

RPS

Rationalizing the Local Planning System

**A Source Book
1st Edition, 2008**



Published by the



**DEPARTMENT OF THE INTERIOR AND LOCAL GOVERNMENT
BUREAU OF LOCAL GOVERNMENT DEVELOPMENT**

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A RATIONALIZED LOCAL PLANNING SYSTEM IN THE PHILIPPINES:¹

General Introduction

1.0 INTRODUCTION

1.1 Why Rationalized Planning?

To begin with, some words about the word “rationalized” in the title.

This is the latest and possibly the last attempt to put order to the present chaos that characterizes local planning in the Philippines. The chaotic condition owes in part to the persistence of pre-devolution practices and also the failure to implement to their full implications the Local Government Code provisions on local planning. To rationalize the local planning system therefore starts with the intention to faithfully comply with the applicable provisions of the Local Government Code.

Another dimension of rationalization is to reduce the number of plans that LGUs must prepare to the two comprehensive plans (CLUP and CDP) that are mandated in the Code. This implies that national government agencies requiring certain sectoral or topical plans of LGUs to prepare must integrate these requirements into the CLUP or CDP, as the case may be, and allow the local planning structure and processes to respond to these requirements.

Corollary to the above dimension is the need for NGAs that are directly involved in local planning to harmonize or dovetail their planning guidelines with one another to avoid further confusing the LGUs.

Yet another area of rationalization touches on reconfiguring the planning process from its traditional technocratic form into one that accommodates the imperatives of multi-stakeholder participation and consultation. This entails “taming” the planning process so that even those who are not technically trained can participate meaningfully in determining public policies and actions that affect their lives.

Secondly, why “planning system”?

¹ Prepared for the Bureau of Local Government Development, DILG, for eventual issuance to all local government units in the Philippines

All local planning guidelines in use so far begin and end with the planning process. This is consistent with the long-held notion about planning as a highly technical activity reserved only for those who are “technically qualified”. Hence, politicians and decision makers who feel they are not technically competent tended to shy away from planning. Consequently, plans were hardly implemented at all.

For planning to become an integral part of local governance, it must not be too preoccupied with how to produce the plan documents alone. Of equal importance are considerations about why LGUs ought to plan, who should be involved in planning, and how LGU plans are implemented. Planning therefore must be viewed holistically as a system consisting of at least four components: the planning structure, the mandated plans, the planning process, and the LGU’s authority levers which it can use to carry out its plans. Above all, local planning must be understood as primarily the responsibility of the local government. The local planning system therefore must be established on the foundation of the nature and function of local governments.

1.2 Dual Role of Local Governments

The planning function of local governments is embedded in the dual status of local government units (LGU) as a *political unit* and as a *corporate body*.

As a *body politic* the LGU is a political subdivision of the national government. It is endowed with powers to manage its territorial jurisdiction for and on behalf of the national government. Being a subdivision of the national State, moreover, local governments are envisioned to become effective partners of the national government in the attainment of national goals. To carry out this mandate, LGUs exercise their inherent powers such as police power, as well as share with the national government the responsibility in the management and maintenance of ecological balance in their respective territorial jurisdiction (RA 7160, Sections 2a, 15, and 3i).

As a *body corporate* the LGU represents its residents, the inhabitants within its territory. It is likewise endowed with powers and resources necessary for its efficient and effective governance and to deliver basic services and facilities to enable its inhabitants to develop fully into self-reliant communities. Being a corporate body, every LGU is mandated to promote the general welfare among the inhabitants within its territorial jurisdiction (RA 7160, Sections 2a, 15, 16 and 17).

Upon this dual personality and role of LGUs the local planning system is established. The components of the local planning system include:

- 1) The organizational structure for planning and its functions,
- 2) The plan or plans that the planning structure is mandated to produce,

- 3) The processes that the planning structure will follow to produce the desired plan outputs, and
- 4) The authority levers or tools with which the LGU implements its plans and programs.

Each of these components is discussed in the chapters that follow. Only brief descriptions are given in this General Introduction.

2.0 LOCAL PLANNING STRUCTURE

Contrary to the notion held by many local legislators, planning is not exclusively a function of the executive. Planning is both proactive policy making and reactive problem solving. The first character of planning makes it essentially a political act while the second is the more popularly known character of planning, that of management and hence, an executive function. Correspondingly, the local planning structure has two components: political and technical.

2.1 Political Component

The political component comprises the legislative body (Sanggunian) and the local development council (LDC). These bodies are composed mainly of elective officials, hence, of politicians. The only non-politician members of the political component of the local planning structure are the representatives of the private sector and civil society who comprise one-fourth of the LDC membership. The political component is the policy-making body which defines the content and direction of local development. The principal function of the political component is that of deliberation to take decisions or lay down policies.

2.2 Technical Component

The technical component is made up of the local special bodies, the sectoral and functional committees, non-government sectors, and the office of the local planning and development coordinator. Even the heads of offices of the local government and of national agencies operating in the local area are part of the technical component of the local planning structure. This component supplies the technical content and process of local planning. Except for some local special bodies, the technical component generally has no decision-making powers.

3.0 MANDATED LOCAL PLANS

The plan outputs that the local planning structure is mandated to produce are of two types: the comprehensive land use plan and the comprehensive development plan.

3.1 The Comprehensive Land Use Plan

The CLUP is the plan for the management of local territories. Planning as management of local territories is a function of the LGU pursuant to its status as a political unit. Hence, the body principally responsible for the CLUP is no less than the highest policy-making body, the legislative council or Sanggunian. This is the reason why the adoption of the CLUP and its enactment into a zoning ordinance are planning functions exercised exclusively by the Sanggunian (RA 7160, Section 20c, 447, 458, 468). This devolved function is being exercised by the Sanggunian on behalf of the national State which is directed by the Constitution to "...regulate the ownership, acquisition, **use** and disposition of property..." (Art. XIII, Sec. 1). State regulation of land use also implies that there must be vertically integrated physical framework plans from the national down to the municipal level. The CLUP therefore must be consistent with its higher counterparts, the PFP, the RFP and the NFPP, at the provincial, regional and national levels respectively. Conversely, the LGU territory is the stage upon which national policies and programs converge and find application on the ground. Therefore, national government agencies (NGA) are required to coordinate or consult with LGUs before undertaking their projects (RA 7160, Sections 26 and 27) within the local territorial jurisdiction.

