standards; selected subsidies to the urban poor; reduction of unnecessary government regulations and intervention.</li> <li>- Introduction of pricing and demand management; reduction of subsidies; decentralization of privatization and participation.</li> </ul>		
		- Developed land and shelter				
		- Water supply, sanitation, drainage, solid waste collection, transport				



SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
<b>V HOUSING</b> 1 Housing Need New housing units needed for 1993-1998 is estimated at 3.724 million	- Resource losses	Policy reform shall be promoted in preventing: - Ground water depletion/salt water intrusion - Land and ecosystem degradation - Cultural and historic property loss	Clarification of property rights; introduction of extraction charges Mixed-use development; removal of artificial land shortages; monitoring and enforcement of land use controls. Introducing tax incentives for preservation; transfer of development rights, zoning and building codes. Studying obstacles to enforcement. Studying the use of regulatory and market instruments to enforce environmental laws and regulations in urban areas.		June 1996 - December 1996	LGUs, DILG, DOF, DENR, NHC
	Weak enforcement of environmental laws/regulations	Environmental laws and regulations shall be enforced. Local environmental protection council which are multi-sectoral in composition shall be established to monitor environmental quality and enforcement of laws.		Study/review enforcement of environmental laws. Identify gaps/bottlenecks and recommend measures for executive and legislative action.	June 1996 - December 1996	DENR
	Lack of disaster mitigation in urban planning	Disaster mitigation shall be integrated into urban planning.	Developing guidelines to integrate disaster mitigation with local land use and development plans.		June 1996 - December 1996	NDCC, HLRB, LGUs
	The main problems are land and finance: - land availability, conflicting use and landlessness	1. Governments and local authorities shall accelerate the implementation of UDHA to ensure adequate supply of land.	Instituting measures that will lessen bureaucratic procedures in land titling.	Conduct a comprehensive review of the procedures/process and entities involved in each process/procedures in land titling.	December 1995 - March 1996	LRA, HLRB, DOJ, Private Sector
				Delete unnecessary steps/procedures and lump into a single unit the processing of titles.	March 1996	LRA, HLRB, PS
				Computerize land titling to avoid/minimize the production of fake titles.	Ongoing	LRA

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
Upgrading needs for the same period is 1,355 million units;	Suitability of land available/zoned, willingness of landowners to sell/develop land for housing is not ensured.	2. All urban development plans shall be integrated:  Establish mechanism (parameters) for integration of NUDHF, MTPDP, NLUC, NPFP and other plans geared towards an integrated urban development framework.	Implementing the 20% balanced housing as required by UDHA to encourage more P80,000 house and lot packages.	Monitor LGUs who have not complied with this requirement and apply administrative sanctions.	November 1995 onwards	NGOs, POs, DILG, HLRB
Approximately 170 square km of lands estimated available for housing. This however do not actually represent the total available land.		Include the classification and population redistribution policies as planning guides.	Accelerating and intensifying inventory of sites for socialized housing.  Updating of BIR zonal valuation and the LGU land value assessment	Document LGUs who have not complied with this requirement.  Closely monitor compliance.  File administrative cases against erring LGUs.	November 1995 onwards  November 1995 onwards  November 1995 onwards	NGOs, POs, DILG, HUDCC  DILG  DILG, HLRB
			Initiating reclassification of idle lands at the local levels for urban use.	Facilitate the updating of town plans, land use plans and zoning by LGUs.	December 1995 - December 1996	LGUs
			Prioritizing the review of existing land laws and intensifying its dissemination.	Finalize listing of idle lands and their present use.  Docket all land laws to identify similarities and inconsistencies.  Prepare draft legislations for submission to Congress.	December 1995 - February 1996  January 1996 - March 1996  On-going	DOJ, HUDCC, LGUs  HUDCC, Private Sector, LGUs, NGOs, POs, DOJ, MMDA, Leagues
			Providing support to the enactment of the National Land Use Code.	Lobby for the passage of laws/amendments to existing laws in Congress.  Disseminate information on the contents of the National Land Use Code.	On-going  December 1995 - June 1996	HUDCC, Private Sector, LGUs, NGOs, POs, DOJ, MMDA, Leagues  NEDA

