Process Mapping: Davao: building channels of participation and the land question Final

First Draft Report

Photos: Mindanao Land Foundation & SALORSEDFI, 2005

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An Alliance to Make Cities Work for the Poor as well.
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Davao: building channels of participation and the land question
Claudio Acioly Jr. and Junefe Gilig Payot

1. Introduction
This article is a summarised version of the process mapping report focusing on Davao City, Philippines. The field survey and interviews with the different organisations and individuals took place in 2005 and 2006. Nearly 50 different organisations and more than 100 individuals and personalities from government, non-governmental, private and academic organisations were interviewed and/or participated in working meetings and/or wrap-up presentations carried out by the authors of the article.

The case of Davao is particularly interesting because of the position of the Church and the extraordinary number of NGO's in activity in the city and the existence of a national programme\(^1\) that directly stimulated NGO's on the one hand to get engaged in negotiations around land purchase for low income families, and on the other hand, to encourage self-organisation and the establishment of legitimate community-based organisations to represent the interest of organised communities. Several of these organisations developed and consolidated institutionally thanks to the provisions of the CMP. The CMP is described later in the article. It is worth noting that Cordaid provides financial and institutional support to many of these NGO's.

The article not only describes the city and the existing channels of participation but also the regulatory framework that sets the local-national relations and the roles of different organisations that directly affect local development. The article further analyses the difficulties and bottlenecks faced by NGO's to actually practice participatory urban management and brings light to the future of citizen participation in the city.

2. Brief Introduction to Davao
Davao is one of the most important cities in the Philippines and one of Asia’s largest. It undergoes a rapid process of urbanisation with a population of about 1.3 million of which 71% is urban. The city is comprised of 176 barangays\(^2\). The increase in population is substantial when compared to 1995 figures (849,947 inhabitants) but existing data suggests that annual growth rates have been declining since 1980, from nearly 6% per annum to little less than 3% per annum. According to data provided by the city government\(^3\) there are 1,318 million inhabitants living in Davao which is equivalent to one third of Region XI’s population\(^4\). Average household size is 5.05 persons/household. The city is situated in the province of Davao del Sur, in the Southeastern part of Mindanao. It is the Philippine’s third

\(^1\) CMP-Community Mortgage Programme
\(^2\) Lowest level of city governance, alike a district with its own administrative structure headed by the Barangay captain, subordinated to the municipal government. The barangay council is elected by its residents. Available data states that there are 176 barangays but interviews with local government officials provide a total of 180 barangays.
\(^3\) Social Economic Indicators 2005, Office of the City Planning and Development Coordinator, March 2005.
\(^4\) The Philippines is administratively divided into region. Thus, each national department such as the Department of Health or even HUDCC has its own regional branches. Each region is composed of provinces.
leading city and second in population size after Metro Manila and it is the most developed in Mindanao, the second largest island group in the Philippines.\(^5\)

Davao has an urban sprawl-type of growth based on low-rise development that has created a linear city covering large tracts of land with overall densities kept relatively low. Built-up areas used for residential, institutional, commercial, and industrial purposes represent about 10% of the total land area. Residents of Davao claim that it is the largest city in the world in terms of total land area. Calilung confirms this in her article about socialised housing (Calilung, undated). According to her, Davao is the largest city in the world in terms of land area (2,440 sq. km). It accounts for 62% of the total land area of the province (3,934 sq. km.). Approximately 41% of the City’s land area is classified as alienable and disposable while nearly half is classified as forestlands with established timberland. Some of the resettlement areas visited by the authors during the process mapping research, for example, are located more than 20 km from their original inner city areas.

Davao is regarded as a predominantly migrant city that boasts of one of Asia’s highest literacy rates (95.17%) and a positive business environment. Its strategic location provides accessibility and linkage to the 20 million market of Mindanao and 51.4 million market of the East ASEAN growth area. Strategically the Davao City government has the ambition to have the city play an increasingly important role in the Brunei Darussalam Indonesia Malaysia Philippines – East Asean Growth Area (BIMP-EAGA) as the gateway in Mindanao. There is a booming agro-business sector and food processing which confirm the agricultural tradition of the city that is attracting firms and individual to settle there. In fact agricultural land comprises 43% of total land area reflecting the role played by agriculture as the city’s largest economic sector with major crops comprised of coconut, banana, fruits, vegetables, coffee, grains, cacao, and pineapple.

Local government officials interviewed by the process mapping researchers argue that the enabling strategies pursued by the local government has resulted into ‘doing business’ in the city that is easy and cheap. This may explain why the city was chosen the most competitive metropolitan city of the country. From 2001 to 2004, exports averaged US$ 840 million/annum with banana and pineapple industries among the leading export commodities. It has nearly tripled when compared to the average of US$ 271 million registered during the period 1998-2000. The city is also boosting its promising and growing tourism industry. This is noticeable from the flourishing hotel industry and the increase in the number of hotel rooms available: from less than 800 (1990) to almost 3,000 (2001).

**Scanning the problems of Davao city**

However, there seems to exist a mismatch between the economic progress of the city and the position of low-income families in the city when one looks at the existing framework to improve the living conditions of the poor and to allow their participation and have a say in the formulation and implementation of local government policies. Community-based organisations and federations of the poor (PO’s\(^6\)) as well as NGO’s keep on knocking on the mayor’s door to establish a dialogue and set a basis for complementary actions and

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\(^5\) The Philippines is traditionally divided into three major island groups – Luzon in the North, Visayas in the middle and Mindanao in the South. Metro Manila is in Luzon, the largest group. Mindanao is the second largest group.

\(^6\) PO stands for People’s Organisations, which comprise of different types of legitimate community-based organisations, elected by groups of residents to represent their interest, to coordinate community savings schemes, etc.
Participatory urban management is still in its very incipient forms in Davao city. The same applies to institutional framework to enable the housing sector to work in Davao. The Local Housing Board-LHB has not been established – as required by the UDHA Act\(^7\) – and the policy towards the large number of informal settlements continues to be eviction and resettlement. There are three large relocation areas in the city. On-site upgrading takes place within the framework of the Community Mortgage Program-CMP but all depends on the ability of NGO’s to reach an agreement for the purchase of land (see box 1). This is becoming increasingly more difficult due to the exorbitant land prices set by land owners in centrally located lands. Some figures of the Shelter Framework Plan of Davao City suggest that there is a housing backlog of 40,000 units. Add to that the annual natural increase in housing need due to population growth and you have a huge housing need that needs to be addressed. In 1995, the amount of 80 million Pesos was allocated for housing and in 2006 this was increased to 100 million pesos to support land banking for socialized housing, thanks to a loan acquired by the local government.

The city, the poor and informal settlements

In Davao, nearly one third of the population is comprised of poor families. For Mindanao, 41% of families are considered poor against the national average of 28.4\(^8\). This seems to be reflected in Davao City’s barangays. Additionally, according to project data from Cordaid, Davao’s population is comprised of a significant number of children – up to 40% – meaning that it is likely that a large number of children belong to the poorest in the city. In terms of poverty, the threshold for the region is P 7,500 monthly income per household (Calilung, mimeo undated).

Informal Settlements in Davao City

Data provided by City Planning Office of Davao City reveals that there are more than 130 informal settler clusters in the city most of which are located within or near the city center or the Poblacion. The remaining are scattered just outside the city center on the banks of rivers or along the coast of the Gulf of Davao. The data suggests that there are 14,274 structures in those clusters – as of December 2005 – but it does not show the total number of informal settler families.

Regarding land tenure, according to the City Planning Office only about half of the 209,187 single houses are built on land owned or currently being amortized by their respective occupants. About 20% or the equivalent of 42,520 units are built on land not belonging to the structure owners. These residents have the consent of the landowner and do not pay rent (“Rent-free with Consent of Owner”). According to city officials these residents face a high risk of displacement because they are not legally protected like the ones who are paying rent. If one adds the number of duplex residential houses and multi-unit residential structures their number of families living under this condition could go up to 47,927.

The ones facing the highest risk of eviction are those living under the regime of “Rent-free without the Consent of the (land) Owner”. There are 14,815 families under this condition. This figure can go up to 16,724 if the number of duplex residential houses and multi-unit residential structures are taken into account. These are the informal settlers according to city

\(^7\) Urban Development and Housing Act, enacted in 1992. It is a national legislation that outlines State policy in the Philippines to address shelter for the underprivileged and homeless citizens.

\(^8\) City Planning and Development Office, City Government of Davao, “Work in Progress – as of 25 June 2005”.

officials. The conclusion drawn from the data of the City Planning Office is that there are nearly 65,000 families or the equivalent of 340,000 people which accounts to nearly one third of the population of Davao.

According to SALIGAN, a public interest lawyers’ group\(^9\), the rate of informal urbanisation and slum creation where the poor mostly live is double the urban growth rate in the Philippines. This means that low income settlement are growing faster than the overall urbanisation. This could be reflected in Davao as well. The city has a significant population living under condition of insecurity of tenure due to the informal character of their land occupation. During the 1980’s there were many outbreaks of fire in squatter colonies and the government temporarily fenced some areas. There were suspicions amongst activists of this period that the fires were intentionally started to evict illegal residents from land that were being claimed by their respective owners. While providing assistance to poor families in need, some NGO’s faced problems because by helping people to build their houses on land that did not belong to them they actually placed themselves in the position of those who were encouraging squatting. These incidences triggered the shift in priorities in the NGO’s agenda that is to say they started to prioritise access to land and security of tenure. This was matched by the policies embarked and endorsed by the Aquino government and particularly the national Community Mortgage Program-CMP.

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\(^9\) Interview and PowerPoint presentation given to the authors in 2005. SALIGAN stands for Sentro ng Alternatibong Lingap Panligal (Alternative Legal Assistance Center).
3. **National-Local Relations: the framework to address housing for the poor**

The unitary system of government in the Philippines implies that there is an important national framework directing and organising how particular issues are addressed at the local level such as access to land and housing. The 1992 UDHA has established the framework and the relations that must exist between different actors in the Housing Sector when addressing the housing needs of the poor (GoP, 1992). A number of agencies and programmes are involved and they have a direct impact at the local level, and particularly at the urban poor and their organisations.