In some cases, NGAs that have functional responsibility over certain portions of LGU territory tend to exercise exclusive territorial powers over these areas as well. This practice effectively prevents the LGU from exercising its powers over those particular portions of its territory. And yet these "enclaves" are still considered part of the LGU's territorial jurisdiction. For one, the inhabitants of such areas are regarded as residents and voters of the particular LGU. Moreover, such NGA-held areas are included in the determination of the LGU's total land area as a basis for allocating its share in the internal revenue allotment (IRA). Consistent with their status as partners in national development, LGUs shall now share responsibility for managing the environment and natural resources within their territorial jurisdiction (RA 7160, Sec. 3i).

In a word, the CLUP is the long-term guide for the physical development of the local area, the framework for the management and co-management of the local territory. At the city and municipal levels, the CLUP serves more than a framework plan. It is at this level where the CLUP is enacted into a zoning ordinance (RA 7160, Sec. 20c) hence, it becomes a statutory plan whose provisions are not merely indicative but are legally enforceable.

3.2 The Comprehensive Development Plan

The CDP is the plan with which the LGU promotes the general welfare of its inhabitants in its capacity as a corporate body. The responsibility for the CDP is given to the LDC (RA 7160, Sec. 106 and 109). It must cover all the development sectors to be comprehensive. (See Chapter 2 below.) Its time frame may be multi-year but a short-term slice must be taken off which is coterminous with the

term of the elective local officials so that it can serve as an input to their executive-legislative agenda (ELA).

The CDP consolidates the programs and projects necessary to carry out the objectives of the different development sectors. Some of these programs and projects are incorporated in the local development investment program (LDIP) and are implemented through the annual investment program (AIP) and the annual budget. Other programs may be picked up by the national government and still others by the private sector for implementation.

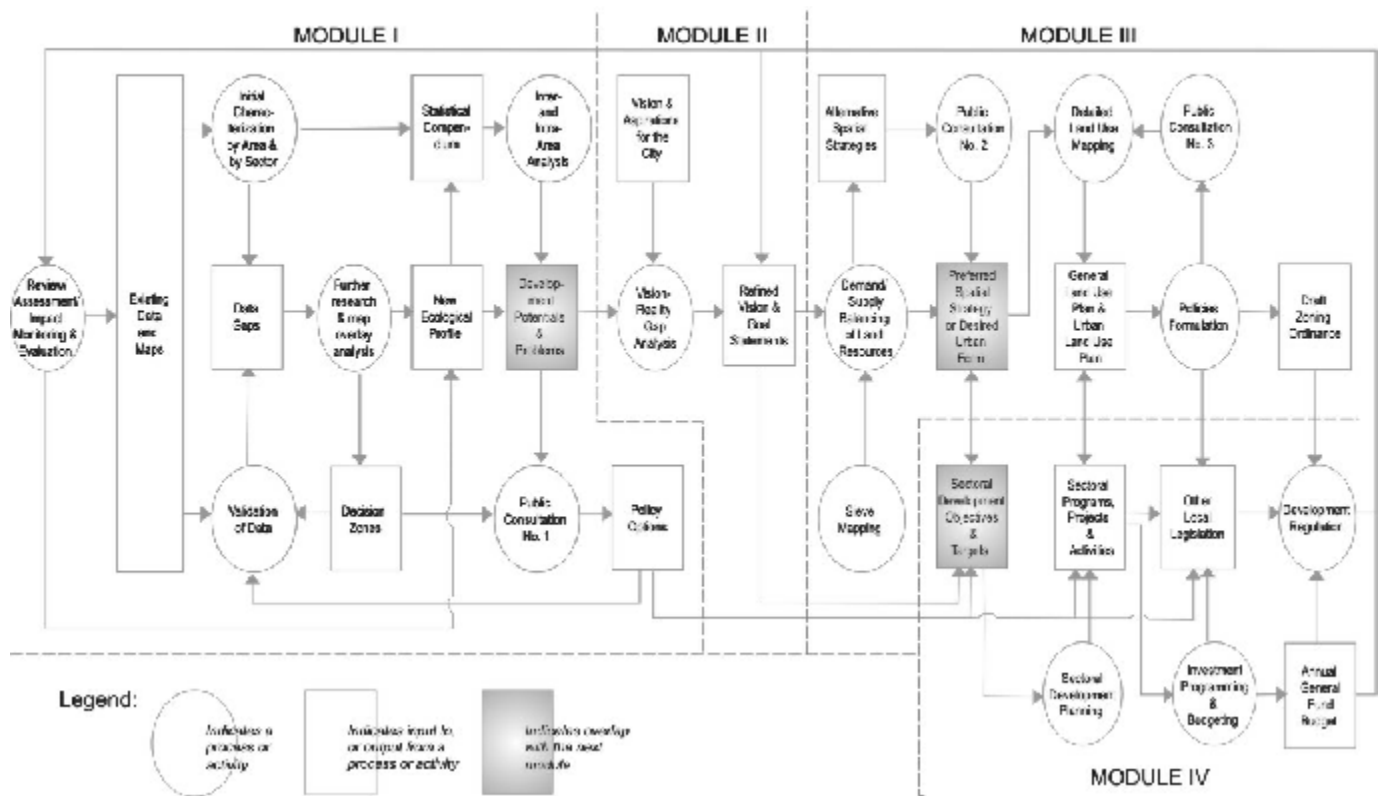
The CDP, moreover, is the plan that the LGU prepares in its capacity as a corporate body. By their involvement in the CDP process the inhabitants seek to exercise autonomy as self-reliant communities. Therefore there should be no more need for higher authorities to review or approve the CDP. National agencies with sectoral responsibilities should not impose their requirements on LGUs as though the latter were their subordinates or clients. There should be an end to the prevailing attitude of NGAs which has been developed from decades of dependency relationships wherein LGUs were on the receiving end of national government's generosity or lack of it. Only by enabling them to become self-reliant will LGUs become effective partners in national development.

4.0 PARTICIPATORY PLANNING PROCESS

Up to this point in time planning has been consultant driven. It is the consultant who usually does everything and when the plan output is handed over to the LGU the latter is left not knowing what to do with it.