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE - ACTORS
<p>2 Institutional Capacity</p> <p>NHA - 25,000 new units/year and 15,000 units upgrading</p> <p>NHMFC - 20,000 CMP benef/units</p> <p>UHL - 30,000 applicants</p> <p>HDMF - 22,000 members</p> <p>GSIS/SSS - 6,000 beneficiaries</p> <p>TOTAL: 118,000 housing units per year</p>	<p>Supply/production gap = 188,000 per year for new units alone.</p> <p>Any proposal to increase activities would only be possible with:</p> <p>- major improvement in productivity or increase in staff.</p> <p>There are restrictions in creating new staff positions.</p>	<p>The following measures shall be instituted to bridge the supply/production gap:</p> <p>a) regular release of CISFA funds</p> <p>b) increase the administrative and operational budget of the housing agencies and consequently increase the manpower complement of each agency</p> <p>c) provide additional incentives to private sector participation in housing;</p> <p>d) encourage more joint venture projects;</p> <p>e) encourage more community self-help programs;</p> <p>f) provide better infrastructure and livelihood</p>	<p>Strengthening special courts on land issues.</p> <p>Evaluating existing codes, plans and proclamation, and recommending appropriate measures i.e. amending some provision, or cancellation of proclamation.</p> <p>Ensuring the timely and periodic release of CISFA funds.</p> <p>Increasing administrative and operational budget of housing agencies and manpower complement.</p> <p>Providing additional incentives to the private sector such as tax holidays, etc.</p>	<p>Lobby for the passage of the National Land Use Code</p> <p>Review present structure of the Commission on the Settlement of Land Problems (COSLAP) and issue recommendation on its abolition or retention.</p> <p>Identify constraints in the resolution of land problems.</p> <p>Institute the appropriate mechanisms and fund support to strengthen special courts on land issues.</p> <p>Lobby at the DBM for the timely and periodic release of CISFA funds.</p> <p>Lobby at the DBM, Senate and Congress for the increase in administrative and operational budget of housing agencies and manpower complement.</p> <p>Research on other possible incentives to be given to the private sector undertaking socialized housing projects.</p> <p>Review existing structure of incentives being given to the private sector and determine to what extent additional incentives can be given without greatly affecting the financial cost and cost of subsidy.</p> <p>Disseminate information on additional incentives once approved by the Council.</p>	<p>June 1996 - onwards</p> <p>January 1996 - March 1996</p> <p>January 1996 - April 1996</p> <p>April 1996 - onwards</p> <p>November 1995 - onwards</p> <p>November 1995 - onwards</p> <p>January 1996 - onwards</p>	<p>PS, LGUs, NGOs, POs, NGAs</p> <p>DOJ, HUDCC</p> <p>DOJ, HUDCC</p> <p>DOJ</p> <p>-NGOs, POs, PS</p> <p>-NGOs, POs, PS, Housing Agencies and other NGAs</p> <p>HUDCC</p> <p>Housing Agencies</p>

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
3 UDHA Implementation	Slow implementation of UDHA provision.	The implementation of the UDHA shall be accelerated.	Encouraging more community self-help and joint venture programs.	Disseminate information/mechanics/guidelines on NHA's community self-help and joint venture programs to other NGAs, NGOs, Private sector, LGUs and POs.	January 1996 - onwards	NHA
			Fast tracking beneficiary listing of socialized housing beneficiaries.	Give technical assistance to NGAs, POs, NGOs, PS and LGUs who have signified their intention to undertake community self-help and joint venture.	On-going	NHA
			Intensifying the inventory of sites suitable for socialized housing.	Document LGUs who have not complied with the provisions of UDHA on beneficiary listing and land inventory.	November 1995 - onwards	NGOs, POs, DILG
	Non-implementation of socialized housing tax and idle lands tax. Repeal of P.D. 772	Collection of the socialized housing tax and idle lands tax by the LGUs shall be made mandatory thereby amending Sec. 43 of the UDHA.	Institutionalizing UDHA month celebration.	Prepare and draft an executive order declaring a certain month as the UDHA month.	January 1996	DILG, NGOs, POs
			Updating RP (land) valuation with LGU land value assessment and land use plans.	Lobby for the signing of the EO.	February 1996	DILG, NGOs, POs
			Reclassifying idle lands at the local level and evaluating its suitability, availability and compatibility with local land use plans and zoning ordinances.	Closely monitor compliance. File administrative cases against erring LGUs.	November 1995 - onwards	DILG
			Implementing collection of socialized housing tax and idle lands tax and increasing collection efficiencies.	Draft amendments on the UDHA regarding the collection of Socialized Housing Tax (Section 43) and the idle lands thereby making it mandatory.	December 1995 - March 1996	DILG, HUDCC, Congress
				Update land value assessment and facilitate land inventory.	January 1996 - onwards	LGUs