**Civil society engagement and advocacy**

It is worth noting that the UDHA was the result of advocacy involving the Catholic Church, social activists, NGO’s engaged in social mobilisation against the waves of evictions and demolitions and a general lack of understanding amongst public and government sectors about slums and their formation. Basically the law helps in providing protection for informal settlements and setting procedures against evictions; it gives provisions for local governments to set aside land for low-income housing and for making inventory of land resources for social housing.

The critical issue in the development agenda affecting the poor and many NGO’s is exactly related to the implementation of the law. This was already indicated in an assessment made by ICSI (Karaos, 1996; Yap, 2002; Vertido, 2006) in which the author stated that the majority of the Local Government Units – LGUs, had not safeguarded the land for socialized housing. In addition, the study revealed that the ratio of land price-to-income had been worsening due to increasing land prices. And this was and continues to be one of the deep-rooted causes of squatting and deteriorating housing conditions.

It is important to make a distinction between the National Shelter Program (NSP) and the Urban Development and Housing Program (UDHP) and also to highlight that the Local Government Units do have an important role in housing delivery to the poor. The UDHP was established with the enactment of the Urban Development and Housing Act (1992). It is a multi-year program seeking to improve housing conditions of disadvantaged groups of society living in urban areas and also in resettlement areas by providing decent and affordable housing, basic services, and employment opportunities. There are a number of other supplementary programmes addressing high-rise housing, cooperative and CMP funding in addition to other housing programmes managed by the National Housing Authority-NHA.

**Key players in the Filipino Housing Sector**

Most national organisations have a direct impact on developments at the local level. One of the key organisations is the HUDCC – Housing and Urban Development Coordinating Council whose objective is to assist homeless low and middle-income urban families in meeting their housing needs. HUDCC is the key coordinating agency of the National Shelter Plan-NSP. Five major government housing agencies are engaged in the NSP namely the National Home Mortgage Finance Corporation (NHMFC, for housing finance), the National Housing Authority (NHA, for production); Housing and Land Use Regulatory Board (HLURB, for regulation), the Home Insurance Guaranty Corporation (HIGC) and Home Mutual Development Foundation (HDMF for funding). The major NSP Programs include Mortgage Financing under the Unified Home Lending Program (UHLP), Housing for Low and Marginal Income Families, Development Finance, and the Community Mortgage Program-CMP. Despite its limited capacity (around 20,000 loans/year), the CMP deserves a greater attention in this report due to its (1) direct association with the NGO sector by providing
originating fees (5%) to NGO initiating regularisation processes with organised poor communities and its (2) impact on the access to land by the poor in the city.

BOX 1:
Getting hold of the land you occupy in Barangay Sasa: knocking on the landowners’ door.

The history of Barangay Sasa orally described during the interviews carried out in 2005 depicts one of the typical situations that low-income families face in Davao. The process of occupation started in late 40's and people started encroaching in available land. It is said that the barangay chairman then allowed and/or tolerated people to occupy a large tract of vacant land available until 1986 when actually all the barangay land was fully occupied.

However, a couple of years thereafter the individual owner – a lady – claimed the land tract where people had settled and demanded that the people be evicted from it. In 1988 there was an agreement to sell the land to the occupants but there were some questions raised about the veracity of her ownership over that land parcel. From 1988 to 1998 – a period of about 10 years – there was no concluding negotiations until a Supreme Court decision would ratify the title and declare her the legitimate owner.

This happened in 1998.

On the agreement reached primarily during the negotiation phase between the inhabitants and the landowner, the land price was set at 30 Pesos/m² but after the decision of the court ratifying the legitimacy of her land ownership, the price went up to 350 Pesos/m², or nearly 12 times more expensive than the original deal. This resulted into great discouragement amongst the residents and resistance to signing the sale deal despite their level of organisation and community mobilisation. Residents were divided. There was no consensus about what to do. With a land title dated 1998, the owner sealed a land sale deal with a Chinese businessman. There was also a politician who appeared in the settlement and stated that the land should not be sold but given to all occupants.

In the meantime 35 families had already withdrawn from the collective deal and accepted to be evicted and relocated.

In 2005, for the purpose of signing a mortgage with the NHMFC, an on-site investigation and inspection was being undertaken. There are 755 families who are currently eligible for 810 plots. The community association approached the National Housing Agency-NHA with a loan application for 45,000 Pesos per beneficiary. Because land price had gone up to 500/m² this loan was no longer sufficient to purchase the land. Consequently, every beneficiary should bring 10,000 Pesos per beneficiary as their own individual contribution.

The negotiation with the NHA resulted in the raising of the ceiling per family/beneficiary, that is to say, 60,000 Pesos. In order to cope with this demand, residents subdivided their individual plots in order to pay for the equity. Instead of 90 m², plots are to become 45 m². That means there is an undergoing densification process.

The land purchase and negotiation process has been time-consuming and landowner’s agreement to sale has expired in 2004. This is serious because the negotiable price is 550 Pesos/m² while the market price is actually 3000 Pesos/m². At the moment the barangay is undergoing a development planning. There is a development permit application in order to meet the drainage system requirements, roads, electricity and water, which needs to be ratified and certified by the competent utility companies. The Department of Health is obstructing the approval because it demands contribution for a proper sewerage treatment system.

In addition, there is a need to adjust a plan of the canals/drainage that consequently implies that owners must give away part of their plots for the pathway of the canals and streets.
There is also a problem in defining the right boundary with the neighbouring barangay. Because there is a change in government at every 3 years, this process of regularisation becomes lengthy and complex. Once a new government takes over, a new Barangay takes over; it takes longer to get acquainted with the situation. In this case, it is already taking 7 years to get it approved.

Source: interview with Barangay captain, process mapping research and fieldwork of the authors, 2005.

Housing Delivery at the Local Level
The local government units-LGUs are responsible for the implementation of the Urban Development and Housing Program-UDHP. It supports the devolution of mass housing functions to the local government units as prescribed by the Local Government Code. This Code specifies that LGUs should protect the general welfare of the citizenry through the delivery of basic services and facilities. Shelter, being one of the basic needs, is mentioned in the Code: “one of the major functions of LGUs—especially municipalities, cities, and provinces—is the “planning and implementation of the programs and projects for low-cost housing and other mass dwellings.” Under the UDHP, among other things, LGUs have a crucial role to play in identifying, assembling and/or purchasing land for low-income housing and for resettlement of families living in disaster prone areas, as well as in basic infrastructure provision, and curtailment of illegal professional squatting. LGUs also have a role in supporting the initiation of Community Mortgage Programme and in encouraging the participation of the NGOs in the planning and implementation of socialized housing sites.

Access to Land by the poor: the NHMFC-Community Mortgage Program
The National Home Mortgage Finance Corporation’s (NHMFC) Community Mortgage Program (CMP) could be described as the “favourite” program of informal settlers and from which many NGO’s have managed to develop and strengthen their relationships with poor communities. As far as access to financing and land is concerned, many see the CMP as an opportunity for the underprivileged and urban poor sector as a whole. For the poor, this is the most accessible tool they can use to acquire security of tenure in cities (MLFI, 2002; MINCODE, 2005; Herrle, 1999)

The CMP is a mortgage-financing program that helps organized “marginalized communities” purchase and develop land under the concept of community ownership. Its funding has been institutionalised in the government system through the Comprehensive and Integrated Shelter and Finance Act (CISFA). It takes into account affordability and it is based on incremental approaches to site and housing development. Monthly mortgage payments are first treated as rentals under a regime of community property title until the beneficiaries have paid the full amount of the loan and individual titles are issued to them. Thus residents of depressed areas are given the opportunity to own the plot that they occupy, or legally own an area they choose to resettle in.

Their ability to pay dictates the pace of development. Land and housing development are gradually undertaken within a pre-defined set up established by the CMP programme. It starts with an organised group of squatters applying for assistance from the local government or a Non–Government Organization to acquire a piece of land, which could be the area they currently occupy or intend to occupy as a relocation site. Thus the existence of a “community organisation” that can legitimately speak on behalf of the residents and an “originator” is an important step and, in fact, a sine-qua-non condition for applying for funding from the CMP.
The “originator” may either be a local government-LGU or an NGO. Their main role is to assist a legitimately recognised community association in setting up its organizational and management systems to implement the project as well as to provide technical assistance in the preparation and submission of required documents and during implementation and thereafter. If the LGU is the originator, the assigned office—either the Urban Poor Affairs Office or the City Housing Office—then conducts an initial assessment on the organizational capacity of the community association or it may conduct seminars on community development and organisation - organized among and with target beneficiaries. In case there is no such association, this will encourage self-organisation and the establishment of a “community housing association” (CHA), inform about processes of acquiring land and owning their own houses. The CHA is a legally registered entity, with a board of directors, chairman and has a set of officers and committees such as grievance and adjudication, audit and inventory, development and services, membership and education, livelihood, maintenance, peace and order, social and cultural. NGO’s play an important role in the liaison with different groups of low-income families and commonly play the role of community organisers and stimulators.

From the point of view of local governance, and according to the views expressed by many local government officials interviewed by the authors, the CMP and the quest of vacant land materialises central government interference in local affairs. The CMP involves many actors and frequently creates duplication and undesirable land conversions and transactions that often take place at the sideline of the local government plans and strategies. The local government has set a process of procurement of vacant land and provision of financial assistance to different community associations in order to realise a resettlement programme of slums/squatters subject to court orders to be evicted or because they are situated in dangerous areas. This is part of the Davao Integrated Development Programme-DIDP, which is the city government’s strategic investment plan 10.

Nevertheless, the CMP provides clear opportunities for NGO-organised communities collaboration and the development of a participatory culture. However, it does not have impacts on the channels of participation in the city. First because it is a national programme with its proper channels and mechanisms, and second because the land purchase process may take place at the margin of local governments.