To benefit the most from consultants' intervention, LGUs should require consultants to enhance the capability of the local planning structure to perform its planning function properly by itself. Technical inputs in the areas of data generation, analysis and presentation should be given to the technical component. The interpretation of the data and the explanations and implications of information derived from the data should be undertaken through a broad consultative and participatory process involving both political and technical components of the planning structure and the general public. The participation of the political component is critical at certain junctures of the planning process when certain decisions have to be made before proceeding to the next stage of the process.

The CLUP-CDP Process Flow



For simplicity, the preparation of the CLUP and the CDP can be divided into four modules consistent with the capability-building approach. (Refer to chart.) Each module is described briefly as follows:

Module I – deals with generating the planning database consisting of statistics and maps and applying certain analytical tools and techniques to derive various indicators of development or underdevelopment, of problems and constraints as well as opportunities and challenges for development. (The entire Chapter 3 below is devoted to this module.)

Outputs:

1. Updated ecological profile of the area
2. Local Development Indicators table
3. Accomplished “Problem-Solution” matrix

Module II – has to do with formulating new goals or revalidating and/or revising the existing vision statement.

Outputs:

1. Revalidated/revised vision statement
2. Vision elements and their respective descriptors and success indicators
3. Vision-reality gaps transformed into sectoral goals.

Module III – formulation of the PFP in the case of the province and the CLUP in the case of component municipalities. Main activities include:

1. Generation of alternative spatial strategies taking into account the regional or provincial spatial strategy and choosing the most desirable alternative for the province or municipality, as the case may be.
2. Formulating policies on settlements, production, infrastructure and protection areas consistent with the preferred strategy.
3. Formulating the implementation tools.

- Outputs:
1. Draft Provincial Physical Framework Plan and/or Municipal Comprehensive Land Use Plans
 2. Printed policy maps at suitable scale
 3. Draft zoning ordinance

Module IV – preparation of the Multi-Year Provincial/Municipal Comprehensive Development Plan and its main implementation instrument, the 3-Year Executive-Legislative Agenda. Main activities include:

1. Formulating sectoral objectives and targets.
2. Prioritizing sectoral programs, projects and activities.
3. Local development investment programming.
4. Identifying new legislations needed to carry out the sectoral plan.

- Outputs:
1. Multi-Year Sectoral Development Plans
 2. 3-Year ELA with LDIP
 3. Annual components (AIP)
 4. Suggested legislative measures

Who does what and when?

Module I – mainly the responsibility of the technical component up to the application of analytical tools and techniques. The interpretation, that is probing into explanations and implications of the information generated, is better done involving the political component and the general public. The database should be updated every 3 years and the analysis and interpretation is done initially during the CLUP preparation. Subsequent data-handling activities will be repeated every 3 years in conjunction with the CDP-ELA preparation. (See chapter 3 and chapter 9 below.)

Module II – should be done with the political component and the general public. The technical component only facilitates the proceedings. Long-term goals are formulated for inclusion in the CLUP. Medium-term and short-term objectives are formulated every 3 years in conjunction with the CDP-ELA process. The long-term vision statement should not be changed but should be carried through in

every 3-year CDP-ELA prepared subsequently. What should change are the sectoral objectives and targets consistent with time limits and resource constraints as well as the results of monitoring and evaluation. (Refer to chapter 4 below.)

Module III – should be initiated by and with the full and active participation of the Sanggunian. The technical component only facilitates the process. It is done once and when enacted into a zoning ordinance will remain in force until amended or repealed. Amendments or revisions may be done in intervals of 3, 6, or 9 years, synchronized with the term of elective officials. (Refer to chapters 5, 7 and 9.)

Module IV – is the responsibility of the local development council with inputs from the sectoral and functional committees. The CDP and ELA will be prepared after every local election. The AIP which is the annual component of the LDIP is prepared every year synchronized with the annual budget cycle. (See chapters 6, 8 and 9.)

5.0 IMPLEMENTATION TOOLS

5.1 *The authority levers to implement the CLUP* include the zoning ordinance, the use of selected taxes on real property, eminent domain proceedings, public capital investments, and co-management arrangements. These are discussed at length in Chapter 7 below.

5.2 *The tools to implement the CDP* consist mainly of the use of financial resources and fiscal authority of the LGU. Local governments are given the powers and authority to raise the funds needed to undertake the above activities including the levy of taxes, fees and charges, the use of their productive assets and operation of municipal enterprises. LGUs are also entitled to a share in national taxes as well as in the proceeds from the utilization of national wealth and resources (Sec. 18 and 22, RA 7160). They can also secure financial grants and donations in kind (Sec. 23) and create indebtedness in various modes such as the build-operate-transfer (BOT) scheme wherein private capital is utilized to fully finance the provision of certain public facilities like toll roads, public markets, bus terminals, etc. (RA 6957, Sec. 302, RA 7160).

Despite the availability of fiscal powers to source out funds for their programs and projects LGUs often find their resources inadequate for the requirements of the services they must provide to their constituencies. Hence, LGUs must learn to augment or complement public investments with desired private investments so that the combined effect of these two investments is an increased capital build up in the community that will redound to greater economic and social welfare of the inhabitants. This is the rationale for the inclusion among the functions of Local Development Councils of the formulation of private investment incentives to promote the inflow of private investment capital (Sec. 109, a, 4). To this end, the LDC can attract private investments in two ways, explicit and implicit.

Explicitly the LDC may draft for the adoption of the Sanggunian a series of private investment incentives ordinances that include, among others, fiscal measures such as local tax breaks, reduced transaction costs through the setting up of one-stop shops or elimination of graft and corruption, as well as direct provision of infrastructure support like access roads, power and telecommunication lines. Implicitly, and perhaps more effectively, private investments can be attracted into a locality by making the area a very conducive place to do business in. Important factors that contribute toward establishing an attractive business climate are a stable peace and order condition, a high level of social and cultural services, and the over-all livability of the local environment.

6.0 ORGANIZATION OF THIS GUIDEBOOK

Chapter 1 - The Local Planning Structure

Chapter 2 - Planning Mandates of Local Governments

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THE LOCAL PLANNING STRUCTURE

1

1.0 INTRODUCTION

Planning is or ought to be an integral function of governance. As such, it should not be regarded as an activity reserved for a particular office or unit of the local government bureaucracy. The truth is, every office of the LGU has an embedded planning function. That means that the entire organizational structure of the local government itself, including the legislative and executive branches constitutes the proper structure for local planning. This is consistent with the essential character of planning as both a policy-making and a problem-solving activity.