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
4 Housing Finance						
Main government funding for housing is through UHLP - with main fund sources from HDMF, SSS, GSIS.	Funds are limited by the need to meet other needs of members (e.g. retirement benefits, maturing policies).					
Reluctance of those with funds to invest in low-cost housing because of its long-term nature and yields.	There is no secondary mortgage market for sustained liquidity/availability of funds.	Non-traditional and additional funding for housing shall be tapped.	Relaunching of the secondary mortgage and implementation of other fund generation activity such as bond flotation.	Create and inter-agency Task Force to study and recommend proposals for an integrated homelending system.	On-going	NHMFC, HDMF, HIGC, DILG, HUDCC, Funders, Private sector
Paid-up capital of both HIGC and NHMFC increased.	Financial capability of LGUs. Need to increase financing access for and guarantee of repayment for low income groups. Non-affordability of existing housing packages by the urban poor.		Increasing collection efficiency of mortgage institutions. Developing and providing incentives for homelending banks and cooperatives to participate in home financing. Undertaking appropriate action on non-performing assets and funds generated for the purpose allocated to Socialized housing. Promoting expanded Pag-IBIG fund membership. Accessing funds provided in RA 7279 for UDHA implementation. Developing financing programs to mobilize private sector funds. Imposing user charges. Implementing the BOT law. Intensifying tax collections and enforcing the socialized housing tax and idle land tax.	Conduct consultations/dialogues on the proposed system. Submit the proposal for Council approval/legislative action. Operationalize the system and conduct public awareness campaign.		
Total committed funds for ULP as of 1992 was P37.2 Billion; and P27.5 Billion for non-ULP which included GLAD, EHLP, others.	Tedious, bureaucratic processing for release of government funds.	Measure to expand the revenue base of local government units shall be developed.				

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
Existing housing needs estimated to require development and mortgage financing of P185 Billion over 6 years; represents over 80% increase in financial resources.						
Paci performance of UHLP and CMP suggests a strong bias for NCR and Regions III and IV where over 75% of beneficiaries and 80% of CMP funds were approved and 86% of UHLP funds went.	Unequal distribution of housing funds.	<p>The housing budget shall be equitably/proportionately allocated to regions and income groups particularly in areas where the housing need is greatest.</p> <p>Feasibility of reducing surcharges/add-ons on housing loan packages shall be studied/explored.</p> <p>Innovative self-help programs shall be advocated and implemented.</p>		<p>Create a task force to review the budget allocation policy and the existing loan surcharges.</p> <p>Formulate policy guidelines in consultation with concerned sectors.</p> <p>Disseminate the policy guidelines and implement the same.</p>	January 1996 - December 1996	HUDCC, Shelter Agencies, Funders, DBM
		Decentralization of processing and approval of housing loans shall be implemented (e.g. CMP).	Decentralizing PCL approval.	<p>Review of approval process, systems and forms.</p> <p>Conduct a CMP Congress to address other issues and concerns.</p> <p>Conduct dialogues with concerned agencies/sectors like DBM and Congress.</p> <p>Prepare position papers on proposed amendments to the budgetary process.</p>	January 1996 - February 1996	NHMF, HUDCC and other shelter agencies, Private sector
		Participation/Involvement of local government units and the NGO-PO sector in the national government budgetary process shall be explored.			January 1996 - June 1996	LGU, DBM, DOF
		Amendments to PCUP's charter shall be instituted to accord better coordination with the various sectors of the society and to better respond to the needs and concerns of the urban poor.	Redefining PCUP's role in answering the needs and concerns of urban poor groups.	Understate review of PCUP's mandate/charter.	December 1995 - February 1996	-PCUP, OP, POs, other NGAs
5 Institutional Mechanism	Lack of coordination of PCUP with government agencies involved in Shelter delivery.			Prepare draft amendment on PCUP's charter.	February 1996	PCUP
	Undefined role of PCUP and its capability in responding to the needs and concern of the urban poor.	Various sectors of the society and to better respond to the needs and concerns of the urban poor.	Amending PCUP's charter to strengthen its coordinative and implementing quasi-judicial functions.	Lobby for the passage of the amended charter.	March 1996 - onwards	PCUP