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10 According to senior local government officials, Davao city government has acquired a land bank loan of nearly 1 billion Pesos in order to realise its development strategy. Nearly 100 million Pesos was used to purchase 24 ha of land to be used for relocation and socialised housing.
4. Channels of Civil Society Participation in Davao and the NGO’s

The Local Government Code give provisions for people’s organisations, PO’s, CA’s and NGO’s to be part of different levels of governance and decision making in the city. The most important ones are the City Development Council and the Barangay Development Council (see Box 2). The composition of these councils must consist of 25% of NGO’s and PO’s. These must be accredited and registered in the local government registry in order to be able to participate.

NGO practitioners voiced their opinion about the enabling environment for citizen participation in Davao that basically reveals the existence of many councils, committees and networks where this participation can potentially be accomplished. However, experience shows that there are many bottlenecks hindering the engagement of NGO’s and PO’s in decision-making processes in the city.

Some have argued that the previous municipal administration and councillors were more NGO-friendly resulting into NGO’s and PO’s having a seat in local bodies and keeping a continuous dialogue with the city government. It seems that under mayor Duterte there is a gap in the dialogue and interaction between the local government and NGO’s despite the fact of having many officials who understand and support the works and involvement of NGO’s in public affairs. The current mayor\textsuperscript{11} is known for his strong leadership and his unorthodox way of governance. He is known to delegate and does work in cooperation with some NGO’s like Gawad Kalinga and IDIS in the provision of housing and in environment-related legislation and law enforcement. Some argue that the mayor looks at NGO’s according to “political colour” and does not work with those who articulate critical opinion about the government. In the words of one NGO practitioner “there is a sanitary cordon surrounding the mayor preventing anyone to reach him or come close to a level of communication resulting in him becoming inaccessible”

The figure of the mayor raised controversies amongst all of those who were interviewed by the authors revealing a mix of criticism and recognition of success. His “peace and order” agenda gave him national and international notoriety, particularly after he unveiled the controversial list of 500 people who were suspected to be involved in drug use and trade activities; and his warnings during his weekly TV show to such suspects and their killing and summary exterminations by anti-drug vigilantes that followed the publication of the list in 2001. There is also a mix of feelings amongst those interviewed by authors. One that acknowledges the feeling of safety and security that citizens have in the city and the feeling of “silent” indignation for hard and relative top-down policy that leaves little room for citizen participation despite the existence of legally-mandated mechanisms through which civil society can interact with the government.

The following are the potential channels of participation where civil society organisations and NGO’s may establish an interface with the city government and engage in policy dialogue:

\textsuperscript{11} Hon. Rodrigo R. Duterte, lawyer and judge, and also former public prosecutor, has been mayor from 1989 to 1998, a total of three government terms of 3 years. The law limits terms of mayor for 3 consecutive years. He ran as congressman in 1998 and was elected, serving till 2001 when he ran for mayor again and was elected for the 2001-2004 term and re-elected for 2004-2007 term. With his popularity, he is likely to be re-elected for his last consecutive term and serve office till 2010.
Box 2: Barangay: opportunities for fostering citizen participation at the lowest level of urban management

An elected Barangay chairman (capitan) governs the Barangay for a period of 3 years. The barangay is comprised of 67 boroughs (purok). This basic territorial unit covers 20 to 50 families. Each borough has a leader whose role is to identify needs and articulate them to the Barangay chairman during the preparation of the Barangay budget. The Barangay Development Council-BDC and the Barangay chairman finalise the budget and define the needs and resources to be allocated to each borough. The 67 boroughs meet once a month with the Barangay chairman and for this purpose their respective leaders receive a minor allowance for participation. The BDC is comprised of 20 members appointed by the captain and these are usually professionals, well known individuals in the community and holding particular competence. These members earn a “symbolic honorarium” since their engagement has a voluntary character.

The BDC is entrusted to help the capitan in planning for the future, according to the needs and demand of the people and taking into account the scarcity of resources and the particular situation of those mostly excluded from services and decent livelihood.

The needs and demands are usually in the areas of infrastructure and shelter. Surveys and data collection are carried out at the Barangay level and involved people and staff associated to it but with services and support provided by the local government’s competent department. The surveyors undergo training and capacity building.

The Research & Statistics Division of City Government makes use of PRA-Participatory Rapid Appraisal techniques to train and work with the capitan, agencies, borough leaders, women, health workers, NGO’s, etc. The situation analysis and city profile are launched on the basis of census data. The report is prepared and presented for validation to different working groups at the local level of the barangay.

Priority setting at the barangay and municipal levels are based on the actual needs assessment made at this very local level.

The resulting budget commonly contains provisions for salary, administration, infrastructure programmes, social and gender development, peace and order, health, etc.

The budget reflects resource provisions of the IRA-Internal Revenue Allotment originated from revenues and taxes paid by people and firms. The final allotment is very much determined by the number of people living in the area. In 2004, this barangay had a budget of Pesos 10 million.


- City Development Council-CDC
- City Development Council Committees (committees on economic, infrastructure and social development, security).
- Barangay Development Council-BDC
- Committee hearings conducted by the City Council
- CSSD-City Social Service Development Office (where children’s issues are discussed)
- City Cooperative Council (cooperatives are screened by the Council)
Provisions of the UHDA Act:
• Committee Anti-Squatting
• Task Force Relocation
• Committee Housing and Urban Development
• Local Housing Board
• Some NGO’s are involved in BDC
• City Housing and & Land Use Regulatory Unit (enrolling City Planning, City Zoning and City Engineer)

The CDC and BDC do not meet regularly. Because this body only meets twice per year it becomes more difficult for civil society organisations and NGO’s to engage into a continuous dialogue with the government. In fact there is no practice of continuous consultation and dialogue between government and NGO’s.

This explains why some NGO’s have opted to pursue lobbying within and towards city council members and council committees that deal with specific issues e.g. land subdivision schemes, development permits, children’s and youth legislation in order to accomplish improvements in the legislative and regulatory frameworks. Some have good relations and keep a positive issue-based interaction. Gender-based NGO’s and women’s groups have managed to engage the government and accomplished the endorsement of the gender code by the government. While others voiced their displeasure with the frequent red tape and lengthy and costly procedures and what is named “palakasan system” which means in practice that you have to work on establishing good political connections, give gifts, and make those in charge happy. Amongst government officials there is a notion that NGO’s still do not have a complete idea and knowledge about the functioning of government and the specific timing and routes that some decisions need to make.

The weak collaboration between NGO’s and the Davao city government is rather bewildering given the fact that the city boasts of one of the highest NGO population in the country. There are 133 officially accredited organisations in Davao. Some believe that the number of NGO’s is much higher than the official registry. In addition to that, there are a number of networks active in the city that potentially increases lobby capacity, elaboration of joint agenda, complementary actions and articulated and collaborative work geared towards participatory urban management (see Box 3).

Box 3:
Existing Networks of Organisations that are active in Davao City

• Networks of Civil Society Organisations and NGO’s:
• ASDA-Association of Social Development Associations
• MINCODE-Mindanao Coalition of Development (365 NGO’s, 12 Networks)
• PHILSSA: Partnership of Philippine Support Service Agencies, Inc. (>50 NGO’s)
• KABIBA – protection of children
• MIMIFA-Mindanao Micro-financing Association
• AAAM-Alliance Against Aids Mindanao
• HD-Hugpong Dabaw
• Social Action Network (Catholic Church)

12 Not yet installed as stated in the UDHA law. The proposal went to its third hearings of the municipal council committee in 2006.
The Catholic Church is an important player in the city and like Recife, Brazil, its BECs – Basic Ecclesiastic Communities\textsuperscript{13} plays an important organisational and community mobilisation role. There are many faith-based NGO’s which originated from the engagement of the Church with the problems of the landless, evictions and poor housing and living conditions in the city. Most of them have also emerged as CMP originators and have managed to build a significant portfolio of CMP take out. They function on an area-based approach according to the boundaries of the barangays and territory of influence of the parish to which they are associated like the SALORSED-San Lorenzo Ruiz Socio-Economic Development Foundation, Inc. and the APSED-Assumption Parish of Davao Social Economic Development Foundation, Inc.

These organisations support the parish programme but also undertake their own development programmes and livelihood projects and support to CMP in establishing, strengthening and assisting community associations to get access to land and security of tenure. Another aspect of their work is the realisation of the social mapping, a participatory exercise involving BECs, Barangays, community associations and group of residents of pre-selected areas. The social mapping helps organised community groups and community leaders to develop visual representations of the poverty situation in their place of residence (barangay, BECs) at the same time that it provides opportunities for training and capacity building. This helps in problem identification, priority setting and action planning. Not mentioning the development of the profile of the neighbourhood and the incidence of problems like service provision, poverty, employment, quality of housing, etc.

Within the BEC’s and to a certain degree at the level of the Barangay, one can identify mechanisms of participation being forged. Nevertheless, the Catholic Church in Davao City remains largely untapped as a potential ally in pushing for more inclusive and progressive development efforts in the city and open avenues of participation. Especially when one considers the fact that the Archbishop of Davao was president until January of 2006 of the very powerful Catholic Bishops’ Conference of the Philippines-CBCP; and also considering that the Cathedral is right across the Davao City Hall. The Catholic Church has enormous influence and moral persuasion in the national and local levels. In other cities in the Philippines, the bishops use their moral and political influence to push for more pro-poor programs.

\textsuperscript{13} CEB-Basic Ecclesiastic Communities or GKK, are faith-based units organised under the boundaries of a parish, gathering groups of families and community leaders, strengthening solidarity, religious ties, etc.
5. Access to Land in Davao and the Role of NGO’s: potentials and limitations

It is noticeable that the red tape of local government coupled with the lengthy, time
consuming and costly procedures of CMP have lead NGO’s to engage into direct purchase
of land.

This also applies to the faith-based organisations. NGO’s are anticipating and approaching
landowners with an entrepreneurial attitude and have become social developers who keep a
margin of land rent when buying un-serviced land and sell it to final beneficiaries as future
serviced land when the loan agreement is reached. This difference is actually a “profit” used
to pay for its services and operational costs. However, in the absence of appropriate land
market surveys and indicators, and inadequate knowledge about the rationale of land
markets amongst NGO’s, this practice is creating a vicious cycle of land transactions that
are pushing land prices to higher ceilings and moving the poor farther and farther from the
city core. Differences between purchase and re-sale prices can reach fivefold.