Moreover, planning should not be seen as a purely technical process in which only the technically equipped can participate. In fact there is now a change in the way planning should be understood, that is, from a view of planning as basically technical to one that is essentially political. This can be gleaned from the change in the composition of the Local Development Council. Under the earlier Local Government Code of 1983 (Batas Pambansa 337) the LDC was composed of the Mayor/Governor as head, and heads of offices and departments of the local government unit, as members. The bulk of the membership then comprised the technical personnel of various sectoral and functional agencies of government. In contrast, under the 1991 Local Government Code (RA 7160) the membership of the LDCs is predominantly made up of politicians. The only non-politician members (but who may be equally political in strategy and tactics) are those who represent non-governmental and people's organizations for whom one-fourth of the total membership is reserved. Also the Congressman is represented in the LDC the better for him/her to integrate his/her own projects or the development funds at his disposal into the plans and programs of the LGU. More importantly, the Congressman's membership in the LDCs provides him/her opportunity to learn local issues that are of national concern which must be addressed by no less than national policies and legislations.

Furthermore, planning is everybody's business. If the ultimate purpose of planning is to protect the common good or to promote the general welfare then every inhabitant in the LGU territory has a stake in the process, in the product and in the outcome of planning. Governance, after all, is much more than the concern of government. It embraces the concerns of both government and non-government sectors. This is everywhere evident in the membership of practically all local special bodies, sectoral and functional committees wherein slots are invariably reserved for representatives of the private sector, people's organizations or non-government organizations.

Consistent with the foregoing ideas the composition and functions of the structure for local planning are set out in the following sections.

1.1 Components of the Local Planning Structure

The generic local planning structure consisting of the political and technical components is depicted in Figure 1.1 below. The *political component* comprises mainly the Local Sanggunian and the LDC. These two bodies lay down policy guidelines and take decisions regarding the direction, character, and objectives of local development. They do these in their capacity as elected representatives of the people. In a very real sense, they are the true planners of the city, municipality or province. The *technical component* on the other hand consists of non-elective officials of the LGU, heads of national agencies operating in the area, and non-government sectors. The Local Planning and Development Coordinator (LPDC) serves as the technical arm and head of the LDC Secretariat. In that capacity the LPDC “coordinates” the different programs of the LGU departments and the national agencies operating locally. The LPDC also coordinates the different sectoral/functional committees that provide detailed inputs to the comprehensive multi-sectoral development plan and investment program.

Figure 1.1 COMPONENTS OF THE LOCAL PLANNING STRUCTURE

POLITICAL	TECHNICAL
<ul style="list-style-type: none"> • Local Sanggunian • Local Development Council • Congressman’s Representative • Civil Society Organizations 	<ul style="list-style-type: none"> • Local Planning and Development Office • LGU Department Heads • Local Special Bodies • LDC Sectoral/Functional Committees • NGA Office Chiefs in the locality • Private Sector Representatives

It may be noted that the Local Special Bodies should be seen not as co-equal but subordinate to, and supportive of the LDC, the latter being the “mother” of all planning and programming bodies of the LGU. Therefore LSBs should form part of the technical component of the local planning structure.

1.1.1 The Political Component

The notion of planning as essentially political derives from an insightful reading of the inherent weakness of Philippine planning in the past. Philippine planning has traditionally been a technical exercise in need of political support. Technocrats in both national and local levels prepare more or less elegant plans but it is common knowledge that these plans merely adorn the

bookshelves of office executives. The main reason for this unfortunate reality is that legislators rarely use the plan as a basis for enacting laws and ordinances. After the mandatory adoption of the plan, the legislative bodies believe that their role in planning and development is over. Local sanggunians are known to enact ordinances and to pass resolutions appropriating funds for projects that are not identified in the local development plan or investment program. The new LGC (RA 7160) sought to change all that. The automatic membership in the LDC of the appropriations committee chair of the sanggunian ensures an effective linkage between the planning and the legislative functions, and, by implication, lends political support to an otherwise isolated technical exercise. With the present composition of the LDC, it can be said that the local planning structure has a very strong political component represented by the LDC and the local sanggunian.

The important role played by the local legislative body in planning can be summarized in this definition of the comprehensive land use plan by Hugh Pomeroy, as quoted in Babcock: "... a plan that makes provisions for all the uses that the legislative body of that municipality decides are appropriate for location somewhere in that municipality; it makes provisions for them at the intensities of use that the legislative body deems to be appropriate; at the locations that the legislative body deems to be appropriate."¹

The unique role of the Sanggunian in local planning and development is explicitly provided in its power to "prescribe reasonable limits and restraints on the use of property"² which is the basis of local land use planning. Also, and perhaps more importantly, only the sanggunian has the power to appropriate public funds. No development programs, projects and activities could be implemented through the local budget without authorization from the sanggunian. Furthermore, if planning is policy making then the sanggunian being the highest policy-making body is the ultimate planning body in the LGU. Sanggunian members should therefore banish their erroneous notion that planning is an executive function alone. They are equally responsible for, and ought to be as actively involved in planning as the executive.

1.1.2 The Technical Component

If planning is essentially political does that make technical inputs in planning irrelevant? Not at all. For, although the heads of national government agencies and local government departments are no longer members of the LDC, they may be called upon to serve as resource persons whenever matters pertaining to their areas of competence come up for deliberation in the LDC.³ This is one of the means whereby the LDCs avail of technical inputs from "consultants-on-

¹ Babcock, Richard, "The Purpose of Zoning" in Stein, Jay M. ed. *Classic Readings in Urban Planning, An Introduction*. New York: McGraw-Hill, Inc., 1995, p. 138 (underscoring supplied)

² See Sec. 447, 458 and 468, RA 7160

³ See Sec. 107 (d) of RA 7160

call” in the formulation of local development plans and public investment programs.

The other modality by which the LDC procures technical inputs in their planning and programming functions is through the formation of sectoral or functional committees.⁴ The sectoral committees, when properly constituted will ensure a comprehensive multi-sectoral coverage of the local development plan and investment program. Often, however, the so-called sectoral committees that LGUs organize such as those on agriculture, tourism, housing, etc. are actually sub-sectoral components of the different development sectors. A 3-digit classification of the five development sectors and their respective sub-sectoral components is shown in Box 1 below.

