



CHAPTER 1 INTRODUCTION

1.1 Legal Bases and Mandate for Planning

Republic Act 7160 of 1991, otherwise known as the Local Government Code (LGC), has given autonomy to Local Government Units (LGU's) regarding the development of their territorial jurisdiction. The devolution of functions by the LGC to the LGU's aim to make them self-reliant communities, as well as effective partners of the national government. One of the mandates given to LGU's is to prepare their Comprehensive Land Use Plans (CLUP) [Section] and Comprehensive Development Plan (CDP) [Section]. Figure 1.1 shown in the next page illustrates a local planning and development model, indicating the mandated functions and outputs of the LGU's based on RA 7160.

The CLUP is the LGU's basis for determining the future use of land and other natural resources within its territorial jurisdiction. It serves as a guide for future developments, as well as serving as a basis as to where the focus of both public and private investments would be. The CLUP would then serve as a framework for the zoning ordinance, which aims to control and guide the physical development of the area.

From the long-term development framework of the CLUP, medium-term plans and programs would be formulated to be able to break down the targets of the CLUP into smaller manageable time periods. These plans and programs are encapsulated in the CDP.

To be able to successfully implement the CDP, regulatory and financial instruments are needed. Regulatory measures can come in the form of taxation, incentives or laws. By laws, this refers to the

full arsenal of laws of the land, from the ordinances at the local level to the republic acts at the national level. An index of some of the more commonly used laws pertaining to the preparation of the CLUP is listed in Annex B.

Financial measures, on the other hand, come in the form of investment programs. Just like the CLUP and CDP, investment programs are also mandated by the LGC of 1991 [Section]. Investments can be categorized into two broad categories: "hard" projects, or capital-intensive, physical projects; and "soft" projects, or non-capital-intensive, non-physical projects.

1.2 Basic Approach and Procedure

The Municipality of Orion had an existing CLUP, the time frame of which was 1999-2004. However, it was contended that the people of Orion were not properly consulted in the drafting of the plan. In light of this, the people of Orion, through the leadership of their municipal leaders, decided to review, and then update the CLUP. A team of former and current students of the University of the Philippines School of Urban and Regional Planning (UP SURP), hereby referred to SURP Team, was tasked to help and guide the people of Orion in formulating their CLUP.

Following the local planning and development model by E.M. Serote, the sectoral development process was used by the TWG (See Figure 1.2), wherein the tasks and outputs are by-sector basis, instead of an entire single group. The sectors used during the entire CLUP process are the five development sectors, namely: the social sector, the economic sector, the physical and infrastructure sector, the environmental sector, and the institutional sector.



Figure 1.1: A Local Planning and Development Model (by E.M. Serote)

