

Transitory House for the Homeless and Victims of Forced Eviction and Demolition

Emergency Housing with Public and Private Sector Partnership



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“...the crisis should be viewed as a “housing finance crisis” in which the poorest of poor were left to fend for themselves.”¹

“There are many billion of people suffering from lack of affordable housing – all the facilities which make our life decent. We must work together and generate the political will to have a smooth implementation of the Millennium Development Goals and I will work very closely, and harder than before.”²

The author realizes the necessity of the government to look after the needs of the homeless and the poorest of the poor in her country despite world’s financial crises. The government’s intervention in partnership with the private sector will promote equity in the urbanizing world with the inclusion of the poor in the decision making. Participation and consultation process are the key to a successful initiative. Thus, this project will be a monumental challenge which will then change the mindframe of the poor towards government. The government should always be viewed as part of the solution in the alleviation of their miserable conditions rather than being a part of their problem.

¹ 23 October 2008, London, Anna Tibaijuka, Under-Secretary- General of the United Nations and Executive Director-UN Habitat

² 2007, Kiberia-Narobi, Kenya, Ban Ki-Moon, United Nations Secretary General

1 Urban Sector Review

1.1 Basic General Data

Geography and History

The Philippines is located in Southeast Asia, comprised of 7,107 islands with a total land area of approximately 300,000 square kilometres (116,000 square miles).

Manila is the capital city.

The country reflects diverse indigenous Austronesia cultures from its many islands, as well as European and American influence from Spain, Latin America and United States. The Philippines was colonized by Spain and United States.

Politics and Government:

Philippines: A strong advocate of the democratic form of Government and a champion of peaceful “People Power Revolution” (which means-change from below)

The Philippines has a presidential-unitary form of government, a bicameral congress composed of upper and lower houses. The upper house is the Senate whose 24 members are elected nationally to a six-year term, and the lower House or House of Representatives with member elected to a three (3) year term from legislative districts and through sectoral representations. The judiciary is composed of the Supreme Court, Court of Appeals, the Regional Trial Courts and the Metropolitan Trial Courts.³

Administrative Divisions, Demography, Economy and Poverty

The Philippines is the world’s 12th most populous country, with a population of eighty eight point five (88.5) million. This growth was observed at an average of 2.16% in the last twelve (12) years. The country is divided into seventeen (17) regions, eighty one (81) provinces, one hundred eighteen cities (118), one thousand five hundred ten (1,510) municipalities and forty-one thousand nine hundred ninety four (41,994) barangays.

³ Constitution of the Republic of the Philippines.

Roughly two-thirds resides on the island of Luzon. The city's capital is the 11th most populous metropolitan area in the world.⁴

**Table A: Total Population and Annual Population Growth Rates by Region
Population Censuses 1995, 2000, and 2007**

Region/Province	Total Population			Annual Population Growth Rate		
	1-Aug-07	1-May-00	1-Sep-95	2000-2007	1995-2000	1995-2007
PHILIPPINES	^{a1/a2} 88,574,614	^{b1/b2} 76,506,928	^c 68,616,536	2.04	2.36	2.16
National Capital Region	11,553,427	9,932,560	9,454,040	2.11	1.06	1.70
Cordillera Administrative Region	1,520,743	1,365,220	1,254,838	1.50	1.82	1.62
Region I – Ilocos	4,545,906	4,200,478	3,803,890	1.10	2.15	1.51
Region II - Cagayan Valley	3,051,487	2,813,159	2,536,035	1.13	2.25	1.56
Region III - Central Luzon	9,720,982	8,204,742	7,092,191	2.36	3.17	2.68
Region IV-A – Calabarzon	11,743,110	9,320,629	7,750,204	3.24	4.03	3.55
Region IV-B – Mimaropa	2,559,791	2,299,229	2,033,271	1.49	2.67	1.95
Region V – Bicol	5,109,798	4,674,855	4,325,307	1.23	1.68	1.41
Region VI - Western Visayas	6,843,643	6,211,038	5,776,938	1.35	1.56	1.43
Region VII - Central Visayas	6,398,628	5,706,953	5,014,588	1.59	2.81	2.07
Region VIII - Eastern Visayas	3,912,936	3,610,355	3,366,917	1.12	1.51	1.27
Region IX - Zamboanga Peninsula	3,230,094	2,831,412	2,567,651	1.83	2.12	1.94
Region X - Northern Mindanao	3,952,437	3,505,708	3,197,059	1.67	1.99	1.79
Region XI – Davao	4,156,653	3,676,163	3,288,824	1.71	2.41	1.98
Region XII - Socskargen	3,829,081	3,222,169	2,846,966	2.41	2.69	2.52
Caraga	2,293,480	2,095,367	1,942,687	1.25	1.63	1.40
Autonomous Region in Muslim Mindanao	4,120,795	2,803,045	2,362,300	5.46	3.73	4.78

Notes:

^{a1} Population counts for the regions do not add up to national total. Includes 24,789 persons residing in the areas disputed by City of Pasig (NCR) and the province of Rizal (Region IVA); and 4,555 persons in the areas disputed by the province of Davao Oriental (Region XI) and Surigao del Sur (Caraga).