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
<p>6 National Shelter Targets</p> <p>Establish settlement areas and provide sites and services for 350,000 beneficiaries.</p>	Lack of participation of NGO/PO, community in planning and implementation.	Representation of NGOs and POs at all levels of planning, budgeting and program implementation shall be ensured.	Ensuring the representation of NGOs and POs in planning, budgeting and program implementation.	Determine the limits of NGO-PO representation in planning and budgeting.  Prepare guidelines on representation.  Disseminate guidelines.	January 1996 - March 1996  January 1996 - March 1996  March 1996 -	NGOs, POs, NGAs, LGUs  NGOs, POs, NGAs, LGUs  NGOs, POs, LGUs
	Lack of funding for resettlement development.	Government shall institute measures to increase funding for housing sector specifically in resettlement site development and on-site infrastructure.	Instituting measures which will increase commitment for resettlement site development.	Review and evaluate the whole spectrum of shelter delivery system including the support mechanisms in place/required, e.g. regulatory measures, incentives for socialized housing projects, land titling system, innovative/indigenous technology.  Conduct capability-building/training for housing actors on:  - Community Mortgage Program (CMP) Origination - Shelter Strategy Formulation  Mobilize fund resources for socialized housing development.  Initiate self-help approaches to housing.  Develop and promote innovative housing schemes that would improve affordability of housing beneficiaries, e.g. standardization of loan packages, flexible amortization schemes, shelter-cum-livelihood approaches, innovative land arrangements.	January 1996 - June 1996          January 1996 - Continuing	HUDCC, LGUs, Private sector, DOJ, LRA, DOST, NGOs, POs, MMDA, NHA          HUDCC, LGA, NHMFC, NHA
	Total P9.6 Billion required for land purchase and on-site infrastructure present funding capability is P1.2 Billion.	Provision of socialized housing shall be accelerated.	Provide P4.3 Billion for land purchase and on-site infrastructure.	Implement appropriate fiscal measures, including taxation to generate funding for such.	1996 - onwards	HUDCC, DBM, DOF, NHMFC

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
Rehabilitate/improve blighted areas for 260,000 households through CMP nationwide	Very few capable originators. Suitability question on land squatted on to be subjected to CMP; ownership under dispute or not covered by A&D.	The skills/capabilities of housing originators shall be upgraded.	Implementing capability programs for CMP originators.	Recommend necessary actions to generate funding with governments and local authorities assessing housing demand and supply.	On-going	NHMFCC
415,000 new shelter			Increasing the CMP absorptive capacity nationwide.	Review CMP Program and recommend policies that will facilitate easy access. Submit recommendations to the Board.		
Assist/train 600 LGUs for land use/town plan development	Present NHMFCC capacity is only 45% of target level. Selection of sites, creating the right investment climate and resource availability. Land titling process is excessively bureaucratic, tedious CMP requirements on land titling process.	Improvement in the titling process shall be instituted.	Increasing capacity of shelter agencies to process, produce and generate resources. Reviewing the land titling process recommend measures.	Approve recommendations and implement. Conduct capability building programs for CMP originators. Create an inter-agency body to review the land titling process. Submit the recommendations of the body to the concerned agencies. Implement the proposals	January 1996 - December 1996	HUDCC, DOJ
		Institutional reforms in the shelter sector shall be identified and implemented.	Exempting the socialized housing beneficiaries from land transfer tax; 6% of sales package; Developing and implementing flexible amortization schemes which will increase affordability of housing among those personally employed. Developing indigenous housing materials which will lessen the housing production cost. Decentralizing shelter agencies for an efficient delivery of housing.	Organize community dialogues and IA consultations on flexible amortization schemes. Conduct information campaigns. Generate fund support for Research and Development.	Continuing	HUDCC HUDCC, Shelter Agencies, NGO/PO



SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
OTHER CONCERNS 1 Gender Sensitivity	Existing policies and programs on housing and human settlements management shall be instituted at the national and local levels to meet the needs of men, women, boys and girls.		Supporting the creation of the Department of Housing by the LGUs.	Lobby at the Congress for the early passage of the bill.	1996	LGUs
			Standardizing of housing loan packages by the housing agencies and financing institutions.	Review existing lending guidelines and loan amounts. Prepare recommendations for Council action.	Ongoing	HUDCC, Shelter Agencies, Funders, Private sector, NGO/PO
			Undertaking the acceleration of self-help housing at the local levels.	Approve and adopt recommendations.		
			Promoting the creation of the local housing boards nationwide.	Links with LGUs and encourage them to create local housing boards.	January 1996 - onwards	HUDCC, Shelter Agencies, DILG
			Supporting the inclusion of condominiums for the balanced housing requirement.	Provide technical assistance to LGUs. Prepare proposal for legislative action. Lobby at the Congress.	1996	NGO/PO, Shelter Agencies
			Undertaking the review of the policy on medium rise building to assess cost implications to the low income households.			
			Providing community and house outdoor space for children's play activity and home industries as a standard requirement in site development.	Conduct Information Program on Gender: - Develop and implement a communication plan - Conduct various fora on gender concerns at all levels	January 1996 - March 1996	HUDCC, NCRFW, PIA
				Conduct Capability-Building/ Training Programs Projects on:	February 1996 - Continuing	HUDCC