For a truly comprehensive coverage of every conceivable aspect of local development the LDC must organize sectoral committees and not merely content themselves with creating sub-sectoral committees. The LDC should also make sure that technical committees draw membership from all societal sectors: government, private, academe, religious, professions, and so on. Even the members of the Sanggunian, NGOs/POs, whether accredited or not, and individuals without any group affiliations can be accommodated in the sectoral committees. Especially during planning and programming workshops or during public consultations a fair cross-section of the local community and society could be obtained through expanded sectoral committees (see Box 3). Of course, in an expanded LDC such as this, everyone must have the privilege of a voice but only the regular members of the LDC have the privilege of a vote. The accordion-type structure allows flexibility to limit or expand membership depending on local conditions and on the nature and magnitude of the task a particular committee will address. Sectoral committees should be constituted as standing committees of the LDC to serve coterminous with the Council.

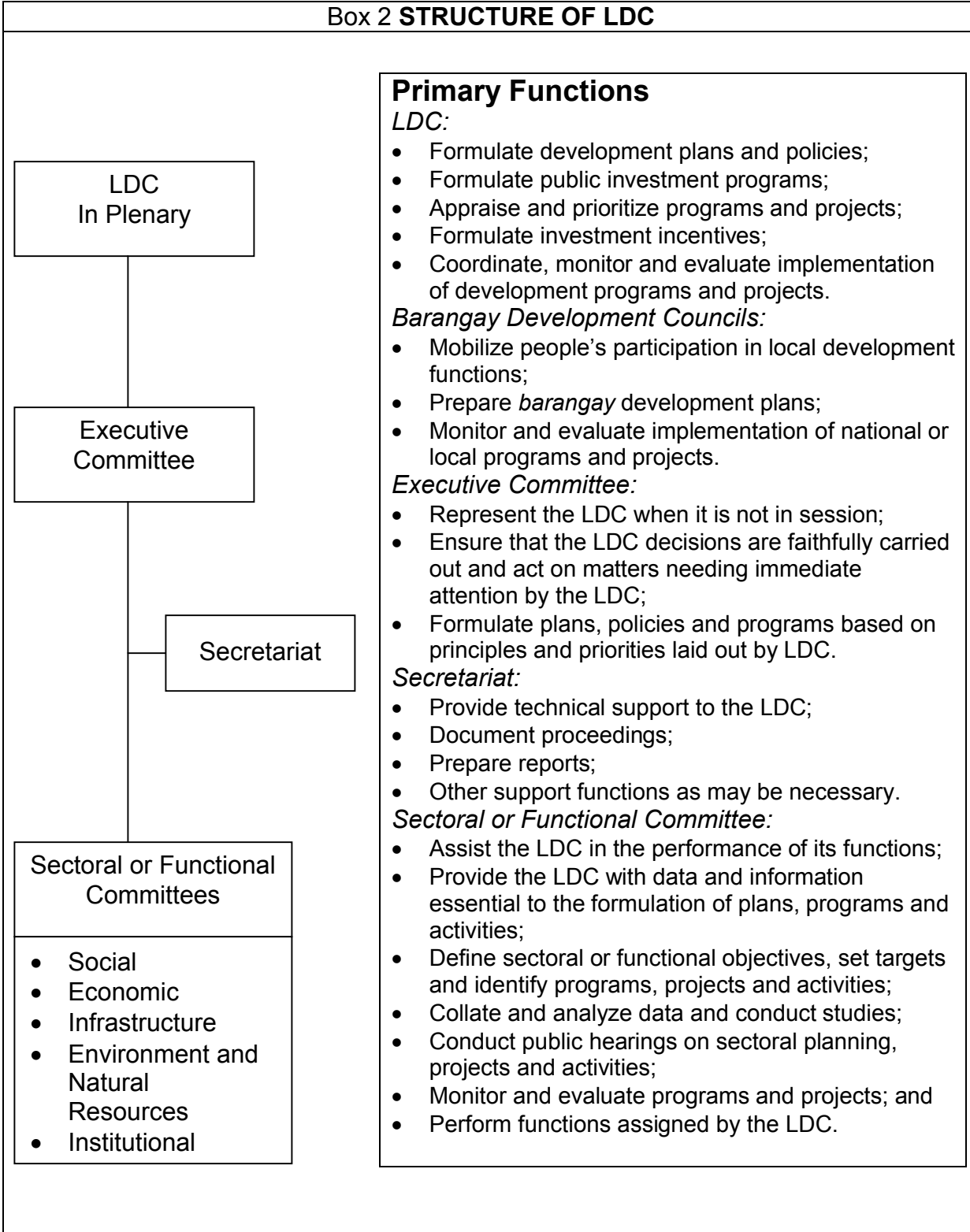
In the case of functional committees, these are ad hoc multi-sectoral bodies to be created as the need arises. To the extent possible, membership of functional committees should be drawn from the sectoral committees.

⁴ See Sec. 112, RA 7160

Box 1 DEVELOPMENT SECTORS AND SUB-SECTORS

- | | |
|--|---|
| <ul style="list-style-type: none"> 1.0 Social Development 1.1 Population (size, growth, distribution) 1.2 Social services and status of well-being <ul style="list-style-type: none"> 1.2.1 Health 1.2.2 Education, culture, recreation 1.2.3 Welfare 1.2.4 Housing 1.2.5 Protective services 1.3 Gender equity concerns 2.0 Economic Development 2.1 Primary sector <ul style="list-style-type: none"> 2.1.1 Agricultural crops 2.1.2 Livestock 2.1.3 Fisheries (inland, brackish, marine) 2.1.4 Forestry 2.2 Secondary sector <ul style="list-style-type: none"> 2.2.1 Mining and quarrying 2.2.2 Manufacturing 2.2.3 Construction 2.2.4 Electricity, water, gas utilities 2.3 Tertiary sector <ul style="list-style-type: none"> 2.3.1 Wholesale and retail trade 2.3.2 Transportation and communication 2.3.3 Finance, insurance and related activities 2.3.4 Real estate 2.3.5 Personal and community services 2.3.6 Tourism 2.4 The Informal Sector 3.0 Infrastructure Development 3.1 Economic support <ul style="list-style-type: none"> 3.1.1 Irrigation systems 3.1.2 Power generation (mini-hydro) 3.1.3 Roads, bridges, ports 3.1.4 Flood control and drainage 3.1.5 Telecommunications | <ul style="list-style-type: none"> 3.2 Social support <ul style="list-style-type: none"> 3.2.1 Hospitals 3.2.2 Schools 3.2.3 Waterworks and sewerage 3.2.4 Public socialized housing 3.2.5 Facilities for aged, infirm disadvantaged 3.3 Public administrative support <ul style="list-style-type: none"> 3.3.1 Government buildings 3.3.2 Jails 3.3.3 Freedom parks 3.3.4 Public assembly areas 4.0 Environment and Natural Resources 4.1 Lands <ul style="list-style-type: none"> 4.1.1 Lands of the public domain 4.1.2 Private and alienable and disposable lands 4.1.3 Ancestral domain 4.2 Forest lands <ul style="list-style-type: none"> 4.2.1 Protection forests 4.2.2 Production forests 4.3 Mineral lands <ul style="list-style-type: none"> 4.3.1 Metallic mineral lands 4.3.2 Non-metallic mineral lands 4.4 Parks, wildlife and other reservations 4.5 Water resources <ul style="list-style-type: none"> 4.5.1 Freshwater (ground, surface) 4.5.2 Marine waters 4.6 Air quality 4.7 Waste management <ul style="list-style-type: none"> 4.7.1 Solid waste 4.7.2 Liquid waste 4.7.3 Toxic and hazardous 5.0 Institutional Development 5.1 Organization and Management 5.2 Fiscal Management 5.3 Legislative Output 5.4 LGU-NGO-PO linkages |
|--|---|