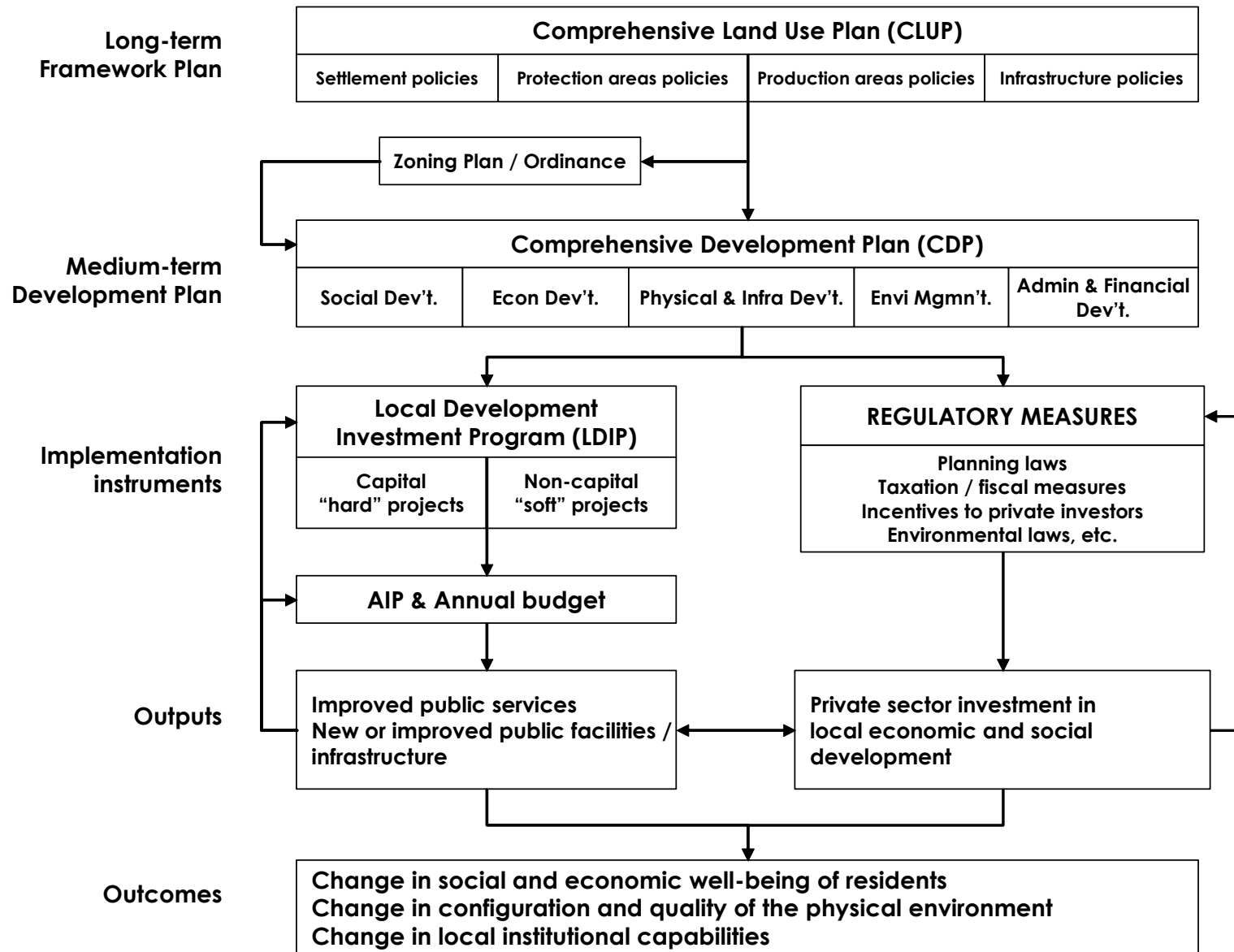




Figure 1.2: Sectoral Development Process