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
		Administering programs of all housing and financial institutions shall also be gender sensitive, e.g. Personnel hiring, etc.	<p>Designing and planning of sites will give primary consideration to privacy and safety in housing and community.</p> <p>Giving ethnic beliefs and practices equal consideration in housing and community design.</p> <p>Incorporating all gender and handicapped - disaggregated data in existing information systems.</p> <p>Developing community-based housing approaches for street children, handicapped and elderly.</p> <p>Supporting/lobbying for the enactment of laws making the indigenous people legitimate stewards of their ancestral lands.</p>	<ul style="list-style-type: none"> <li>- Leadership on shelter and urban development</li> <li>- Gender sensitivity and gender responsive planning in housing/urban development, particularly for development officers and policy-makers.</li> <li>- Cooperativism</li> </ul> <p>Develop and implement women-friendly pilot projects, e.g. child-minding centers, domestic waste disposal, management of community facilities.</p> <p>Develop/implement support mechanism:</p> <ul style="list-style-type: none"> <li>- Effective monitoring/feedback mechanism</li> <li>- Vertical and horizontal linkages at all levels towards gender-responsive planning</li> </ul>	<p>January 1996 - Continuing</p> <p>March 1996 - Continuing</p>	<p>LGUs, Private sector, NGOs, POs, Housing Agencies</p> <p>HUDCC, LGUs, Private sector, POs, NGOs</p>

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
2 Livelihood	Lack of livelihood opportunities at resettlement sites.	Information dissemination on gender issues with respect to property rights and measures to address these issues shall be intensified.  The provision of livelihood, access roads, basic utilities and security tenure shall be integrated in all housing programs.	Preparing information materials with regards to laws enacted on gender issues inclusive of property rights and others.	- Closely coordinate with legislators to secure and ensure active support for pro-women agenda in housing and urban development	January 1996 - Continuing	HUDCC, LGUs, NGOs, POs, Private sector
			Developing linkages to push gender initiatives in human settlements.	- Provide incentives to financing windows for women	June 1996 - Continuing	HUDCC, Private sector, NGOs, POs, DILG, NCW, Media
			Conducting gender sensitivity trainings for all key actors in shelter and human settlements.	Establish networking and information management system on women.	1996 - onwards	TLRC, DILG, CDA
			Conducting skills trainings/transfer programs and capability building on livelihood, inclusive of product development and marketing assistance from GAS, NGOs and Corporate entities.	Conduct training programs for various sectors involved in housing development on: a. Integration of livelihood component in planning for and implementation of housing programs/projects. b. Community mobilization for livelihood undertakings c. Formation and management of livelihood cooperatives.  Conduct skills training and capability-building programs for low-income housing beneficiaries with corresponding product development and marketing assistance from government agencies, NGOs and corporate entities.	1996	DOLE
			Job matching services.	Establish more DOLE-Public Employment Service Office (PESO) outlets.		
			Enforcing employment priority for residents of the locality where industrial plants are located.	Formulate policies through executive action or legislation on:		

SITUATIONER	KEY ISSUES/CONCERNS	POLICY RECOMMENDATIONS	STRATEGIES	MAJOR ACTIVITIES	TARGET TIMETABLE	RESPONSIBLE ACTORS
	Lack of funds to support livelihood	Fund accessibility shall be ensured through innovative schemes in fund sourcing, lending and amortization payments.	<p>Implementing social preparedness training programs by sending communities to receiving communities.</p> <p>Facilitating the provision of favorable conditions for new investments such as infrastructure support, tax incentives and one-stop permit systems.</p> <p>Implementing mandatory allotment of government funds including CDF funds and a portion of the 20% economic development fund for livelihood programs of housing beneficiaries.</p> <p>Levying of royalty fees or preferential rates on corporations or firms (government or private) operating extractive industries including generation of power and water by the LGUs in subject resource areas.</p> <p>Providing flexible amortization and collection schedules among socialized housing beneficiaries through the expansion of community-based administrative structures.</p>	<p>a. Mandatory allotment of government funds including CDF and a portion of the 20% economic development fund for livelihood projects of housing beneficiaries.</p> <p>b. Levying of royalty fees or preferential rates on extractive industries by the LGUs to increase funds for livelihood undertakings among others.</p> <p>c. Innovative amortization and collection schemes for housing beneficiaries.</p> <p>d. Mandatory integration of housing components in industrial estates development.</p> <p>e. Provision of support/incentives for new investments.</p>		