The PO’s and CA’s seem to be well organised amongst the demand of low-income families
to acquire security of tenure and prevent undesirable eviction and/or relocation. It looks like
these community-based organisations know what they want to do and are capable of
articulating the needs and demands of their constituents. The remaining question is how to
achieve these goals. NGO’s are unlikely able to show other options against the
undisputable land property rights and the control of the land stock by a small number of
landowners that altogether are pushing the poor away from the city.

Land markets expelling the poor

NGO’s are in fact falling into the trap created by the logic of the market by promoting land
conversions and increases in land value that are captured by and benefiting only those
who already possess large tracts of land: landowners. NGO’s are victims of their own
limitations as originators of CMP: “NGO’s have started and consolidated itself as community
organisers and then have become CMP originators. Red tape caused NGO’s to engage in
direct negotiations and land purchase which is faster and generates better fees than CMP,
calculated on the difference between the price paid to landowners and the price charged on
residents/beneficiaries. Consequently their ability to continue offering development
assistance to the poor is significantly enlarged”. But the market and the vicious circle
remain unaltered and land prices continue to be at very speculative levels.

Various observers and practitioners point out that the informal land market in the Philippines
has its own set of protection mechanisms that is entangled into the legal and institutional
systems with its own judges, politicians, its own legalisation processes, developers and
lawyers, and its own army and protection. This is likely to help explain the rationale of land
supply for the poor in the Philippines that persistently leads the poor to either organise,
mobilise resources to directly purchase land or be subjected to evictions and/or resettlement
to land usually located in peripheral zones and badly serviced. In both options it is the
landowners who are capturing the rent. One can understand the unalterable and
unchallengeable status that the informal land market and its actors and mechanisms have in
the Philippines’ major cities. In addition to that, there are practices of informal land lease,
fees for protection against eviction and fees for service provision that are often higher than

14 Lobbying for urban land reform, right-based approach to safeguard rights on low-income families,
reformulation of the legislative and regulatory frameworks, enforcement of UDHA, creation of Housing
Board and Municipal Policy, advocacy works to promote government involvement, etc.
15 Changes from rural to urban use, from un-serviced to potentially to-be-serviced land.
public provision. Paradoxically it is an important pillar in the resistance against urban land reforms and the badly needed institutional reforms. According to one of the interviewees “formalisation means an attack on the land mafia’s business, and therefore community leaders are threatened with murder if persisting on promoting and demanding for these reforms”.

Self-organisation as response against the adverse impacts from land markets
The establishment of federations of the poor that develops and gain strength from gathering community savings group - often to purchase land - can be regarded as a very interesting and potentially innovative development in social mobilisation and community-based organisation in the Philippines, though it does not challenge the regime of land ownership and control of the land stock. In fact, the major threat against its members is the eviction and demolition of their houses. Half of their members currently occupy land that does not belong to them.

The Homeless People’s Federation of the Philippines-HPFP (Davao Chapter) has received significant institutional and technical support from NGO’s. It connects more than 70,000 people nationwide and articulates linking and learning with other similar groups in India, South Africa and Namibia. In Davao, there are 48 community associations and 5,000 individual members associated to the HPFP. The Federation has a line of communication with the Davao city government, particularly with the Urban Land Reform Programme, where there is fund – though limited – available for land acquisition.

The approach used by HPFP is to establish savings groups to purchase land. The bottleneck is basic service and infrastructure provision under the responsibility of the local government. Once land is purchased, the federation approaches the government and says: “now it is your turn to do your part.”
Another positive development is the establishment of NGO Networks. NGO’s working in the urban and housing sectors in Davao are gathering around a network called “Hugpong Dabaw” which is helping them to re-assess their role and mission in the city vis-à-vis the urban poor, the city government and the development of the city as a whole. The group is presently grappling with questions like whether or not to continue with awareness building amongst communities and discuss their role as “enablers” or “providers”; whether or not to continue their traditional sector-based and area-based approach or broaden their scope to city-wide issues and the position of the poor within the public policy and government sphere of intervention.

The NGO’s have realized that the paramount challenges in the political, institutional and regulatory frameworks in addition to the local livelihood and economic issues directly affecting the poor require a sustained collective effort. The establishment of NGO networks in the Philippines is extremely important for the government-civil society dialogue on urban policy issues. For example, the Partnership of Philippine Support Service Agencies, Inc.-PHILSSA is another evidence that NGO’s are searching a collective interest. Established in 1988 and formally registered in 1990, it gathers 49 urban-based NGO’s, and has a mission to provide capacity building, promote linking and learning that may lead to innovation and creative ways to solve problems and boost multi-stakeholders participation in local governance issues, and do advocacy works. It provides support not only to its members but also to other networks.

The engagement PHILSSA and Hugpong Dabaw in Davao launched a dialogue to strengthen individual/own expertise of NGO’s and support long-term processes while avoiding overlapping. Two focus areas and complementary dimensions seemed to gain relevance: citizen participation and the safeguarding of the implementation of the regulatory framework wherein this participation is guaranteed. Citizen participation in all levels of decision making focuses on establishing or reassuring channels of participation and dialogue that can actually affect the livelihood of the poor positively.

For example, the city development councils and the formulation of the annual investment plan and the various local government commissions where NGO’s are to be represented. According to the UDH act, the Local Housing Board – HUDHA is to be established by LGUs but this has not taken place in Davao yet. On the one hand, this situation basically places
the NGO’s in the advocacy seat demanding the implementation of the UDHA law on one hand and forces a continuous dialogue to be kept open on the other hand.

**Obstacles and Bottlenecks Hindering Government-NGO collaboration**

The current difficulties in local government-NGO collaboration may be explained by the strong polarisation that existed during the first decade of democratisation and by strong advocacy works undertaken by NGO’s, civil society organisations and the Church during the transition to a democratic state. This often placed government and NGO’s in opposing camps, resulting in mistrust from both sides, difficulties in seeing each other as partners instead of adversaries, and a persistent bias from both sides against government-NGO collaboration. NGO’s were the main motors of social mobilisation and engaged in consciousness building and awareness for action that placed them in a highly politicised terrain and viewed as threat by governments. Mayors often looked at NGO’s on the basis of their political colour and were more positively inclined towards faith-based NGO’s. As expressed by one senior government official “the government is still nursing the stigma of NGO’s and fails to see that they complement what the government does. Therefore it is hard to find a kind attitude towards NGO’s”.

In Davao, local government officials see positively the issue of participation but their practice shows that governance is still their exclusive turf. In addition to that, the needs and demands of the poor are not high in the agenda of priorities of the government as expressed by one community leader: “the Peace and Order is priority, not Housing. Thus the poor is not priority in the mayor’s agenda”.

On the side of the NGO’s, the tradition of area-based and sector-based work meant a strong concentration of staff and resources to working directly with people on limited and geographically defined boundaries or barangays. And they often overlook the need to strengthen and support existing community-based organisations that are actually the entities with the legitimacy to engage in dialogue with other parties and speak on behalf of their constituents (residents).
6. Conclusions

There is a remarkable number of NGO’s working in support to the poor majority of whom live in informal settlements in Davao. In the housing and urban sectors, a great number of the NGO’s has been closely associated with the Government sponsored Community Mortgage Programme that provides opportunities for organised communities – with the support from NGO’s – to purchase land and secure a place to live in the city.

The programme opened a gateway for NGO’s to strengthen community organisation and the setting up of community savings schemes while providing the ground for the implementation of their own development programmes. NGO’s have had a tendency to work on area-based and theme-focused approaches in a relative isolation from one another and overlooking strategic city-wide policy issues.

Several NGO’s are now getting engaged in direct purchase of land from landowners. Because of exorbitant land prices and the absence of good land market surveys and monitoring instruments, it is not always possible for NGO’s to safeguard the position of the poor in centrally located areas. The lack of knowledge about land policies and land management is critical and should be addressed urgently.

The federations of the urban poor are also actively involved in savings schemes to purchase the land on which their members live. There is NGO capacity, but there is still need for strengthening their capacities, also in relation with the government. The municipal government does not have a land policy, and neither does it have land management instruments nor a clear participatory mechanism to promote policy dialogue on these issues.

A city-based NGO network called Hugpong Dabaw tries to engage the government in a dialogue while defining a common agenda to establish a Local Housing Development Board, as prescribed by national legislation and make participatory development councils operational. In the Philippines several NGO networks have been established which is a very positive development but these networks often do parallel works and overlap each other. This reveals a common difficulty in communication and information sharing.

A strong collaboration among NGOs is highly needed. This will help reduce their workloads and achieve efficiency gains while preventing duplication of efforts. For example, several NGOs are doing a poverty map of Davao but they are not working together! MINCODE did a poverty map of Davao, the group of Fr. De los Reyes (APSED) and the Homeless People’s Federation of the Philippines are doing poverty surveys of Davao’s Barangays; the Hugpong Sa Kalambuan Dabaw is undertaking the “Minimum Basic Needs” Survey and Hugpong Dabaw is planning to undertake a land use mapping survey. If only NGO’s collaborated, they would save time and resources, develop a collective platform and increase their chances to succeed in opening channels of civil society participation through which the poor’s position in the city would be safeguarded.
7. Bibliographic References


Annexes

1. List of Organisations and Individuals Interviewed in Davao City
2. List of Acronyms
3. Brief Notes and Preliminary Observations
4. Brief Notes on Informal Settlements
**ANNEX 1**

*List of Organizations and Individuals Interviewed in Davao City*

Nearly 50 different organizations were interviewed and more than 100 individuals were either directly interviewed or took part in a collective interview and/or meeting during 2 different visits to Davao. In addition, there were 2 wrap-up meetings and a presentation of the process mapping research in Recife.