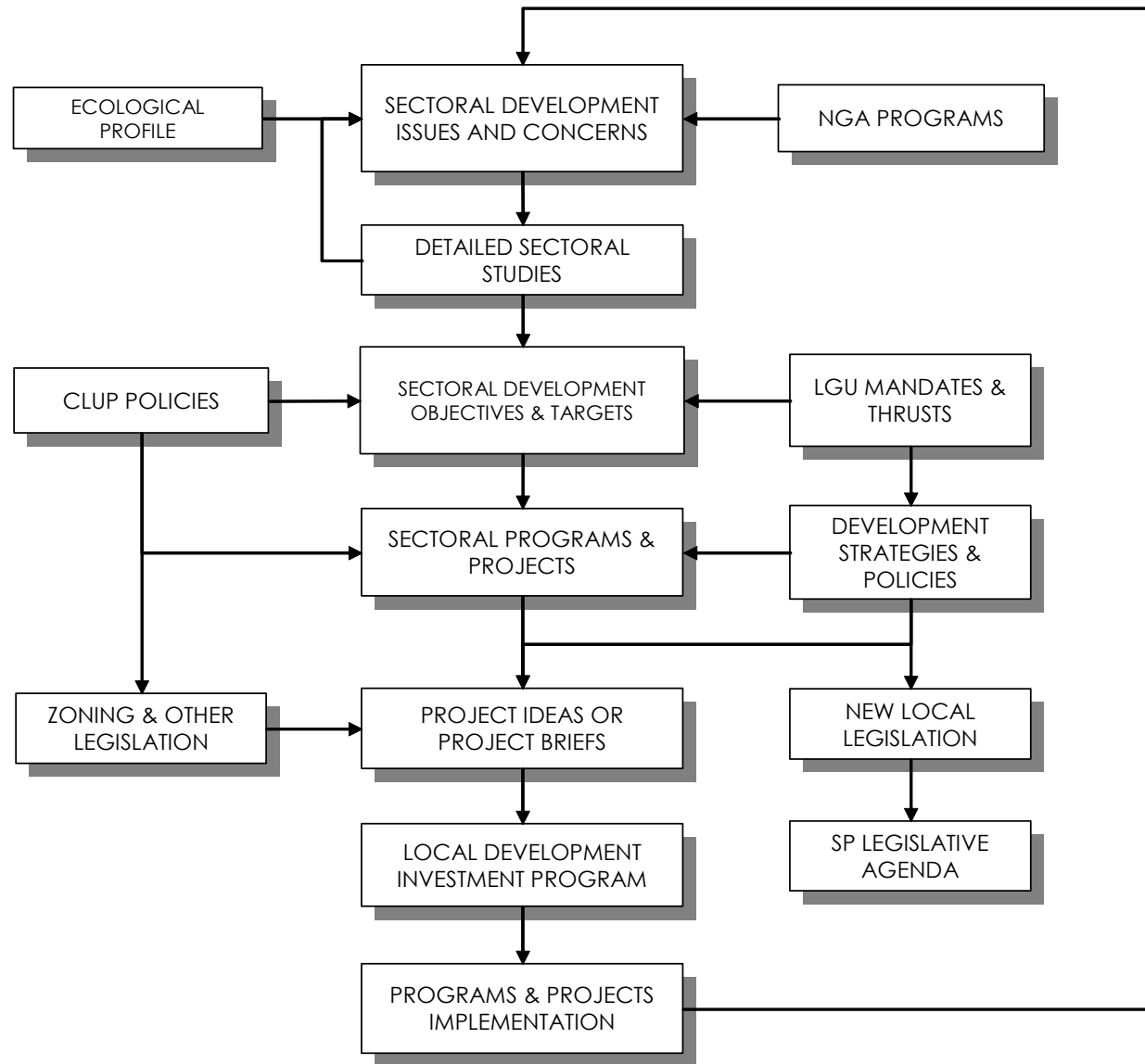
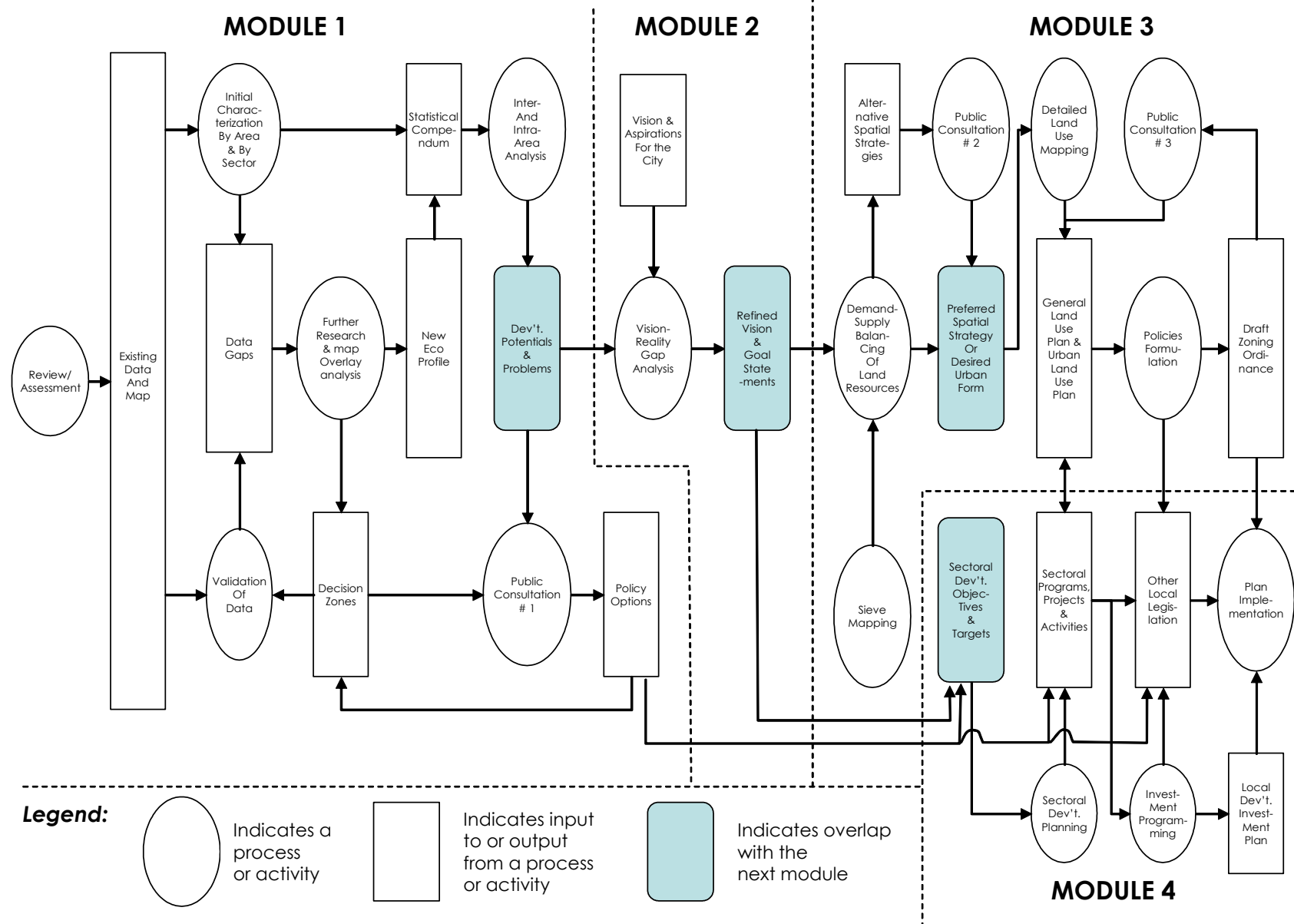