^{a2} Includes 2,279 Filipinos in Philippine Embassies, Consulates and Mission Abroad.

^{b1} Population counts for the regions do not add up to national total. Includes 18,989 persons residing in the areas disputed by City of Pasig (NCR) and the province of Rizal (Region IVA); 192 persons in the area disputed by the province of Mountain Province (CAR) and Ilocos Sur (Region I); and 11,814 persons in the barangays disputed by the province of Camarines Norte (Region V) and Quezon (Region IVA).

^{b2} Includes 2,851 Filipinos in Philippine Embassies, Consulates and Mission Abroad.

^c Includes 2,830 Filipinos in Philippine Embassies, Consulates and Mission Abroad.

Sources:

National Statistics Office, 1995 Census of Population

National Statistics Office, 2000 Census of Population and Housing

National Statistics Office, 2007 Census of Population

⁴ Based on Philippines Official Data, as cited in NSCB's Philippine Poverty Statistics, 2000 p2

In 2003, the daily occurrence of birth was four thousand five hundred seventy four (4,574) or one hundred ninety (190) babies born every hour or three (3) babies per minute.⁵ Life expectancy is 69.9 years, with 72.3 years for females and 66.4 years for males. However, mortality rate of children below age 5 per 1000 birth fell to 33 in 2005 from 63 in 2004.

Rural population continues to migrate to urban areas in search for better economic opportunities. Urbanization rate was at an average of 4.82% per annum within the last four decades, reaching 48.05% of the total population in the year 2000.⁶

Table B: Poverty Assessment

GNP	Q4 2006	P 1,856.0 Billion
Gross Domestic Product (GDP)	Q4 2006	P 1,693.6 Billion
Inflation Rate	May 2007	2.4 %
Balance of Trade	March 2007	\$-119 Million
Exports	April 2007	\$ 4.114 Billion
Imports	March 2007	\$ 4.567 Billion
Unemployment	April 2007	7.4%
Underemployment	April 2007	18.9%
Average Family Income	2003	P 147,888.00

Source: NSO

⁵ National Statistics Office, Special Release No.207, August 16, 2006

⁶ National Statistics Office, www.CENSUS.gov.ph Accessed July 25, 2007

Table C: National Government Outstanding Debt

CY 2007 (in Million Pesos)

Particular	January	February	March	April	June	October	November
Actual Debt	3,871,992	3,896,629	3,931,264	3,900,326	3,782,249	3,798,352	3,751,195
Domestic	2,141,894	2,164,964	2,177,788	2,177,788	2,118,861	2,209,217	2,181,537
Foreign	1,730,098	1,731,665	1,753,476	1,718,842	1,663,388	1,589,135	1,569,659
Guaranteed Debt	563,317	561,363	557,193	545,859	527,085	437,859	499,398
Forex Rate	48.950	48.400	48.200	47.45	46.35	43.85	42.85

Source: DMAD-BTr , Prepared by: SDAD-BTr / h:homepage\sdad\webdata\SddsDebt07

The annual budget for 2007 is P1.126 Trillion which is a premise on total revenue of P1.118 Trillion resulting on a deficit of P63Billion. The annual budget is appropriated as follows: 28.3% Debt Services, 28.1% Social Services, 21.8% Economics, 16.2% General Public Services, 4.8% Defense, included is the P10B repair of storm-damaged areas.⁷ However, in November 2007 the government's budget deficit for ten (10) months has reached to P41.58 Billion.⁸

1.2 Shelter Related Fact and Figures

Access to Shelter

According to the report of the Housing Urban Development Coordinating Council (HUDCC) there is a need to construct 1.2 million housing units per year to attain the target of 3.7 million units by 2010. The target is subdivided into socialized and low cost housing with a target of 880,000 units and 320,000 units, respectively. This is in accordance with the Medium Term Philippine Development Plan (MTPDP). However, the housing assistance or shelter security units (i.e., a house, house and lot, or lot only) the housing sector provides, through the National Shelter Program, was only 882,823 shelter security units or an accomplishment rate of 73.6 percent as of June 2004. Despite the housing backlog, there are 200,000 unoccupied units as a result of ill decision of the former administration which are being called "white elephants".