Box 2 **STRUCTURE OF LDC**



Box 3 SECTORAL COMMITTEE COMPOSITION			
Sectoral Committee	Core Technical Working Group (Must be there)	Expanded Technical Working Group (Nice to have around)	Full-Blown Sectoral Committee (The more the merrier)
1. SOCIAL DEVELOPMENT	MPDO Staff SWDO MHO POSO LDC Rep (brgy) LDC Rep (CSO) District Supervisor PTA Federation Sanggunian Rep	Police Chief Fire Marshall Local Civil Registrar Population Officer PCUP Nutrition Officer Housing Board Rep NSO Manager GIS/SSS	Sports Organizations Religious Leaders Labor Groups Senior Citizens Media Reps YMCA/YWCA Inner Wheel Club School Principals Charitable Organizations
2. ECONOMIC DEVELOPMENT	PESO Agriculturist Tourism Officer Coop Devt Officer MPDO Staff LDC Rep (brgy) LDC Rep (CSO) Sanggunian Rep	DTI Representative Chambers of Commerce & Industry Trade Unions Bank Managers Market Vendors Sidewalk Vendors Cooperatives Transport Orgs	Lions Club Jaycees Rotary Club Academe Other interested groups and individuals
3. PHYSICAL/ LAND USE DEVELOPMENT	Municipal Engineer Zoning Officer MPDO Staff LDC Rep (brgy) LDC Rep (CSO) Sanggunian Rep Municipal Architect	Electric Coop Rep Water District Rep Real Estate Developers Professional organizations Telecommunications companies Academe	Other interested groups and individuals
4. ENVIRONMENTAL MANAGEMENT	MPDO Staff LDC Rep (brgy) LDC Rep (CSO) General Services Head LG-ENRO Sanggunian Rep	Sanitary Inspector CENRO PENRO FARMC Reps BFAR Rep Heads of private hospitals Academe	Environmental Advocates Other interested groups and individuals
5. INSTITUTIONAL DEVELOPMENT	MPDO Staff LDC Rep (brgy) LDC Rep (CSO) LGOO Local Administrator Sanggunian Rep	HRDO Treasurer Budget Officer Assessor Academe	Religious groups Good Governance advocates Other interested groups and individuals
CORE TECHNICAL WORKING GROUP – composed of Local Government officials and functionaries whose tasks and responsibilities address the concerns of the particular sector directly or indirectly.			
“NICE TO HAVE AROUND” – other LGU officials, national government agencies operating in the locality, and important non-government organizations with functions and advocacies touching on the concerns of the particular sector. When added to the core TWG the resulting body becomes the Expanded TWG.			
“THE MORE THE MERRIER” – other groups and individuals, mainly from non-government sectors, who have a stake in local development in whatever capacity, enrich and enliven the full-blown committee’s deliberations with their varied views, agendas, and advocacies.			

Although the formation of sectoral committees is optional as indicated by the use of the word “may”, LDCs should not miss the potential value of sectoral committees to provide substantial inputs through their continuing engagement in all stages of the planning and development process. The range of their functions can be appreciated from the list in Sec. 1.2.3 below. Creating sectoral committees is probably more effective than the one-shot, on-call consultation as a means by which the LDCs procure technical inputs.

The importance of the sectoral committees is further highlighted by the fact that their functions parallel those of the local planning and development coordinators. With all the sectoral committees functioning as intended all that the local planning and development coordinator should do is “coordinate” their activities and integrate their outputs. After all, this is what the term “coordinator” in his/her position title means: to coordinate the different development sectors and not only the different department heads of the local government. The creation of sectoral committees is even more to be encouraged in the case of cities and municipalities that cannot afford to hire adequate staff to organize their LPDO to its full complement. All that the few personnel need to do is to coordinate the sectoral/functional committees and make them work with the LPDO. (See Sec. 1.2.3 below.)

1.2 Functions of the Local Planning Structure

The institutional structure of local planning and development is spelled out in Title Six, Sections 106-115 of the Local Government Code. The principal function of this planning structure is to initiate the formulation of the “comprehensive multi-sectoral development plan” for approval by the provincial, city, municipal, or barangay level legislative council. The composition, functions, relationships, activities and other details about the Local Development Council (LDC) as the planning body of each LGU are:⁵ (See Box 2 and Box 3.)

1.2.1 Local Development Councils

1) Composition

(1) Provincial

The provincial development council shall be headed by the governor and shall be composed of the following members:

- a. All mayors of component cities and municipalities;

⁵ As summarized in Article 182, Rule XXIII of the Implementing Rules and Regulations of RA 7160.

- b. The chairman of the committee on appropriations of the sangguniang panlalawigan;
- c. The congressman or his representative; and
- d. Representatives of NGOs operating in the province, who shall constitute not less than one-fourth (1 /4) of the members of the fully organized council.