Figure 1.3: CLUP-CDP-LDIP Process Flow (by E. M. Serote)





In terms of phasing and activity flow, the SURP Team generally followed the CLUP-CDP-LDIP process flow developed by Ernesto M. Serote of UP SURP (See Figure 1.3), which breaks down the whole process into four modules. However, due to budget and time limitations, the engagement did not cover Module 4. These modules are detailed in Section 1.3.

Additionally, a consultative and participatory planning approach was used. In this approach, the people of the municipality were involved in every step and aspect of the process, as much as possible, starting from the collection of the data, to the confirmation of data collection results, to the analysis of different data.

1.3 Detailed Methodologies

During the entire process, the SURP team acted as facilitators and technical support. The SURP team utilized their technical know-how and expertise in the organization, analysis and interpretation of relevant planning information but these will then have to be validated and affirmed by the municipality's constituents.

Consultation workshops are part of the planning process to establish a sense of ownership and serve as a venue for public participation. Several consultation workshops were held after each major milestone to confirm the findings and assessments, paving the way for the next stage of the process.

Some mini workshops/seminars were also held simultaneously with the public consultations, wherein the SURP Team explained the concepts and key points of the CLUP process, shared technical know-how and facilitated brainstorming sessions. Aside from these, the SURP Team also conducted several informal meetings and ocular inspections together with the representatives of their respective sectors.

1.3.1. Mobilization, Characterization and Analysis

During the initial stages of the CLUP process, the SURP team gathered and reviewed existing profiles, plans, policies, surveys and regarding Orion. The SURP team likewise conducted preliminary consultations with concerned officials of the LGU and other organizations and required that representation from various sectors is present to ensure a participatory and consultative approach.

The orientation on the formulation of the CLUP was held on the 10th of September 2004. This signals the formal start of the task to update the CLUP. During this activity, the members of the Technical Working Group (TWG) were assigned to different development sectors. A member of the SURP Team was also tasked to join each of the groups in order to provide the necessary technical support. The TWG is composed of different representatives of the sectoral groups in Orion, as well as the municipal departments. Shown in Appendix A is a list of the members of the TWG involved in the preparation of the CLUP.