<table>
<thead>
<tr>
<th>Acronym of Organization</th>
<th>Full Name of Organization and Individual Interviewed</th>
</tr>
</thead>
</table>
| 1 SALORSED              | San Lorenzo Ruiz Socio-Economic Development Foundation, Inc.  
                          | Demetrio P. Dava Jr., ED  
                          | Emmanuel D. Cifra, President  
                          | Federico Escalera, Treasurer  
                          | Anacleta Josol, Finance Officer |
| 2 PACSII                | Philippine Action for Community-led Shelter Initiative, Inc.  
                          | Fr. Norberto Carcellar, ED (interview took place in Manila) |
| 3 PO HPFP               | Homeless People’s Federation of the Philippines-Manila  
                          | Ruby P. Haddad, Luzon coordinator  
                          | Jocelyn O. Cantoria, HPFP president (interview took place in Manila) |
| 4 MLF Minland Foundation | Mindanao Land Foundation  
                          | Damaso C. Vertido, ED  
                          | Maria Dolly Pascua, Director for Urban Programs  
                          | Misael Parania, Program Manager |
| 5 SAC                   | Social Action Center (Archdiocese of Davao)  
                          | Fr. Bong Gonzaga, Director |
| 6 GPI                   | Gawasnong Pagbalay, Incorporated  
                          | Sanerio Navarro, ED  
                          | Utilia B. Flores  
                          | Elna J. Ortiz  
                          | Dureza I. Layan  
                          | Girlie G. Tubang  
                          | Rhea Jane M. Alarcon  
                          | Nancy S. Ortilano  
                          | Nancita C. Makiling |
| 7 CODE                  | Community Organizing Davao Experience  
                          | Annie M. Sandalo, ED  
                          | Ana Lyn Siliocinos  
                          | Jessica Jose Tebes  
                          | Maryanne Coronel |
| 8 MPI                   | Maginhawang Pabahay, Inc.  
<pre><code>                      | Rodolfo H. Cagabcab Sr. ED |
</code></pre>
<p>| 9 HUDCC                 | Housing and Urban Development Coordinating Council-Region 11 |</p>
<table>
<thead>
<tr>
<th>Page</th>
<th>Group/Individual</th>
<th>Details</th>
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<tbody>
<tr>
<td>10</td>
<td>Community leaders</td>
<td>Ana Maria Cabai, Roena Guariza, Critina Barian, Adelaide Ampic, Anecita Labra (President Action for Water Movement, Women’s Association), Jose Vilanueva, Jose Vila de los Santos, Ayleen Tumala. Group involved in mobilization for basic services e.g. potable water, sewerage, etc.</td>
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<tr>
<td>11</td>
<td>Community leader Barangay 76</td>
<td>Wesley Capute</td>
</tr>
<tr>
<td>12</td>
<td>Community leader</td>
<td>Teodora Pisao, Social worker student, resident of a resettlement area. Involved in TRHAI-Timbuco Resettlement Homeowners Association, Inc. and in a Federation Working with MLF-Mindanao Land Foundation and PACAF-Philippine Agency for Community &amp; Family</td>
</tr>
<tr>
<td>13</td>
<td>SALIGAN</td>
<td>Sentro ng Alternatibong Lingap Panligal (Alternative Legal Assistance Center), Jason Christopher R. Co, Lawyer Maria Cleofe Gettie C. Sandoval, Lawyer</td>
</tr>
<tr>
<td>14</td>
<td>HPFP People’s Organisation</td>
<td>Homeless People’s Federation of the Philippines-Davao City Chapter Virgenia Besiera, Arlene San Pedro, Yolanda Huera, Ninfa Paniza, Henry Erine, Myracar Payo, Felix Sacedon, Janeth Bascon, Dionisio Paraguso, Yolanda Perez, Susan Mias, Luz Quiño</td>
</tr>
<tr>
<td>15</td>
<td>KKS</td>
<td>Kilusang Kababaihan Savers Aniceta Labra, Arlene Tumala</td>
</tr>
<tr>
<td>16</td>
<td></td>
<td>Kilos Para sa Tubig Movement of TRHAI Cristina Varian, PRO</td>
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<tr>
<td>17</td>
<td>VMSDFI</td>
<td>Vincentian Missionaries Social Development Foundation, Inc. Fr. Norberto Carcellar, ED</td>
</tr>
<tr>
<td>18</td>
<td>MINCODE</td>
<td>Mindanao Coalition of Development NGO Networks Dolores Corro, Coordinator</td>
</tr>
<tr>
<td>19</td>
<td>APSED</td>
<td>Assumption Parish Socio-Economic Development Foundation, Inc.</td>
</tr>
<tr>
<td>Page</td>
<td>Organization</td>
<td>Contact Information</td>
</tr>
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</tr>
</tbody>
</table>
| 20   | PEACE Foundation | Romeo Mandreza, ED Fr. Frankie C. de los Reyes, SSS, President of the Board of Trustees  
Wilfredo Gartes, President of the Board of Trustees  
Cornelio Torreon, Executive Director  
Allan C. Sarabia, Project Manager  
Joselita Bainticulo, Finance Officer |
| 21   | PAYAG | Conrado Sillada, President (Garcia Heights Credit Cooperative HOA)  
Harmonica Bonito, President (Cory Aquamarine United Village Settlers Assoc.)  
Sylvia Cocjin, President (San Antonio Settlers Assoc.)  
Judy Tion, President (AKKMI HOA)  
Emilio Dominguez  
Alicia Penarubia  
Elvira Guevara |
| 22   | Tambayan | Pilgrim B. Gayo-Guasa, Coordinator |
| 23   | PBSP | Philippine Business for Social Progress  
Dolores Tan, Area Manager (for Corporate Volunteers for Enterprise Development) |
| 24   | Davao City Government | City Administrator  
Atty. Wendell Avisado |
| 25   | Davao City Government | City Planning Office  
Engr. Luis Jacinto, Head |
| 26   | Davao City Government | Mrs. Cresencia de la Victoria (Bing)  
Staff, City Planning Office, Research & Statistics Division, RSD |
| 27   | Davao City Government | Atty. Cesar Dataya  
City Housing |
| 28   | Davao City Government | City Engineer’s Office  
Mr. Leoncio “Jun” Evasco Jr., Officer-in-Charge |
| 29   | PLRC | Pilipina Legal Resource Center  
Isabelita Solamo-Antonio |
| 30   | GK | Gawad Kalinga  
Richard Villanueva, Regional Coordinator for South Mindanao  
Rene Rieta, Regional Coordinator for Central Mindanao  
Nel Macaraeg, GK Office Manager |
| 31   | PO | Hugpong s Kalambuan Dabaw, Inc (PO-NGO funded by |
| People’s Organisation | World Vision) Cristita Abregana  
Neren Olarte  
Romeo Bentulan |
|---|---|
| MCW | Mindanao Commission for Women  
Geejay Arriola, Media Officer |
| BFI | Baba’s Foundation, Inc.  
Cristita “Tara” R. Epal, ED |
| Davao City Council | City Councillors  
Honorable Emmanuel Galicia (committee Housing & Urban Development; urban land reform programme; land use; zoning)  
Honorable Bonifacio Militar  
Honorable Angela Librado (women related issues; committee on women, child, family relations, urban housing) |
| Barangay Captain | Barangay Sasa  
Juanito “Toto” Flores, Jr., Punong Barangay (Barangay Chairperson) |
| UP-Mindanao | University of the Philippines in Mindanao  
School of Management  
Larry N. Digal, Ph.D. |
| IDIS | Interface Development Interventions, Inc.  
Lia Jasmin Esquillo, ED |
| Davao City Chapter of SHDA OSHDA | Ramon Ortiz, chairman of Davao City Chapter of the Sudivision and Housing Developers Association-SHDA  
Member of Organisation of Socialised Housing Developers-OSHDA |
| Social Research Training Development Office | Dr. Lacuesta  
Dr. Amoyen |
| CABUPHOA | Cabakan, Bucana Purok Homeowners Association-3  
Wesley Capute, President |
| TRHAI | Tibungco Resettlement Homeowner’s Association, Inc.  
Teodora Pisao, Livelihood Committee Chairperson |
| SAPAHA-3 | Sasa Panacan Homeowners Association-Phase 3  
Lino Patarata, President Board of Trustees |
| PHILSSA | Partnership of Philippine Support Service Agencies, Inc.  
Haley Atienza, National Coordinator  
Derkie Alfonso  
Anna Maria Gonzalez |
| NEDA | National Economic and Development Authority  
Jose Trazona Corenales  
M. T. Mhola |
| RDC | Regional Development Council  
N. Angelo J. Agustin (Nic), regional director, Technical Secretariat NEDA 11 |
<p>| HD | Hugpong Dabaw is a Davao-based network of NGO’s |</p>
<table>
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<tbody>
<tr>
<td>Hugpong Dabaw</td>
<td>Two long interviews with the coordination of network in addition to participate as listener in the last day of working seminar PHILSSA-HD</td>
</tr>
</tbody>
</table>
| 48 | Peace and Equity Foundation | Cristituto G. Bual (Cris)  
Regional Manager Mindanao Regional Office |
## Annex 2: List of Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Name</th>
<th>Description</th>
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<tbody>
<tr>
<td>SALORSED</td>
<td>San Lorenzo Ruiz Socio-Economic Development Foundation, Inc.</td>
<td>SALORSED began in 1998 when the San Lorenzo Ruiz Parish Pastoral Coordinating Council together with Barangay Chairpersons and other concerned groups convened to discuss the effects of the flashfloods in June of that year. After a thorough assessment, they decided to directly respond to the needs of the poor and formalize their organization by registering with the Securities and Exchange Commission in the same year. It provides formal education for children, health and rehabilitation services for the sick, the stroke patients and the elderly. They also have a program on responsible neighborhood where they initiate clean-up drives in the coastal areas as well barangay drainage clean-ups. But it is in the area of housing and land tenure security that it is most active. It helps urban poor families acquire land either by bridge financing loans in the case of direct purchase or by being an originator in the community mortgage program. It currently has 15 projects in various barangays, 8 of which are through CMP while 7 are through direct purchase. This involves 3,274 households and 483 s.qm. of land</td>
</tr>
<tr>
<td>SAC</td>
<td>Social Action Center</td>
<td>The Social Action Center is the social apostolate arm of the Archdiocese of Davao City. The SACs in every Catholic diocese in the country is considered as the frontline partners of the National Secretariat for Social Action (NASSA) of the Roman Catholic Church in achieving its goal of social transformation as it tries to assist and deliver services to the Basic Ecclesial Communities (BEC)</td>
</tr>
<tr>
<td>PACSII</td>
<td>Philippine Action for Community-led Shelter Initiative, Inc.</td>
<td>This is a new NGO established to provide technical support to the Homeless People’s Federation of the Philippines</td>
</tr>
<tr>
<td>MLF (Minland Foundation)</td>
<td>Mindanao Land Foundation</td>
<td>Mindanao Land Foundation is one of the oldest NGOs in Davao City. It was established in 1988 as a response to the development problems of urban poor communities in Mindanao. From the very start of its operations, it served as an originator for the Community Mortgage Program (CMP), a national government program that aims to provide land tenure security to slum and blighted communities</td>
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</table>
in the Philippines. It has assisted more than 5,000 urban poor households in Davao City through this program. It has also helped 12 rural communities and 17 barangays in post-conflict development in Central Mindanao.