(2) City/Municipal

The city or municipal development council shall be headed by the mayor and shall be composed of the following members:

- a. All punong barangays in the city or municipality;
- b. The chairman of the committee on appropriations of the sangguniang panlungsod or sangguniang bayan concerned;
- c. The congressman or his representative; and
- d. Representatives of NGOs operating in the city or municipality, as the case may be, who shall constitute not less than one-fourth (1/4) of the members of the fully organized council.

(3) Barangay

The barangay development council shall be headed by the punong barangay and shall be composed of the following members:

- a. Members of the sangguniang barangay;
- b. Representatives of NGOs operating in the barangay, who shall constitute not less than one-fourth (1/4) of the members of the fully organized council.
- c. A representative of the congressman.

2) Representation of NGOs

Within a period of sixty (60) days from the organization of LDCs, NGOs shall choose from among themselves their representatives to said LDCs. The sanggunian concerned shall accredit NGOs.

3) Functions of LDCs

- (1) The provincial, city, and municipal development councils shall:

- a. Formulate long-term, medium-term, and annual socioeconomic development plans and policies;
- b. Formulate medium-term and annual public investment programs;
- c. Evaluate and prioritize socioeconomic development programs and projects;
- d. Formulate local investment incentives to promote the inflow and direction of private investment capital;
- e. Coordinate, monitor, and evaluate the implementation of development programs and projects; and
- f. Perform such other functions as may be provided by law or competent authority.

(2) The barangay development council shall:

- a. Mobilize people's participation in local development efforts;
- b. Prepare barangay development plans based on local requirements;
- c. Monitor and evaluate the implementation of national or local programs and projects; and
- d. Perform such other functions as may be provided by law or competent authority.

4) Meetings

The LDCs shall meet at least once every six (6) months or as often as may be necessary.

1.2.2 Executive Committee

The provincial, city, municipal, or barangay development council shall, by resolution and within three (3) months from the date of reorganization of the LDC, create an executive committee to represent and act in behalf of the LDC when the latter is not in session.

1) Composition

- a. The executive committee of the provincial development council shall be composed of the governor as chairman, the representative of the component city and municipal mayors to be chosen from among themselves, the chairman of the committee on appropriations of the sangguniang panlalawigan, the president of the provincial liga ng mga barangay, and a representative of NGOs that are represented in the LDC, as members.
- b. The executive committee of the city or municipal development council shall be composed of the mayor as chairman, the chairman of the committee on appropriations of the Sangguniang Panlungsod or Sangguniang Bayan, the president of the city or municipal liga ng mga barangay, and a representative of NGOs that are represented in the LDC, as members.
- c. The executive committee of the barangay development council shall be composed of the punong barangay as chairman, a representative of the sangguniang barangay to be chosen from among its members, and a representative of NGOs that are represented in the LDC, as members.

2) Powers and Functions.

- a. Ensure that the decisions of the LDC are faithfully carried out and implemented;
- b. Act on matters that need immediate attention and action of the LDC;
- c. Formulate policies, plans, and programs based on the objectives and priorities set by the LDC; and
- d. Take final action on matters that may be authorized by the LDC except the approval of local development plans and annual investment plans.

- 3) Meetings.** The executive committee shall hold its meetings at least once a month. Special meetings may be called by the chairman or by a majority of its members.

1.2.3 Sectoral and Functional Committees

1) Organization

The LDCs may form sectoral or functional committees to assist them in the performance of their functions. Each member of the LDC shall, as far as practicable, participate in at least one sectoral or functional committee. Also, it is highly desirable for each Sanggunian member to select at least

one sectoral committee to join in and act as the champion or sponsor of that sector's programs and projects in the legislative council.

2) Functions

To ensure policy coordination and uniformity in operational directions, the sectoral and functional committees shall directly establish linkages with NGAs and such sectoral or functional committees organized by the government for development, investment and consultative purposes. Consistent with national policies and standards, the sectoral or functional committees shall:

- a. Provide the LDC with data and information essential to the formulation of plans, programs, and activities;
- b. Define sectoral or functional objectives, set targets, and identify programs, projects, and activities for the particular sector or function;
- c. Collate and analyze information and statistics and conduct related studies;
- d. Conduct public hearings on vital issues affecting the sector or function;
- e. Coordinate planning, programming, and implementation of programs, projects, and activities within each sector;
- f. Monitor and evaluate programs and projects; and
- g. Perform such other functions as may be assigned by the LDC.

1.2.4 Secretariat

There shall be constituted for each LDC a secretariat responsible for providing technical and administrative support, documenting proceedings, preparing reports; and providing such other assistance as may be required by the LDC. The LDC may avail of the services of any NGO or educational or research institution for this purpose.

The secretariat of the provincial, city, and municipal development councils shall be headed by their respective local planning and development coordinators.

The secretariat of the barangay development council shall be headed by the barangay secretary who shall be assisted by the city or municipal planning and development coordinator concerned.

1.2.5 The Local Planning and Development Office

1) Organization

An organizational structure of the LPDO that is responsive to the multifarious tasks assigned to it has the following salient features:

- a. The Local Planning and Development Coordinator (LPDC) may be aided by a deputy coordinator who shall coordinate the activities of the three functional divisions to allow the LPDC to attend to external matters and inter-departmental linkages.
- b. There will be two staff support services: administrative support and public information. The administrative support staff shall serve as the core staff in providing secretariat services to the Local Development Council, in addition to its support function to the LPDO. The public information and advocacy service is a new but necessary function of the LPDO to educate the public on planning issues and concepts and thus enable the public to participate intelligently in efforts to resolve those issues.
- c. The functional divisions respond to the mandated functions of the office. The divisions are further supported by sections or services that reflect the subjects or areas of responsibility of each functional division.

In the case of large and high-income cities that can afford to hire adequate number of personnel in their local planning offices, a suggested structure of the Local Planning and Development Coordinator's Office that combines functional and sectoral concerns is given below. (See Figure 1.2)

2) Functions

- a. Formulate integrated economic, social, physical, and other development plans and policies;
- b. Conduct continuing studies, research, and training programs;
- c. Integrate and coordinate all sectoral plans and studies;
- d. Monitor and evaluate the implementation of the different development programs, projects, and activities;
- e. Prepare comprehensive development plans and other development planning documents;

- f. Analyze the income and expenditure patterns, and formulate and recommend fiscal plans and policies;
- g. Promote people participation in development planning; and
- h. Exercise supervision and control over the secretariat of the LDC.