#### **IV. INTERNATIONAL COOPERATION AND ASSISTANCE**

The Philippine Government seeks the support of the international community in the following areas of concern. (Said support is essential to current and future endeavors in addressing shelter and human settlements).

##### **1. Establishment of a national urban data base**

The need for accurate and continuous information on the country's urban areas warrants the establishment and institutionalization of a comprehensive urban database system. Such a system shall integrate a nationwide aerial photography with the census of households and establishments. A geographic information system as well as data communication system shall be installed at the national, regional and local levels.

##### **2. Conduct of research and related activities particularly on the following:**

2.1 Development of standard definition and measurement on urbanization (Philippine context); and

2.2 Definition of acceptable and/or adequate housing and low-cost building and land development standards

3. Support to action programs that promote and improve access of women to property and to decision-making positions in all levels.

4. Institutional capability building on urban management particularly for local urban governments.

5. Continuing review of government policies and programs as they impact on the complementation of urban and rural areas.

6. Development of institutional capability to test the impact of typhoon, seismic, tsunamis or storm surges and other natural hazards on building materials and technologies and on infrastructures and utilities.

7. Holding of local and international conferences/dialogues for information/experience sharing on development trends, specifically on alternative building materials and systems and small area infrastructure and utilities.

8. Establishment of an effective monitoring system considering the multi-level of governance.

---

## **SUMMARY OF PARTICIPANTS IN THE NATIONAL AND REGIONAL CONSULTATIVE WORKSHOPS**

## **APPENDICES**

A total of 351 participants, representing the various sectors (NGOs/POs, Private Sector, LGUs, Shelter Agencies and other Government Agencies), attended the national and regional consultations. The number of participants based on the major island groupings are as follows:

LUZON	:	35
VISAYAS	:	70
MINDANAO	:	96
NATIONAL	:	100

Based on sectoral representation, the following is a breakdown of the actual number of participants:

### **1. LUZON**

a.	NGOs/POs	:	12
b.	LGUs	:	26
c.	NGAs	:	44
d.	Private Sectors	:	2
e.	Others	:	1

### **2. VISAYAS**

a.	NGOs/POs	:	24
b.	LGUs	:	6
c.	NGAs	:	20
d.	Others	:	20

### **3. MINDANAO**

a.	NGOs/POs	:	10
b.	LGUs	:	35
c.	NGAs	:	25
d.	Others	:	26

---

---

#### 4. NATIONAL

a.	NGOs/POs	25
b.	LGUs	17
c.	NGAs/SA	42
d.	Others	16

#### NATIONAL COMMITTEE

Chairman : Dionisio C. de la Serna  
Chairman, *HUDCC*

Members : Sec. Domingo Siazon, Jr.  
Dir. Gen. Cielito Habito  
Sec. Victor Ramos  
Sec. Salvador Escudero  
Sec. Ernesto Garilao  
Sec. Rizalino Navarro  
Sec. Gregorio Vigilar  
Sec. Salvador Enriquez  
Sec. Lina Laigo  
Asst. Sec. Yolanda de Leon  
Dean Benjamin Carino  
Mr. Charlie Gorayeb  
Mr. Federico Gonzalez  
Mr. Junio Ragrario  
Chairman Melchizedek Maquiso  
Mayor Jesse Robredo  
Chairman Prospero Oreta  
Exec. Dir. Cecile Joaquin - Yasay  
Col. Celestino Desamito  
Mr. Herman Montenegro  
Mayor Jose Sison, Jr.  
Gov. Roberto Pagdanganan  
Mr. Pedro Tario  
Ms. Ma. Ana de Rosas-Ignacio

#### EXECUTIVE COMMITTEE

Chairman : Antonio A. Hidalgo  
Secretary-General, *HUDCC*.