| LGU | Local Government Unit | Local government units may refer to the city and barangay government unit but it is used mostly to mean the city government |
| UP-ALL | Urban Poor Alliance | A nationwide alliance of people’s organizations and non-governmental organizations representing around half a million urban poor members across the country |
| IDIS | Interface Development Interventions, Inc. | IDIS is a non-stock, non-profit organization that promotes environmental care. IDIS is engaged in policy advocacy, research, community organizing and coalition-building. One of IDIS’ main advocacies is the protection and sustainable management of the upland areas of Davao City’s watersheds to ensure clean and abundant water for all generations. |
| HD | Hugpong Davao (Davao Alliance) | Formed in 1990, this is a federation of CMP originators in Davao City. It is a forum where its members share experiences and lessons not just on CMP but on social housing in general. It spearheaded the formation of KAMI (Kahugpungan sa Mindanao) a bigger federation of CMP originators in Mindanao. It is also a member of the CMP Originators, a national federation. |
| GPI | Gawasnong Pagbalay, Incorporated | GPI was established in 1980 to respond to the urgent housing needs of the huge number of fire victims in Davao City at that time. It is the first NGO in the city that focuses on housing needs. When the CMP was implemented in 1988, it became an originator. In 2000, it started its micro-lending program for micro-entrepreneurs. It is a member of Hugpong Davao |
| CODE | Community Organizing: Davao Experience | CODE was founded in 1987 to train local community organizers (LCOs) to help organize their communities and address community issues and problems. It then expanded its program to include micro-credit, organizing Indigenous Peoples, and land tenure security. Its involvement in land tenure security is through the Community Mortgage Program |
where it is an originator. Its priority communities are those threatened by court-ordered demolitions, those located in danger zones and those who live in areas identified for government projects.

It’s CMP sites are in Davao City, Tagum (in Davao del Norte Province), and Mati (in Davao Oriental)

Its CMP partner communities establish their own Community Buffer Fund (CBF) by pooling a contribution from each member equivalent to one month amortization. This fund will serve as the source of loans for members who need to borrow for their lot amortization.

<table>
<thead>
<tr>
<th>MPI</th>
<th>Maginhawang Pabahay, Inc.</th>
<th>MPI is involved in land acquisition projects as a CMP originator in Davao City and five neighboring cities namely Digos, Panabo, Tagum, Kidapawan and General Santos.</th>
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<tbody>
<tr>
<td>CLUP</td>
<td>Comprehensive Land Use Plan</td>
<td>This is the basis of the local zoning ordinances. The Local Government Code empowered the LGUs to prepare their respective CLUPs, to be enacted through zoning ordinances which shall be the primary and dominant bases for future land use. The LGC also authorizes cities and municipalities to reclassify agricultural lands for residential purposes, subject to certain limitations.</td>
</tr>
<tr>
<td>UDHA</td>
<td>Urban Development and Housing Act</td>
<td>Republic Act 7279, more popularly known as UDHA was enacted in on March 24, 1992 as the first legislation to recognize the urban poor as having rights under the law. It became the principal legal framework governing public policy on the urban poor and the provision of socialized housing.</td>
</tr>
<tr>
<td>PEF</td>
<td>Peace and Equity Foundation</td>
<td></td>
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<tr>
<td>CREBA</td>
<td>Chamber of Real Estate Builders Association</td>
<td>Founded in 1973, CREBA is the main real estate trade organisation in the Philippines. It has over 4500 members including developers, contractors, builders, valuers, architects, engineers and investors. CREBA has developed a real estate diploma course in partnership with De La Salle University. The idea of an umbrella organization was conceived as early as the 60’s to unite the different disciplines involved in the industry. During that period, private subdivisions were mushrooming in the peripheries of Metro Manila. The frenzied pace of development put to fore the different obstacles confronting the developers as well as the problem of</td>
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It has 26 chapters nationwide.

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<tr>
<th>Organization</th>
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<tbody>
<tr>
<td>SHDA</td>
<td>Subdivision and Housing Development Association</td>
<td>The Philippine's prime national organization of private subdivision and housing developers</td>
</tr>
<tr>
<td>HUDCC</td>
<td>Housing and Urban Development Coordinating Council</td>
<td>The HUDCC is given the responsibility to oversee the implementation of the National Shelter Plan. As its name implies, it coordinates all government agencies who are concerned with housing. It was given administrative supervision over all key housing agencies through Executive order No. 357 of 1989.</td>
</tr>
<tr>
<td>FIHPLIG</td>
<td>Formulation and Implementation of Housing Policies for the Low Income Groups</td>
<td></td>
</tr>
<tr>
<td>CHLURU</td>
<td>City Housing Land Use Regulatory Unit</td>
<td></td>
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<tr>
<td>SALIGAN</td>
<td>Sentro ng Alternatibong Lingap Panligal (Alternative Legal Assistance Center)</td>
<td>SALIGAN is a legal resource non-governmental organization doing developmental legal work with farmers, workers, the urban poor, women, and local communities. SALIGAN's partnerships with the marginalized sectors and local communities are vast and deep. It has more than one hundred (100) partner-organizations all over the country, from Luzon, Visayas and Mindanao. Founded in 1987, SALIGAN is one of the oldest and biggest members of the Alternative Law Groups, Inc. (ALG), a coalition of around twenty-four (24) law groups in the Philippines engaged in the practice of alternative or developmental law. SALIGAN has one of the biggest staff complements among the ALG members, having, at present, seventeen (17) full-time lawyers and a total of thirty seven (37) staff members. SALIGAN operates in different areas throughout the Philippines. It has two branches - one branch operates in the Bicol Region, one of the biggest and poorest regions in the country; and the other newly opened branch operates in Mindanao.</td>
</tr>
<tr>
<td>CMP</td>
<td>Community Mortgage Program</td>
<td>This is one of the several shelter financing programs under the National Shelter Program which was formulated in 1987. Launched in August 1988, what sets it apart from other programs is that it targets the low income groups. The CMP offers security of tenure through communal land acquisition. In other words, an undivided tract of land maybe acquired by several beneficiaries through communal ownership. The ownership can eventually be unitized for the piece of land each member occupies. He Community Association or Homeowners’ association is central to this program so that its existence is a precondition to start of the process. Loans under it are given at a subsidized interest rate.</td>
</tr>
<tr>
<td>PCUP</td>
<td>Presidential Commission for the Urban Poor</td>
<td>Community associations that want to avail of the CMP have to be accredited by PCUP. It has area coordinators who identify possible CMP area and provide the communities information about the program. It is the government overseer of the projects. It now also serves as “clearing house” for any demolition activity.</td>
</tr>
<tr>
<td>HPFP</td>
<td>Homeless People’s Federation of the Philippines</td>
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</tr>
<tr>
<td>UP Mindanao</td>
<td>University of the Philippines – Mindanao Mr. Napoleon Concepcion</td>
<td>UP is the premier state university in the country. The campus in Davao City is called UP-Mindanao and is part of the University of the Philippines System which has campuses all over the country.</td>
</tr>
<tr>
<td>VMSDFI</td>
<td>Vincentian Missionaries Social Development Foundation, Inc.</td>
<td></td>
</tr>
<tr>
<td>UPDF</td>
<td>Urban Poor Development Fund</td>
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<td>FORGE</td>
<td>Fellowship of Organizing Endeavors</td>
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<tr>
<td>UPC</td>
<td>Urban Poor Colloquium</td>
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<tr>
<td>MINCODE</td>
<td>LGC</td>
<td>Local Government Code</td>
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This law was enacted to decentralize local governance in the Philippines. The Philippines’ 1991 Local Government Code is considered one of the most revolutionary local government reform laws in Asia. The Code uses a radical form of dispersal of power - devolution, the transfer of power to local government unit. The Code gave the Local Government Units (LGUs) the power and responsibility to undertake basic services previously performed by the central government through its regional offices. The Code has also provided for the active participation of people in governance, beyond merely voting for national and local officials. It has empowered people at the grassroots through a system of sectoral representatives in local legislative councils, representation of "cause-oriented" groups in local legislative councils and in local special bodies, and direct participation in barangay (village) assembly meetings.

Prior to the Code, the provinces as intermediate levels merely coordinated services for the national government. These included, for example, tax assessment, hospitals, education, welfare, public works and highways, rural health, agriculture extension and environmental protection. Provincial funds came largely in the form of national grants. Cities and municipalities provided markets and slaughterhouses, garbage collection, traffic management, sanitation, business and other licenses and fire protection. Police services, while located in the local units, were (and still are) national services. Housing was a national responsibility, while water that was also administered nationally has now become regionalized, and power is provided by the private sector.

To provide more power to the local authorities to enable them to move forward with their development plans, Section 17 of the Code provides for the devolution of five basic services to the local units:

1. Health;
2. Social welfare;
3. Agriculture;
4. Environmental protection; and
5. Local public works and highways.

The responsibilities depend on the level of local authorities. For example, even barangays are mandated to provide day-care services as their part of the social welfare function, while most welfare activities are performed at the municipal/city level. The provinces now run and maintain the provincial hospitals.