Subsequent meetings and workshops within each sector were held after the inception of the CLUP process to gather pertinent data for each particular sector. The main output of this module is the updated Ecological Profile of Orion. After all the data had been gathered, intra- and inter-sector analyses were conducted to identify development potentials and constraints.

1.3.2. Goal Formulation

The next phase of the CLUP process is the Goal Formulation Phase. In this phase, the citizens were asked what they envision their municipality to be in the future. First, an over-all vision was formulated, then visions for each sector. After the visions were expressed, the TWG participants were then asked to enumerate descriptors for the visions. These visions were then compared with



the results of the data collection stage to ascertain how close or how far the municipality is in realizing its visions.

1.3.3. Drafting the Comprehensive Land Use Plan

The last module of the process is the actual drafting of the CLUP. The first phase in this module is the projection of future land demand and supply. After ascertaining the availability and the need of land resources, various schemes for the utilization of land, or "alternative spatial strategies", were drawn up.

These alternatives were then presented to the citizens of Orion during the last public consultation, after which, a workshop followed. During the workshop, the people discussed the pros and cons of each strategy, and eventually arrived at the preferred spatial strategy. The participants' comments about the spatial strategies were then noted, and these were inputted into the detailing of the preferred spatial strategy. This preferred spatial strategy, as well as the outputs of the previous workshops and meetings served as the bases in drafting the CLUP.

A summary of the major milestones and events during the formulation of the CLUP is shown in Table 1.1 on the next page.

1.4 Expected Outputs

1.4.1. Ecological Profile



overview of the municipality's present situation.

The Ecological Profile is a description and characterization of the five development sectors (social, economic, physical/ infrastructure, environmental, and institutional). It is akin to the Socio-economic Profile, only that it adds more information and inputs for a more holistic

1.4.2. Comprehensive Land Use Plan



The Comprehensive Land Use Plan is the long-term guide of the LGU to realize its desired spatial pattern of development. Specifically, the CLUP serves as the basis for prescribing reasonable limits and allowable uses on the use of land within the LGU's jurisdiction. The CLUP likewise,

provides the necessary framework for the formulation of policies for the four land use policy areas: protected areas, settlement areas, production areas, and infrastructure support areas.

1.4.3. Draft Zoning Ordinance



The draft zoning ordinance is a guide for the LGU in coming out with its own Zoning Ordinance. Once the draft zoning ordinance is enacted through a resolution by the Sangguniang Bayan, it officially becomes the Municipal Zoning Ordinance (ZO). The ZO shall be the implementation

instrument which shall designate the specific limits of particular types of development within the territorial limits of the municipality.

**Table 1.1: List of Activities in the Formulation of the CLUP**

DATE	ACTIVITIES		
30 July 2004	Endorsement to SB for a request for an authority to enter into contract in behalf of the municipality with the UP-SURP Team		
03 August 2004	SB thru Resolution No. 72 s. 2004 authorizes the mayor to enter into contract with UP-SURP.		
10 September 2004	Orientation on the Updating/Revision of CLUP was held September 10, 2004 8:30AM at the Conference Hall of the Bataan School of Fisheries.	 	Orientation of the CLUP Process held Bataan School of Fisheries, on September 10 2004.
22 October 2004	Sectoral TWG and Representatives meeting, and mini-workshop held at the Teacher's Hall of Orion Elementary School.	 	Sectoral representatives and mini-workshop held at Orion Elementary School on October 22, 2004.
19 November 2004	Data analysis per sector at the open hall of the Municipal Building		
14 December 2004	Mission and Vision Formulation		
28 January 2005	Barangay Chairmen meeting on boundary dispute at the New SB Session Hall		
04 February 2005	Discussion on barangay boundaries with SURP Team		
13 April 2005	Presentation and critiquing of the Orion Ecological Profile at the New SB Session Hall	 	Presentation of Orion Ecological Profile at the New SB Session Hall on February 4, 2005
13 May 2005	Selection of the Alternative Spatial Strategy		
July – August 2005	Detailing of Selected Spatial Strategy		
September 2005	Preparation of Final Report		
October 2005	Turnover of the SEP and CLUP by the SURP Team to the Municipal Government		