⁷ Lira Delangin-Fernandez, 22 March 2007

⁸ China View, 11 November 2007

**Table D: Housing Need Per Region 2005-2010
Backlog + New Households¹**

Region	Annual Backlog ²	2005	2006	2007	2008	2009	2010	Total
NCR	58,412	82,182	82,434	82,689	82,946	83,206	83,469	496,928
CAR	1,309	6,494	6,589	6,685	6,783	6,882	6,984	40,416
I	5,556	25,027	25,446	25,874	26,310	26,757	27,212	156,626
II	4,078	17,725	18,032	18,346	18,667	18,995	19,330	111,094
III	12,569	71,938	73,837	75,798	77,821	79,909	82,064	461,368
IV	23,827	127,872	131,742	135,757	139,920	144,239	148,718	828,248
V	12,267	28,288	28,557	28,830	29,109	29,392	29,679	173,855
VI	16,816	36,941	37,255	37,574	37,898	38,227	38,561	226,455
VII	10,578	45,880	46,865	47,877	48,918	49,988	51,087	290,616
VIII	7,281	18,766	18,940	19,116	19,294	19,476	19,660	115,252
IX	7,642	21,824	22,133	22,449	22,772	23,101	23,438	135,717
X	5,912	18,880	18,940	19,164	19,455	19,751	20,364	117,668
XI	11,158	41,922	42,722	43,542	44,384	45,248	46,134	263,952
XII	6,661	18,033	18,270	18,511	18,758	19,009	19,266	111,847
ARMM	5,126	22,800	23,482	24,190	24,926	25,691	26,484	147,574
CARAGA	5,942	12,791	12,902	13,016	13,131	13,248	13,367	78,456
Total	195,133	597,362	608,370	619,708	631,389	643,422	655,821	3,756,072

Source: HUDCC

1 Refers to the annual Housing Backlog plus projected yearly New Households.

2 Annual Backlog is the total housing backlog for the medium-term divided by six years.

There are 195,475 informal settlers benefitting from 107 Presidential Proclamation translating 26,367.14 hectares of land nationwide. These areas are being disposed to actual occupants for socialized housing. However, most of them just hold on with the certificate of land allocation (CELA), a temporary instrument, to attest that they are qualified beneficiaries. Only a few received their Transfer Certificate of Title (TCT) signifying their absolute ownership over the property.

Compared to its predecessors, the Arroyo administration is host to the most number of foreign-funded NCR infrastructure projects that involve the relocation of 37,150 affected informal settler families at the right-of way of Philippine

National Railways (PNR).⁹ The biggest number and budget requirements belong to the Northrail and Southrail projects, each entailing P1.2 Billion and P1.9 Billion, respectively.¹⁰

Shelter Design & Development

Shelter Design



Philippine shelter design is guided by the following: National Building Code, Structural Code, Electrical Code, Sanitary Code and Fire Code. Local zoning regulations and ordinances are also considered. Batas Pambansa (National Law) 220 defines the guidelines for socialized housing programs of the government. A pertinent requirement of this law is the allocation of a minimum lot size of 32 square meters, with a floor area of 18 to 24 square meters. The common design of this plot with a height of 2.4 meters (from floor to ceiling), has 1 toilet and bath, kitchen and open space to be used as sala, dinning area or family common area during the daytime and bedroom during the night time. Mezzanine can be built for an additional bedroom. Considering the limited functional space of the house, it is also mandatory to build a recreational center and community facilities within the community.

These codes do not only ensure the safety of the inhabitants but as well as financial position of the end users. With less financial possibilities the architecture and available construction materials are more visible in the design of the houses. For example, houses in the Province of Isabela, Northern Philippines, are made of narra wood. (Narra wood is the hardest type of wood in the country and most

⁹Cynthia Arce, *Urban Informality in the Philippines* p. 46

¹⁰ ODA Terminal Report, 2004

expensive.) The inhabitants can use solid narra wood in the construction of their houses because of its predominance.

In rural areas of the Philippines, wooden planks, board, bamboo and straw are the basic materials for the traditional houses. These materials can be derived from their natural environment. The urban areas normally use cements, sand, corrugated roofs/galvanize, hollow blocks as the major construction materials. The use of other less expensive technologies like pre-fabricated steel frames from New Zealand and the indigenous concrete inter locking blocks (CIB) for constructing houses for the poor are some of the innovations being introduced by Habitat Philippines.