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>PO</td>
<td>People’s Organization</td>
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<tr>
<td>NGO</td>
<td>Non-Government Organization</td>
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<tr>
<td>APSED</td>
<td>Assumption Parish Socio-Economic Development Foundation, Inc.</td>
</tr>
<tr>
<td>LAHUP</td>
<td>Land Acquisition and Housing for the Urban Poor</td>
</tr>
<tr>
<td>GKK</td>
<td>Gagmayng Kristohanong Katilingban (Cebuano language translation of Basic Ecclesial Communities)</td>
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<tr>
<td>PEACE Foundation</td>
<td>People’s Economic Advancement for Community Empowerment</td>
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The forced demolition of three Basic Ecclesial Communities namely San Roque, Mitsui and Acacia challenged the Blessed Sacrament Fathers who run the Assumption Parish to respond to the shelter needs of the families in the said communities. But in order to work more effectively particularly through the Community Mortgage Program, the parish volunteers and leaders decided to set-up a foundation which they called APSED.

Its programs include the Land Acquisition and Housing for the Urban Poor (LAHUP) as well as parish-based livelihood and capability-building programs.

Program of APSED in Davao City and two neighboring municipalities. The program currently has 8,000 households in 45 community associations and covers 100 million worth of land.

It was organized by the lay leaders of the St. James the Apostle Parish and its parish priest. It began through consultations led by one of the lay leaders, Sanerio Navarro who happens to be the executive director of another NGO involved in poverty-reduction projects including land tenure security. The consultations resulted
Foundation, Inc.  in the establishment of the Area Resource Center-Savings and Loans for Integral Development and Empowerment (ARC-SLIDE COM) From only 5,000 pesos in the beginning, the revolving fund of the group grew to 3 million pesos in only three years.

In 2000, ARC-SLIDE COM as registered with the SEC and changed its name to the present one. It is now involved in land acquisition projects.

Because of its location in the outskirts of Davao City, the group’s target beneficiaries include not only the urban poor but the rural poor as well. It is a member of Hugpong Davao

<table>
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<tr>
<th>SLAHP</th>
<th>SEC</th>
<th>CDC</th>
<th>HLURB</th>
<th>NHMFC</th>
<th>HDMF</th>
<th>SHFC</th>
<th>NHA</th>
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<tr>
<td></td>
<td>Securities and Exchange Commission</td>
<td>City Development Council</td>
<td>Housing and Land Use Regulatory Board</td>
<td>National Home Mortgage Finance Corporation</td>
<td>National Housing Authority</td>
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The HLURB approves the subdivision plans of the areas that are being considered for CMP. It makes sure that the plans follow the standards set by the Batasang Pambansa 220, a law on socialized housing standards.

It is the major implementing agency of the CMP. It evaluates all the documents that are submitted by communities who are applying for loans under the CMP. It also appraises land for on-site projects and conducts background investigation of beneficiaries and site inspection.

More popularly known as the Pag-ibig Fund, HDMF is one of three sources of funds for CMP loans. It promotes a voluntary savings scheme for home acquisition by both private and government employees.

The general mandate of the NHA under the National Shelter Program is housing production. But it is also one of the government agencies that may act as an originator under the CMP. It performs its own background investigation and site inspection.
<table>
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<tr>
<th>Organization</th>
<th>Description</th>
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<tbody>
<tr>
<td>KKS(Tibungko)</td>
<td>Inspection as well as socio-economic survey of the community.</td>
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<td>HOA</td>
<td>Homeowners’ Association</td>
</tr>
<tr>
<td>TRHAI</td>
<td>This is a federation of 10 community associations in the Tibungco Resettlement, a 20-hectare site that hosts 1,181 families who were displaced by government infrastructure projects in various areas of Davao City. Mindanao Land Foundation works with them.</td>
</tr>
<tr>
<td>CABUPHOA</td>
<td>Cabakan, Bucana Purok Homeowners Association</td>
</tr>
<tr>
<td>CAODEVCO</td>
<td>Community Association Originator Development Council</td>
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<tr>
<td></td>
<td>Established in 1989, this is composed of 27 community associations. Its objectives are to provide a support system to the community associations, urban poor empowerment, venue for socialization and do advocacy.</td>
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<td></td>
<td>It’s programs include land acquisition through the CMP, advocacy in land and housing issues as well as federalism.</td>
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<tr>
<td>LHB</td>
<td>Local Housing Board</td>
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<td></td>
<td>In the few cities in the Philippines who have Local Housing Boards, the board serves as a policy and decision-making body on housing issues. Shelter, one of the minimum basic needs, plays a vital role in economic growth of the country. While the Local Government Code of 1991 mandates the creation of six special bodies addressing health, education, peace and order, local bids and awards, local enforcement and local development, the creation of Local Housing Boards was not mandated. Nonetheless, many Local Government Units have created Local Housing Boards as well as Housing Offices on their own initiative.</td>
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<td>Its legal bases are:</td>
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<td>1.) Republic Act 7160 otherwise known as the Local Government Code of 1991 particularly Section 16 on General Welfare, Section 17 on the Devolution of socialized housing to cities and provinces as well as the</td>
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<tr>
<td></td>
<td>2.) Local Government Code Implementing Rules and Regulations (IRR ) Rule 5 &amp; 6 which provides for the role of the LGUs in the provision of housing</td>
</tr>
<tr>
<td></td>
<td>3.) RA 7279 (Urban Development and Housing Act) particularly Article IX, Section 39 - LGUs to provide low-cost housing facilities and exercise the regulatory powers over</td>
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</table>
Housing is a multi-sectoral concern in the LGU and provides very positive contributions to its economy and its people’s well being. The increasing challenges on housing such as the growing number of illegal settlers/dwellers, low subsidies in housing, limited lands for socialized housing and other resettlement sites, and the push for urbanization and demand for new housing projects by the private sector necessitate the creation of the Local Housing Board to address all these concerns.

4.) Presidential Memorandum Order 74 dated September 13, 2002 directing LGUs to create their respective housing boards to implement post proclamation activities in areas proclaimed as socialized housing sites. The Local Housing Board will plan for shelter, facilitate tenure security and access to affordable housing, ensure a system that will encourage private sector participation in housing production, and encourage multi-sectoral interaction.

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tr>
<td>PBSP</td>
<td>Philippine Business for Social Progress</td>
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<tr>
<td>PLRC</td>
<td>Pilipina Legal Resource Center</td>
</tr>
<tr>
<td>CASSPS</td>
<td>Committee Against Squatting Syndicates and Professional Squatters</td>
</tr>
<tr>
<td>Kaugmaon</td>
<td>Kaugmaon Center for Children’s Concerns Foundation</td>
</tr>
<tr>
<td>GK</td>
<td>Gawad Kalinga (Giving Care)</td>
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</tbody>
</table>

This was created to ensure that the local government of Davao City really provides housing assistance only to qualified beneficiaries. It is composed of the City Administrator, representative from the City Legal Office (CLO), City Planning and Development Office (CPDO), National Housing Authority (NHA), Presidential Commission for the Urban Poor (PCUP), Davao City Police Office (DCPO) and Housing and Urban Development Coordinating Council (HUDCC).

This is a non-governmental organization in Davao City which is known for its child rights advocacy. It used to focus its initiatives to improve the plight of child laborers working in the ports. It also trains para-teachers who run the day care centers of the city government.

This is a community development program of the Couples for Christ a Catholic organization that “addresses individual, family, and community needs.” At the same
time, it provides a strong values transformation program accompanied by programs that promote socio-economic upliftment, restoration of the person’s confidence in him/herself, and assistance in helping people rise out of poverty.

One of these components is the Shelter and Site Development Program called “TATAG,” a build or rebuild shelter project. The program provides for the construction of new homes of relocated families or the onsite improvement of houses of the poorest of the poor who have no way of helping themselves. The average cost of a house is P30,000, its construction done through “bayadnihan.” The program includes organizing the beneficiaries and other members of the community under a Kapitbahayan Neighborhood Association. The assistance given to beneficiaries may or may not be returned, depending on the assessment of the Couples For Christ.
Annex 3
Draft Impressions and Notes on Set of Interviews

Very Strong Local Executive

The mayor of Davao City holds so much power over the city. He has an unorthodox style of running the city which draws praises from some groups and criticisms form others. But he is also well-known for delegating work to his subordinates which is a good thing because it means there is a wide room for influence if you know who those key persons are.

From our interviews, the key persons in the city (to whom the mayor delegates much of his work – the city engineer, the city planning head, the city administrator) seem to be very progressive and very open to working with other stakeholders in the city. It is important that the NGOs work with these people.

The Catholic Church as a Potential Ally/ Very Important Stakeholder

The Catholic Church in Davao City remains largely untapped as a potential ally in pushing for more inclusive and progressive development efforts in the city considering that the Archbishop of Davao was president until January of 2006 of the very powerful Catholic Bishops’ Conference of the Philippines (CBCP) (and considering that the Cathedral is right across the Davao City Hall!). The Catholic Church has enormous influence and moral persuasion in the national and local levels.

The Social Action Center in Davao which is the social apostolate arm of the Archdiocese of Davao City seems to be concerned only with its own programs which can be best described merely as still very traditional and can hardly be described as developmental. The SAC hardly interacts with other stakeholders in the city whether with the government or civil society. In fact, the SAC director doesn’t seem to know what is going on in the city. His vision seems to be very limited to his program.

(The SACs in every Catholic diocese in the country is considered as the frontline partners of the National Secretariat for Social Action (NASSA) of the Roman Catholic Church in achieving its goal of social transformation as it tries to assist and deliver services to the Basic Ecclesial Communities (BEC).

In other cities in the Philippines, the bishops use their moral and political influence to push for more pro-poor programs.

Very Weak NGO-GO Relations

My impression during the first visit is that there was hardly any interaction between the city government and the NGO networks like Hugpong Davao. In fact, when asked about Hugpong Davao, the city councilors interviewed gave the impression that it was their first time to hear about them.
The NGOs seem to display a defeatist attitude in this. It seems that they have given up on the idea of critical but productive collaboration with the city government arguing that the city is not very receptive to working with them. But they must realize that among all stakeholders in city development, the city government is perhaps the most crucial player. It is the most permanent stakeholder because whether they like it or not, the city government has the legal mandate to make pro-poor programs. No long-term solutions can be had without the involvement of the city government. That's the hard truth and it would be good for the NGOs to accept that truth.