---

---

## Members

1. Com. Luis Tungpalan  
Ms. Delia Josef  
Housing and Land Use Regulatory Board
  2. Dep. Dir. Gen. Isagani Valdellon  
Mr. Remedios Endencia  
Mr. Nick Agustin  
National Economic and Development Authority
  3. Asst. Sec. Gloria Mallare  
Ms. Malu Padua  
Department of Social Welfare and Development
  4. Ms. Amelia Supetran  
Environmental Management Bureau - Department of  
Environment and Natural Resources
  5. Mr. Fortunato Dejoras  
Ms. Belen Tan  
Office of Civil Defense - Department of National  
Defense
  6. Dir. Alex Brillantes  
Mr. Joseph dela Cruz  
Local Government Academy
  7. Mr. Oscar Escobar  
Ms. Zenaida Opiniano  
Population Commission
  8. Mayor Jesse Robredo  
League of Cities
  9. Dir. Normando Toledo  
Department of Interior and Local Government
  10. Ms. Ma. Ana de Rosas-Ignacio  
Ms. Ana Maria Biglang-Awa  
Ms. Fides Bagasao  
People's Forum for Habitat II
-



---

## **NATIONAL PROJECT TEAM**

### *National Project Director*

Antonio A. Hidalgo

### *National Project Coordinator*

Alma D. Recio

### *National Secretariat*

Luchi T. Rosales

Marianne A. Paredes

Ma. Socorro M. Martinez

Rowena P. Dineros

Eva B. Cruz

### *Support Services*

Ma. Imelda O. Parilla

Erlinda G. Baguios

Celso N. Mortega

Emmy M. Molo

Edizon A. Punzalan

Marcos Antonio S. Silva

Jerusalem S. Torres

Lourdes N. Ureta

Marie Ann C. Dela Cruz

Adonela R. Valencia

Ellen M. Tallon

Brigida L. Benting

Elenita R. Canete

Vivien M. Mabunga

Luisita May L. Monje

Angelita A. Basa

Rosemarie B. Ta-asan

Felix B. Salino

### *Consultants*

Arch. Encarnacion N. Raralio

Dr. Arturo G. Corpuz

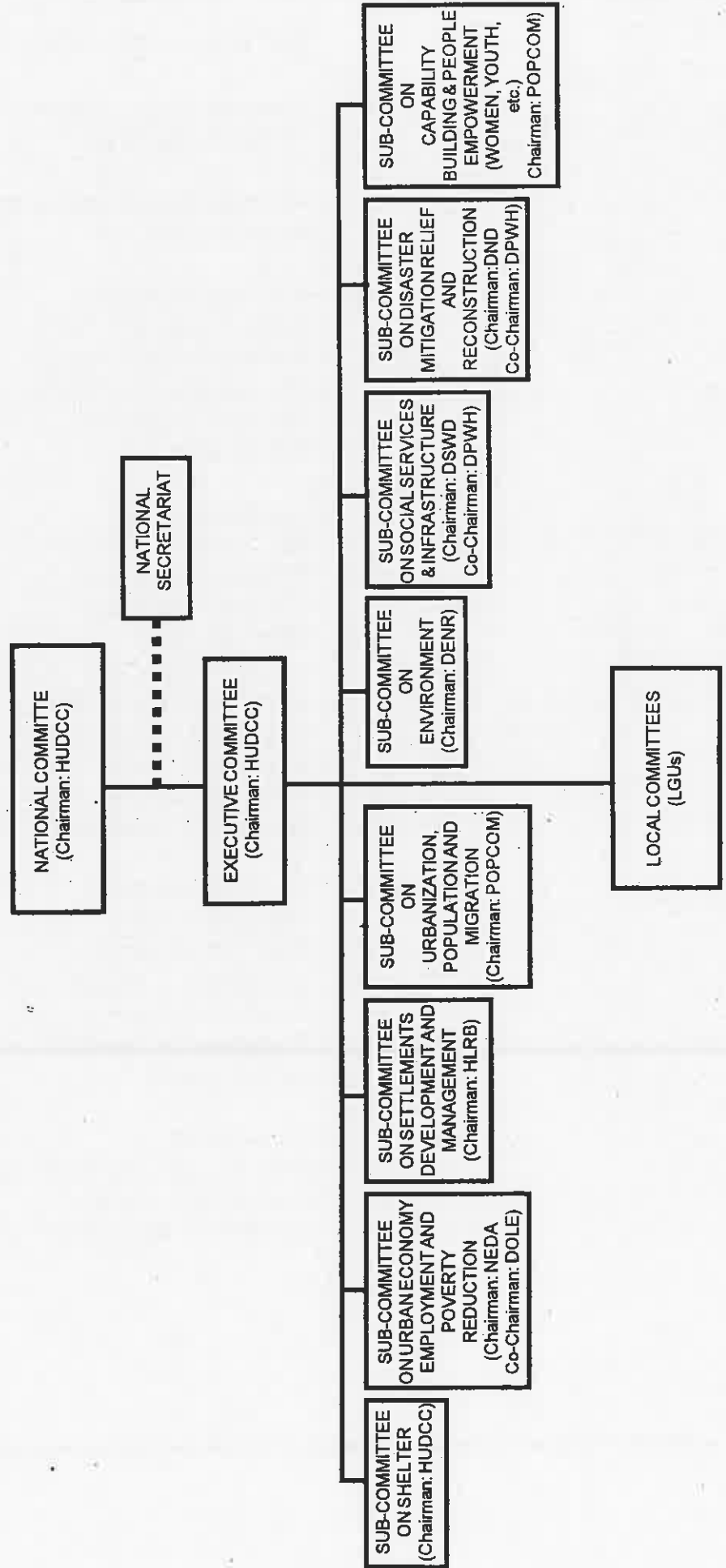
Dr. Rene E. Mendoza

---

# GOVERNMENT OF THE PHILIPPINES

## HABITAT II

### ORGANIZATIONAL STRUCTURE



---

## REFERENCES

Medium - Term Philippine  
Development Plan (1993-1998)

National Shelter Strategy, 1993

The Contextual Environment of the Department of  
Social Welfare and Development, 1995

Philippine Human Resource Situationer  
and Development Strategy

Spatial Development, Land Use, and Urban - Rural  
Growth Linkages in the Philippines

A Strategy to Fight Poverty (Philippines), 1995

National Urban Development and Housing Framework  