Volunteer friendly



Steel frames



boards are being screwed



Len Alanzalon & Rosie Mancile's project in Malabon, City. The houses were constructed on a filled-up idle fish pond.



Getting the CIB from the mold



Concrete inter-locking block



House in Baseco



Medium Rise Building (MRB) in Taguig City

In addition, high end housing with aesthetic architectural design and imported construction materials are also well-known nationwide. Imported construction materials specially for finishing are displayed largely at the Home Depot in major cities of the metropolis.

1.3 Housing Policy

Policy Goal: Right to Housing

The Philippine law from a Roman and Anglo-American legal tradition emphasize provisions of benefits or subsidies to the poor and vulnerable sectors of the society. The past and present constitution and statutory mandates promote social protection which include *social assistance* as the key element. The right to housing is a policy under this element which also elucidates the essence of “just and humane evictions” and the provision of resettlement to the poor. From the framing of the first organic law, the 1935 Philippine Constitution, it insures the well-being and economic security of the common people. Apart from its commitment to the right to housing as a State Party to various international conventions since 1946, signing the Universal Declaration of Human Rights, the Philippines has likewise recognized aspects of the same rights in the following mandates:

- ✓ 1977, Letter of Instruction No. 557 integrated a policy of slum improvement into the national housing policy;
- ✓ 1978, Presidential Decree 1517, Proclamation No. 1810 clarified that areas identified as project for development under the slum upgrading programs shall become the urban land reform zones;
- ✓ 1980, Proclamation No. 1967 specified 244 sites in Metro Manila as areas for priority development (APDs) and urban land reform zones;
- ✓ 1984, the provision on the National Economy and the patrimony of the Nation in the 1973 Constitution were amended to include, inter alia, the following:

The State shall moreover undertake an urban land reform and social housing program to provide deserving landless, homeless or inadequate sheltered

low income resident citizens reasonable opportunity to acquire land and decent housing consistent with Section 2 of Article IV of the Constitution of 1973.¹¹

The 1987 Constitution expanded the above provision by incorporating an entire article devoted to Social Justice and Human Rights. The provisions on Urban Land Reform and Housing proclaim that:

The State shall, by law, and for the common good, undertake, in cooperation with the private sector, a continuing program of urban land reform and housing which will make available at affordable cost decent housing and basic services to underprivileged and homeless citizens in urban centers and resettlement areas. It shall also promote adequate employment opportunities to such citizens. In the implementation of such program the State shall respect the rights of small property owners. ¹²

Urban or rural poor dwellers shall not be evicted nor their dwellings demolished, except in accordance with law and in just and humane manner ¹³

The provisions of the Constitution were given statutory “teeth” with the enactment of the Republic Act. 7279 otherwise known as “The Urban Development and Housing Act of 1992 (UDHA)”. Likewise, UDHA has two (2) major components:

1. *affordable housing for the underprivileged / homeless citizens*
2. *protection against forcible evictions*

And while the law has imposed eight requirements that must be complied with during evictions, these only apply to evictions of persons from structures built before the effectivity of the law – March 28, 1992. Thus a significant number of poor persons are in fact legally subject to forcible eviction, without the protection of law. UDHA, though a good beginning, is still woefully inadequate in terms of

¹¹ 1973 Philippine Constitution, art.XIV sec. 12

¹² Philippine Constitution art. XIII, sec. 9

¹³ Philippine Constitution art. XIII, sec. 10

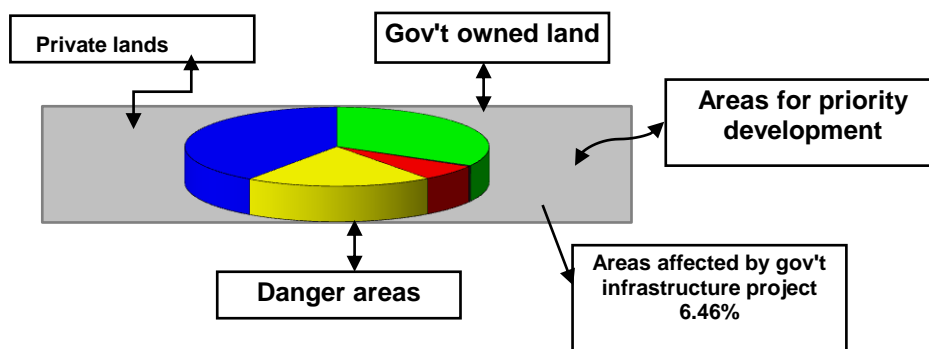
providing the necessary rights-based framework with which to approach the issue of housing.¹⁴

The Medium Term Philippine Development Plan

The Philippine housing agencies targeted 3.7 million housing units nationwide by 2010 to attain the Medium Term Philippine Development Plan (MTPDP) goal. To date, HUDCC has reported to accomplish a total of 742,392 housing and security of tenure from 2001 to 2006. Despite the effort of the government to provide housing for its informal settlers the backlog remains to a great extent. The scarcity of land in the urban area and the high cost of housing units are factors which worsen the Philippine housing situation.