Moreover, they also have enormous financial and material resources as well as personnel which are crucial to long-term development efforts. Other NGOs like Gawad Kalinga and IDIS have tapped these resources. Gawad Kalinga for example was able to make the mayor help them in putting up houses for about a hundred families (the mayor held a fundraising dinner for their project). And IDIS collaborated with them in putting water systems. Their experiences have shown that it can be done. It just needs to be replicated on a bigger scale.

So the NGOs need to be more creative and active in engaging the city government. For example, it can enlist the help of the Church, and its POs. Perhaps the uninvolved SAC is only waiting for some NGO networks to ask for its help. The NGOs also need to form bigger alliances and work together.

**Weak Collaboration Among NGOs**

Davao City has one of the highest concentrations of NGOs in the country on a per capita basis so it is highly surprising that they don't have much political clout which is very important in any development advocacy. It's probably because they do not work together. Gawad Kalinga, for example, which has good relations with the city government, does not know about other housing efforts in the city such as those done by the members of Hugpong Dabaw and those supported by the World Vision. Although the philosophy and strategies of the two groups differ, they should be able to find common ground since their goal is the same: to provide housing in serviced lots to the urban poor.

A strong collaboration among NGOs will help lighten their loads and help avoid duplication of efforts. For example, several NGOs are doing a poverty map of Davao but they are not working together! MINCODE did a poverty map of Davao, the group of Fr. De los Reyes and the Homeless People's Federation of the Philippines are doing a poverty survey of Davao, the Hugpong S Kalambuan Dabaw is undertaking the “Minimum Basic Needs Survey and Hugpong Dabaw plans to their own map! If only they collaborated, they would save time and resources.

**NGO-PO Relations**

There is no real partnership between the NGOs and their POs. The POs (at least the members of PAYAG, the confederation of POs of Hugpong Dabaw) feel that they are just being used as warm bodies in rallies and protest actions. They don't really have any opportunity to express their own ideas on how development in the city should be done. It
is the NGOs that always speak for them. Perhaps, the NGOs believe that if they allow the POs to speak for themselves, they (the NGOs) will lose their relevance which is not true of course.

It would be better for NGOs and for the city to have truly empowered POs.

The Barangay

The smallest political or administrative unit in the Philippines is the Barangay which is headed by the Barangay Chairman ("Capitan"). As shown in the interview with Juanito Flores, the Barangay Chairman of Barangay Sasa, the Barangay also has resources and personnel that can be used for development efforts. In fact, in some cases, much can already be achieved even at the barangay level without going to the city level which for now is difficult to work with. Even as the NGOs dream of making long-term development initiatives and reshaping the way policies are made at the city level, it must also make small but concrete gains along the way which can be done more effectively and efficiently by working with the barangay. For example, the barangay can help in the surveys of households. Also, the barangay has useful data and information which are not official and may not be available at the city level.

Also, when there are problems with households that refuse to cooperate in housing efforts, the barangay can straighten them through its influence because they are closer to the communities than the city officials.

Moreover, the barangay may make representations with the city government for particular development projects especially if they are allies of the mayor.

The Academe

At present, the academe is only a minor player in the development of Davao City. The NGOs and POs must harness the resources of the academic in their researches and studies. The academe can help in the culling of empirical and reliable data and findings which can serve as basis for development efforts.

Academics are highly-esteemed by people as knowledgeable and impartial. Most local governments look up to academics and are more easily persuaded by their findings because of this. Also, most of the employees of a local governments were educated in the very universities in their locality, thus, the academics in the locality hold a lot of influence.

In Metro Manila for example, most projects - whether by NGOs and or by the government - always involve people from the academe. There is a very close relationship especially between NGOs and academics. This is not true of Davao City.

The Business Sector

In our interviews with the key informants, there was hardly any mention of the business sector. They are not involved in development efforts. It goes without saying that the
The business sector has huge reserve of economic resources that can help in development efforts. In Metro Manila for example, the business sector through the League of Corporate Foundations or the Philippine Business for Social Progress (PBSP) are actively involved in slum-upgrading programs.

Although there is a PBSP branch in Davao City, its role in housing, slum-upgrading and livelihood provision for the urban poor and micro-entrepreneurs is very limited if not inexistent.

Land Acquisition

The NGOs of Hugpong Dabaw must find other ways of ensuring security of tenure for the urban poor. There are many ways other than land acquisition which is their uniform scheme for housing. They might want to try the usufruct arrangements, rental housing, medium-rise housing etc.

However, no matter what scheme they go into, they must not forget the other side of the equation: the duty of the city government to provide for services, ensure that land prices are kept at affordable levels, that land is set aside for socialized housing and ensure that lots are serviced. So the NGOs must be able to demand. But they must do it in a creative way given the present political set-up in Davao City.

A group of residents, organised under their community association, looked for and identified a vacant land parcel to where they would accept to be relocated. The resettlement site was situated 2 km away from the original settlement. Negotiations started in 1998 with the down payment of P 200,000.00 made by community association (10%) and Hugpong’s Kalambuan Dabaw, Inc-HKD completed the payment of P 800,000.00. The site development was in charge of HKD. People would build their houses.

There were 8 rounds of negotiations with the landowner who wanted a high price for his parcel of land. Prices were oscillating between P 500/m² and P300/m² for clean land for residential use.

However, the zoning valuation and the land price gradient according to the BIR-Bureau of Internal Revenues established the price of P 100/m² only.

Urban Poor Alliance (UPAL, April 2005), newspaper advertisement, 14 points identifying issues affecting the urban poor e.g. land, mortgage, demolition/eviction and resettlement, etc.

Social Mapping Processes: action planning tool and cycle to identify and prioritise problems, build knowledge about them and sense of ownership amongst community members

Church or faith-based NGO’s making use of GKK/Basic Ecclesiastic Communities, combining parishes and BEC’s geographical boundaries with barangay boundaries.. poverty mapping
NGO’s rarely maximises the role of the media (TV, radio, newspapers, etc.) to meet their institutional and advocacy objectives

One NGO moving away from its role as “community organisers” to advocacy and lobbying, public campaigns and call on the media, public opinion and sensitise politicians to halt deforestation and expansion of plantations…

The developers have established their own team of lobbyist and advocacy team to comment on the bills, bring policy issues on local level to a broader discussion. There is a need to install a mechanism and truly channel of participation where policy dialogue, partnerships and differences can be discussed and where both conflict resolution and alliances can be forged. Either civil society accepts this limitation or must create its avenues, as a bottom-up process.
Annex 4
Brief Notes on Informal Settlements in Davao City

Informal Settlements in Davao City

Based on the map prepared by the City Planning Office of Davao City entitled “Map Showing Informal Settler Associations in Davao City, there are more than 130 informal settler clusters in the city most of which are located within or near the city center or the Poblacion (see map). The rest are scattered just outside the city center on the banks of rivers systems or along the coast of the Gulf of Davao.

According to the data from the same map, there are 14,274 structures in those clusters (as of December 2005). It does not indicate the total number of informal settler families but it does show that there are 2,326 qualified families under the criteria set in the UDHA. Assuming that each informal structure corresponds to one family, the 2,326 qualified families under UDHA is a very small percentage of the assumed total number of informal settler families. So the question now is what happens to the unqualified informal settler families?

Another set of data which the city culled from the 2000 National Statistics Office data shows the type of building or house cross-tabbed with tenure status of lot (see table below).

Of the 209,187 single house (residential) structures, only about half (117,187) are on land owned or currently being amortized by the structure owners. The second highest figure at 42,520 are those on land not owned by the structure owners but where they are staying with the consent of the landowner and are not paying rent (“Rent-free with Consent of Owner”). City officials explain that although these single house structure owners may have the consent of the landowners, they are still at risk of displacement because they have no security since they are not legally protected in the same way that those paying rent are. If one adds the number of duplex residential houses and multi-unit residential structures, their number could go up to 47,927.

However, the ones with the least security and in much greater danger of being evicted are those staying "Rent-free without the Consent of the (land) Owner” whose number is placed at 14,815. But this figure goes up to 16,724 if the number of duplex residential houses and multi-unit residential structures are added. A city official said that these are what can be considered as the informal settlers. Indeed, their number roughly corresponds to the 14,272 informal settler structures they tagged in 2005.

Adding the two categories of rent-free occupation (with consent of the land owner and without consent of the land owner) and assuming that each structure corresponds to one family, we have a total of 64,651 families (47,927 plus 16,724) with no security of tenure. But this is a conservative estimate considering the possibility of multi-household structures and the fact that we assumed that there is only one family even for the multi-unit residential structures.

Response of the City
The city has an Urban Shelter Program to respond to the housing needs of its residents. There are four categories of assistance under the program namely "City-assisted, Relocation, Slum Improvement and Relocation-SIR and the Urban Land Reform Program-ULRP. The total number of families benefited by the four categories is 16,162 and cover an area of 2,497,077 square meters (see map for the locations).

Of the four categories, the biggest in terms of the number of families assisted is the Relocation category with 5,846 families. These families are those affected by government infrastructure projects, those who live in danger zones and those who live in private land where a final court decision to remove them has been handed down. The city is the one which prepared the six (6) relocation sites for them.

The second biggest category of assistance with 5,736 families benefited is the Urban Land Reform Program. According to the planning office, although some of these involve on-site regularization, most of these involve relocation or off-site slum improvement. Under this program, it is the homeowners’ association (which are not affected by government projects or court cases nor live in danger areas) which takes the initiative to approach the city for assistance in the form of a loan which they can use to buy land. It is also the homeowners’ association that negotiates with the landowner. Fifty-four (54) such associations have approached the city and had their loans approved.

The next biggest category is the Slum Improvement and Relocation-SIR which is funded by the World Bank through NHA. The loan given by the World Bank is guaranteed by the city so the 3,943 families under this program pay their amortization to the city.

The last category is the “City-assisted” program with only 637 families benefited.