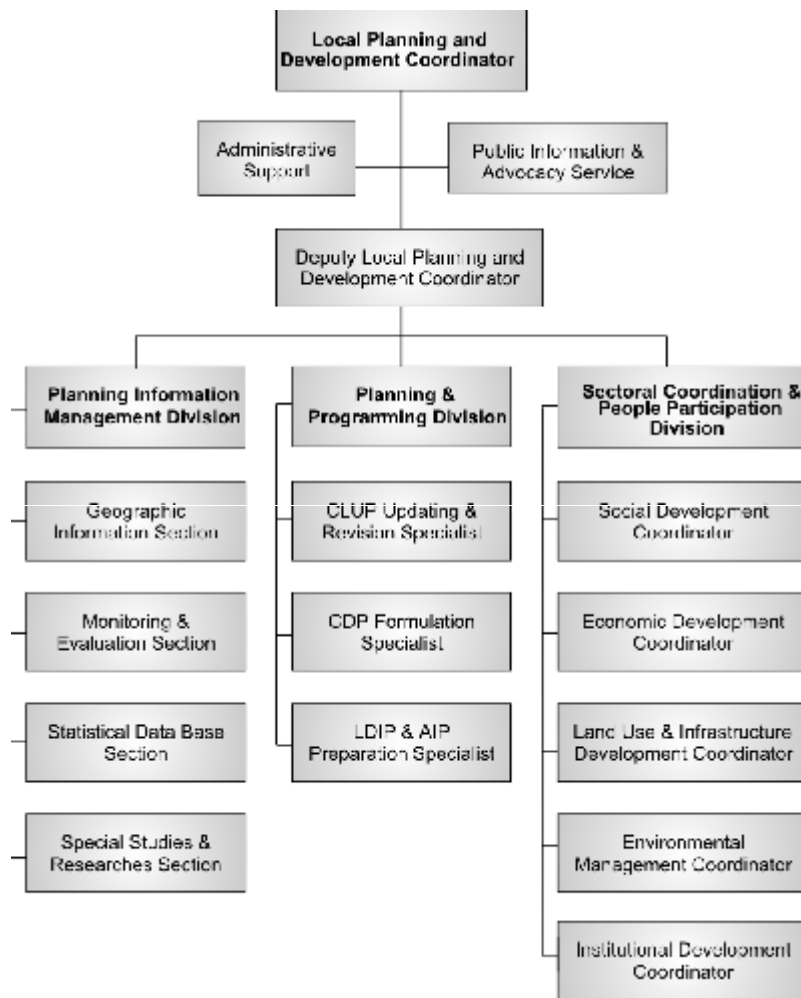


Figure 1.2 FULL-BLOWN ORGANIZATIONAL STRUCTURE OF THE LOCAL PLANNING AND DEVELOPMENT OFFICE

3) Grouping of Functions

The functions of the LPDO may be grouped into the following subjects corresponding to the major subdivisions of the planning process:

- (1) *Information management.* This combines functions *b* and *d*. It involves generation, processing, storage and retrieval of sectoral planning information. Through the conduct of continuing studies and researches by the sectoral committees the LPDO builds up new information for planning and programming. In addition, feedback information collected through monitoring and evaluation of the impacts of program and project implementation as well as the effects of development regulation constitutes a major component of the planning database. Under this function falls the task of building up and maintaining the Local Development Indicators system.
- (2) *Comprehensive and multi-sectoral planning.* This function puts together functions *a*, *c* and *e*. It involves preparation, update or revision of the comprehensive land use plan and the comprehensive development plan.
- (3) *Investment programming.* This combines functions *c* and *f*. This involves culling out programs and projects from the different sectoral plans of the CDP, which are of local ownership and responsibility to be included in the three-year LDIP and the AIP. This function also involves generating appropriate measures for attracting private investments into the locality (including drafting proposed resolutions and ordinances when necessary) for the local sanggunian to enact.
- (4) *Public participation promotion.* Listed as function *g*, this requires of the LPDO effective skills in organizing and coordinating public consultations, seminars, workshops and other modes of involving the different sectors of society in all stages of the planning process.
- (5) *Secretariat services to the LDC.* This is function *h* and it involves keeping minutes and records, setting agenda and related matters pertaining to the activities of the Local Development Council.

Except for function *e* above, the other functions of the LPDO are covered by the functions of the Sectoral Committees within the LDC. It is obvious that the LPDO needs to align its internal organizational set-up. In terms of staff capabilities, two generic abilities must be developed by the LPDO staff: 1) familiarity with all aspects and stages of the planning process; and 2) ability to coordinate activities of the different sectoral committees and integrate their outputs.

Most local planning and development offices have inadequate staff with which to organize a planning structure that remotely approximates the full-blown structure described above. But those LGUs that have the capability are strongly encouraged to reorganize their LPDOs accordingly. Others can do it gradually, making use of such stop-gap measures as matrix organization, inter-office secondment of personnel, and the like. It must be understood that the functions listed above are the minimum. Having little resources is not an excuse for not performing those functions.

1.2.6 Non-Government Sector Participation

The Local Government Code explicitly directs LGUs to promote the establishment and operation of people's and non-governmental organizations as active partners in the pursuit of local autonomy (Sec. 34). The Code further encourages LGUs to provide assistance, financial or otherwise, to POs/NGOs that seek to undertake projects that are economic, socially-oriented, environmental, or cultural in character (Sec. 36). Moreover, where the POs/NGOs are able to marshal adequate resources of their own, LGUs are enjoined to enter into joint ventures and similar cooperative arrangements with them. Such joint undertakings may be for the delivery of basic services, capability building and livelihood projects. These joint ventures may also include the development of local enterprises designed to improve productivity and incomes, diversify agriculture, spur rural industrialization, promote ecological balance, and promote the economic and social well-being of the people. (Sec. 35).

Probably the most ample avenue for NGO/PO participation in local planning and development is the allocation to non-governmental organizations of one-fourth of the total membership of the Local Development Council. Entry, however, is not open to all POs/NGOs. They have to go through an accreditation procedure. Those that gain accreditation get to enjoy access to other local special bodies like the local bids and awards committee, the local health board, and selected functional and sectoral committees.

Those that are not favored with formal membership in the LDC however, do still have opportunities for participation, that is, through the sectoral committees. By actively participating in sectoral planning and programming activities, POs/NGOs may in fact equalize representation with the government sector and to that extent influence public policies.