(1993-1998)

United Nations Primer on Habitat II

Towards Livable Cities in the Twenty - First Century  
(Workshop output : Philippine Cities Conference on  
Urbanization), 1996

Philippine Urban Sector Review, 1992

Philippine Strategy for Sustainable Development

The Earth's Summit Agenda for Change, 1994

Human Settlements : Emerging Concepts and Issues

Philippine Agenda 21 : Weaving a People's Tapestry,  
1995

---

# Directory



## **Integrated Garbage Collection System**

**City of Olongapo, Zambales, Philippines**

### **Contact Persons:**

- Dante P. Ramos  
Environment Sanitation and  
Management Office  
Olongapo City, Zambales, Philippines
- Cynthia G. Cajude  
Office of the City Vice Mayor  
City Hall Compound  
Olongapo City, Zambales, Philippines



## **Community-Based Resource Management (CBRM)**

**Dumaguete City, Negros Oriental, Philippines**

### **Contact Persons:**

- Mr. William E. Ableng  
Chief, RMD - PPDO
- Mr. Malke Waltermath  
German Development Service  
Capitol Area, Dumaguete City  
Negros Oriental, Philippines



## **Guagua Integrated Approach Towards**

**Sustainable Development**

**Municipality of Guagua**

**Guagua, Pampanga, Philippines**

### **Contact Persons:**

- Atty. Manuel P. Santiago  
Municipal Mayor
- Ms. Norma V. Cabrera  
President  
Soroptimist International, Guagua Chapter  
L&M Subdivision, Sta. Filomena  
Guagua, Pampanga, Philippines



## **Bantay Puerto Program**

**(Puerto Princesa Watch)**

**City of Puerto Princesa, Palawan**

**Philippines**

### **Contact Persons:**

- Hon. Edward S. Hagedorn  
City Mayor
- Mr. Antonio Romasante  
Program Coordinator  
New City Hall  
Brgy. Sta. Monica  
Puerto Princesa City, Palawan, Philippines



## **"Naga Kaantabay sa Kauswagan" (Partners in Development)**

**Naga City, Camarines Sur, Philippines**

### **Contact Persons:**

- Hon. Jesse M. Robredo  
City Mayor
- Mr. D. C. Nathan Sergio  
UPAO Chief  
City Hall, Juan Miranda Avenue  
Naga City, Camarines Sur, Philippines



## **Partnerships for Poverty Alleviation**

**Cebu City, Cebu, Philippines**

### **Contact Persons:**

- Hon. Tomas Osmena  
City Mayor
- Dr. Tomas Fernandez  
City Health Officer  
City Health Office  
Cebu City, Cebu, Philippines