Notably, informal settlers at the danger areas, like creek, are classified to be with very low income level however, high percentage of them is not qualified to resettlement program. Not that they are homeless and under privilege but simply they are informal occupant after the R.A. 7279 cut off of 1992.

Based on the information given by the Metro Manila Development Authority (MMDA) the total number of informal settler families living in Metro Manila is 554,609 or about 21% of the 13 million resident families in Metro Manila. These informal settler families are broken down in accordance to the following settlement they are illegally occupying:



¹⁴ AKBAYAN HOUSING FLATFOM

Different housing developmental strategies were conceptualized by the Metro Manila Inter-agency Committee (MMIAC). This is headed by the MMDA Chairperson, co-chaired by NHA with members from PCUP, HUDCC, Office of the President on Religious Affairs, religious groups and affected families. The strategies conceptualized are on-site development, medium rise housing, off-site resettlement, off-site private or formal housing through the Pag-ibig or private developers, and other shelter related institutions such as the “workers’ inn” or transient homes, temporary shelters and institutional home care. Appropriating funds for the first three (3) mentioned strategies would entail an annual funding requirement of **P13.75B**. Further, should the funding requirement be released a total of 305 units per day or 30,859 units per year will be produced over a trajectory period of ten (10) years.

An in-situ negotiated agreement is an option and the trust of the government. However, due to the high cost and scarcity of urban land the informal settlers are being transferred at the outskirts of the city. This practice is resulting to economic dislocation.

1.4 Actors and their Roles

The *Housing and Urban Development Coordinating Council* (HUDCC), created through Executive Order No. 90, on 17 December 1986, is the highest policy making and coordinating office on shelter. It is an umbrella organization which consists of heads of five (5) housing agencies, these are:

- ✚ National Housing Authority (NHA) which is the sole government agency engaged in direct shelter production focused on providing housing assistance to the lowest 30% income bracket.
- ✚ Home Guaranty Corporation (HGC) mobilizes all necessary resources to broaden the capital base for the effective delivery of housing.
- ✚ Housing and Land Use Regulatory Board (HLURB) is the sole regulatory body for housing and land development. This corporation is also responsible for crafting the Land Use Planning Guidelines which serves as a direction for the cities and municipalities to formulate their own Comprehensive Land Use Plan (CLUP);

- ✚ National Home Mortgage Finance Corporation (NHMFC) and the it new addition, the Social Housing Finance Corporation (SHFC), where the initial main function is to operate a viable home mortgage market, utilizing long-term funds principally provided by the Social Security System (SSS), the Government Service Insurance System (GSIS), and the Home Development Mutual Fund (HDMF) to purchase mortgages originated by both public and private institutions. Corollary, the heads of these three (3) funding institutions are included.

Government Support Groups in Shelter Delivery:

- ✚ The Department of Environment and Natural Resources (DENR) though a non- shelter government agency takes a great deal in the delivery of housing. The relevant function is to grant the environmental clearance certificate (ECC) to a minimum of 1 hectare of public lands for subdivision and housing development.
- ✚ The Local Government Units are also directed through the Local Government Code and the UDHA to provide socialized housing projects for their poor constituents.

The Non-Government Organizations

There are two (2) non-government organizations which are most active partners in shelter delivery. These are:

- ✚ Habitat Philippines – is a Non-Government Organization (NGO) and an affiliate of Habitat for Humanity. Habitat Philippines promotes both the use of indigenous materials in constructing socialized housing project as well as pre fabricated steels. Its main objective is to provide shelter to poor families on cost efficient, decent architectural design while promoting sweat equity methods of self-help system. It began in Metro Manila in 1988 and is now one of the largest Habitat for Humanity promoters in the Asia - Pacific Region.
- ✚ Gawad Kalinga or GK (give care)- is a local Non-Government Organization (NGO) which aims to give chance to the poorest of the poor to rise above hopelessness and helplessness by giving land to the landless

and homes to the homeless. Further, it provides a total community development program and not just a housing program.

Both the Habitat Philippines and the GK are geared toward poverty alleviation by providing decent shelter and the end goal is to help reduce housing backlog. Their programs include sweat equity, fund sourcing worldwide, volunteerism, livelihood, health, sanitation and environment preservation. The difference between these two (2) NGOs is the imposition of fiduciary responsibility in the provision of houses for the poor. Part of Habitat Philippines advocacy is the house for a house program. This requires amortizing housing units on an affordable amount over the period of ten (10) years with sweat equity of 400 to 600 man-hours. For GK, the slogan “Bahay ko gawin mo, Bahay mo gawin ko” (I will build your house, You will build my house) each beneficiary has to contribute 200 days or 1,600 man-hours without requiring amortization.

2 My Organisation



The Presidential Commission for the Urban Poor
(PCUP)

There is also another link to the housing sector and its mandate will be discussed in this chapter. This is the agency where the author belongs. For better understanding a brief history of the agency is included.

Brief History and Mandate

The influx of migrants from rural areas to urban areas in the 1960's, more particularly in the capital city, worsened the already bad situation of the urban poor. The fear of ejection and violence haunted them as they struggled to have a place in society. With the proclamation of Martial Law in the 70's the poor were marked to be criminals and were prosecuted for settling informally either on private or government lots. With the advent of the People Power Revolution, these informal settlers, whose battle cry is : No Squatter On His Own Mother Land!, marched to Malacañang seeking a moratorium on the

eviction and demolition of their structures. It was then that the Presidential Arm on Urban Poor Affairs (PAUPA) was created on 10 April 1986. Subsequently, this was changed to the Presidential Committee for the Urban Poor (PCUP) as a result of the National Consultation Workshop by two major urban poor alliances on 30 May to 2 June 1986. After few months of existence it was again changed to the Presidential Council for the Urban Poor, and finally on 8 December 1986, the Presidential Commission for the Urban Poor (PCUP) was created by virtue of an Executive Order 82. Its mandate is to serve as a link of the urban poor to the government in policy formulation and program implementation addressed to their need. The substance of this mandate is for social cohesion or participation of the urban poor in all affairs of the government affecting them. Some relevant functions are the following:

- to review existing legislations, policies and programs of the government relating to the urban poor, in consultation with the latter, and recommend appropriate actions thereon to the President;
- to evaluate post and on-going shelter-related projects of the government in squatter and resettlement areas in consultation with beneficiary communities, and recommend appropriate actions thereon to the President;
- to plan and monitor programs and projects for the development of urban poor communities in coordination with agencies involved;
- to request the assistance of any ministry, bureau, office or agencies in the performance of its functions;
- to perform such other functions as may be authorized by the President of the Philippines.

This gigantic mandate is being delivered by a total manpower of 144 who operate nationwide with only P58M budget appropriation annually. The PCUP manpower belong to various disciplines such as: engineering, architecture, law, social and political science, social work, banking and finance, accountancy, marketing, philosophy, agriculture, and economics.

3 Urban Problem

Urbanization – is a complex process in which a country's organized communities become larger, more specialized and more interdependent. Urbanization is the result of many variables - economic, technological, demographic, political, environmental, etc - and it is inevitably accompanied by other changes in society.¹⁵

Classification of urban areas:¹⁶

- Population density of at least 1,000 persons per square kilometer;
- Central districts of municipalities and cities which have a population density of 500 persons per square kilometer; or
- Central districts of municipalities and cities which have the following: street pattern, at least six (6) establishments (commercial, manufacturing, recreational, and/or personal services), any three (3) of the following: town hall, church or chapel with religious services at least once a month; public plaza, park or cemetery; market place or building where trading activities are carried out at least once a month; public school building such as school, hospital, puericulture and health center, or library),
- Barangay with at least 1,000 inhabitants where their occupation is predominantly nonagricultural.

Classification of cities:

- ✓ Highly urbanized cities (HUC)– has a population of more than 200,000 and exhibits a high level of economic growth and cultural development. Annual income of at least PhP50 million (according to 1991 constant prices). Politically independent of its respective local government.
- ✓ Independent component cities- are self-regulating local government units with smaller population and lesser income compared to HUC. At least 100,000 population (NSO 2006) and politically independent of its respective local government.
- ✓ Component cities- is subject to the administrative supervision of the provinces in which it geographically belongs and shares its annual income of at least PhP20 million with the provincial government. At least 100,000 population (NSO 2006).

¹⁵ Canadian Encyclopedia

¹⁶ 15 July 2006 revised, National Statistics Office

Attributes to Urban Population Growth:

1. Natural increase on the population of the urban poor on a certain location
2. Rural-urban migration because of the following reasons:
 - Conflict at the country sides
 - Search of better paying jobs and livelihood opportunities
3. Reclassification of settlements from rural to urban

Issues confronting urbanization:

The urban paradox that confronts cities are national economic development as driving force, or it become the centers of increasing crimes or poverty, inequality and unemployment.

Causes of urban poverty:

- ✚ Rural neglect
- ✚ Low priority given to the development of agricultural sector
- ✚ Man-made and natural disaster

Incapability of the urban areas to absorb rapidly growing population results to social and economic needs such as:

- Increasing numbers of housing backlog
- Increasing numbers of slum
- Increasing numbers of homeless people
- Escalation of social injustice (ie: increasing number of forced eviction and demolition without protection of the law)
- Land tenure insecurity
- Insufficient supply of potable water
- High cost of electricity
- Inadequacy of sanitation facilities
- Escalation of crimes and exposure of children to crimes
- Unemployment / underemployment





The burgeoning population results to the incapability of the urban areas to respond to social and economic needs of the poor. More often than not, sustainable development can not be achieved due to lack of strategic concept, appropriate projects and policy instruments that will prevent cities without sprawl and maximize the benefits that can be derieved out of urbanization.

“I was born in a slum, I grew up in a slum and will probably die in the slum, and should there be slum in heaven most likely I will end up in one.” This is part of

the speech of Hon. Raila Odinga narrating an incident when he was consulting with the urban poor in Kibera.¹⁷ The circle of life mentioned by that poor person revolve around a very deprived experience. Similarly, in the Philippines, the question that has always been asked by the homeless and underprivileged Filipinos is: **How do the national government in partnership with private sector can provide decent life to the homeless /underprivileged and informal settlers who are occupying danger areas?**

4 Proposal for Change and Improvement

Relization of housing right is a complex and progressive process and the violations are diverse and occur at different levels. Range of different tools must be developed and applied for specific and diverse situation.¹⁸ Thus, the author as a government official and civil servant is trying to develop a new approach as a **stop gap measure** toward a positive solution to shelter particularly for the homeless¹⁹ and for those families who have been forcibly evicted from their structures-the underprivileged. As Mayor Feliciano Belmonte, Jr. has said in his lecture that: “adjusting the development and being creative in all strategies are necessary rather than driving people out of the urban areas.”²⁰ Inevitably, forced eviction is taking place because of the following reasons:

-  National security
-  City beautification and development based projects
-  Disaster / calamity prevention (ie. flooding and clearing of the creek)
-  Judicial order

The timeliness of this project is to harmonize the urban development projects of the Metro Manila or the National Capital Region (NCR) and to thwart pushing people further into poverty and at the same time prevent the people to have an adversarial relationship with the government. This paper will discuss an

¹⁷ 4 November 2008, WUF4-Plenary Session, Equity in Cities, Hon. Raila Odinga, Prime Minister of Kenya

¹⁸ 6 November 2008, WUF4, IHS Training Event: Alternative to Forced Eviction

¹⁹ United Nations definition: Homeless- are households living in the parks, along sidewalks and all those without any forms of shelter

²⁰ 4 November 2006, WUF4-Habitat Seminar, Harmonous Shelter and Urban Development, Mayor Feliciano Belmonte, Jr., Quezon City, Philippines

innovative project called **Transitory Housing for the Victims of Forced Eviction²¹ and Demolition (THVFED) with the private and public sector partnership** and the strategies for its smooth implementation and sustainability. Likewise, the strategies will be patterned after the learning experience of Guanapiranga, Sao Paolo, Brazil wherein it resulted to spatial and socially harmonious urban development.

The Habitat Seminar entitled: “Expanding Services to the Poor”²² has given the following learning:

- Program approach should have a long term engagement;
- Comprehensive approach should have innovative technical solution appropriate to local needs;
- Institutional integration among the various sectors and level of the government; (This has been identified in becoming a new culture in the public sector.)
- Actions should be based on concensus among various participants- government, local communities, civil society organizations;
- Participation of the residents in all the stages of the process.

Guanapiranga, Sao Paolo, Brazil



Before intervention



After intervention

The subsequent discussion will focus on the author’s proposal for change and improvement on the lives of the homeless and underprivileged which will come into a realization in the future. Hence, these concepts:

²¹6 November 2008, WUF4, IHS Training Event:Alternative to Forced Evictions.

Forced Eviction- refers to the removal of the people from their land and from their houses against their will, directly or indirectly attributable to the State, without providing compensation and access to housing and land.

²² 5 November 2008, WUF4, Responses to Complex Urban Needs, World Bank Experience in Latin America and Carribean Region, Guang Z. Chen, Sector Manger, World Bank

❑ **There should be a comprehensive social preparatory activities**

In social preparation, the use of tri-media and information materials relative to the project should be circulated for better information of the affected families.

Information material can also include invitation for a dialogue. Simultaneously, linkages with other stakeholders such as the non-government agencies, other concerned department from local and national government agencies and civil societies should be established. Through this, a local inter-agency committee, headed by the local executive, can be created for a quick response to issues that might arise during the dialogue. Furthermore, an Alternative Dispute Resolution (ADR) mechanism should be in placed as a venue in the settlement of conflicts.

Corollary with the strategies are some pertinent activities that should be undertaken by the office of the local executive or the department concerned.

These are:

- ✚ Capacity building for both the affected families and the assigned government staff in order to insure meaningful participation.
- ✚ Socio-economic profiling of the affected families is necessary to disclose their economic capacity. It can also be used as reference for future employment matching.

❑ **The building design of the transitory house should be gender sensitive and with complete amenities and livelihood opportunities**

The descriptions are as follow:

- ✚ 5-storey / walk up building with a capacity of 200 units wherein each units should have 3 bed rooms and 1 toilet,
- ✚ communal facilities, such as: kitchen, dining, stock rooms, laundry room, day care center, multi-purpose area and a clinic;
- ✚ backyard farm for vegetable garden and livestock which will be the food source/ source of livelihood of the families who are staying at the transitory house. It should be adjacent to the building with land area of not less than 1hectare. (concept of MASHAV in Israel)

Funding requirement for land development and building construction is estimated at P100M or USD204,0816.33 (conversion rate is P49=US1). The parcel of land for building will either be donated by private entities or government land. The 21st Engineering Infantry Brigade of the Philippine Army will be responsible for land development.

❑ There should be an organized multi-stake holder management

This means that there will be a continuous consultation, monitoring and assistance both from public and private stakeholders. Different government agencies such as: the Department of Social Welfare and Development (DSWD), Department of Agriculture (DA), Department of Health (DOH), Philippine Amusement and Gaming Corporation (PAGCOR), non-government institutions and civil societies can contribute to the well –being of the families in the transitory house. Report writing and highlighting the success stories of the families should also be undertaken as joint initiative.

4 Personal Action Plan

The Transitory House will be constructed either in Bulacan or San Mateo Rizal on a minimum land area of 1 hectare and an additional 1.2 hectare for integrated farming and livestock raising. Initially, a friend named Mr. Robert Yupangco has pledged to donate a hectare of land and lend more than 2 hectares of land adjacent to the building should the project be materialized. Robert is a businessman and belongs to a rich family in the Philippines. His property in Bulacan is more or less 98 hectares. This kind gesture is a private partnership in actuality.

- ✚ The technical assistance as to the design of the building has been discussed with Ms. Faith Varona of TAO Filipina. A continuous partnership has been forged with their group. The building should have the following descriptions:
 - 5-storey / walk up building with a capacity of 200 units wherein each unit should have 3 bed rooms and 1 toilet,
 - communal facilities, such as: kitchen, dining, stock rooms, laundry room, day care center, multi-purpose area and a clinic;
- ✚ SDD Spring Batch 2007 classmates who are engineers and architects will also be requested to provide technical assistance in the design of the building.
- ✚ As to the technology, the concrete interlocking block (CIB) - indigenous materials by Habitat for Humanity Philippines, will be used.
- ✚ The initial fund for the construction of the building will be taken from the Presidential Social Fund (PSF) of President Gloria Macapagal-Arroyo. Local Government Units of NCR will also be encouraged to contribute considering some of their constituents will be benefited by the project.
- ✚ The integrated farming and livestock raising technology will be provided for by the EM Technology of Japan and the DA.
- ✚ The land development will be undertaken by the 21st Engineering Brigade of the Philippine Army.
- ✚ The administration of the project will be a joint undertaking of the PCUP, DOH, PAGCOR and DSWD.

The preceding list of actions to be undertaken is under the long term plan. However, for the meantime a miniature model of the proposed design will be displayed as a propaganda material for the proposed project. Documentary requirements such as Memorandum of Agreements (MOA), Deed of Donation, and other related documents will be drafted. Project proposal will be sent to the Office of the President for possible funding. It will also be advocated to the local government and the advantages will be discussed.

From the outset, this project will be the topic of the author's thesis where the acceptance level of the stake holders will be surveyed. The author is scholar and presently studying at the National Defence College of the Philippines (NCDP) Mastering in National Security Administration (MNSA). The partial requirement of the course is to write a thesis and housing as the thesis topic has been approved. It is her aim that the stake holders will have a sense of ownership on the project and to research on its acceptability in order not to end-up with another "white elephant".