

**HUMANIZING SOCIALIZED RESETTLEMENT  
HOUSING PROGRAMS:  
A CHALLENGE TOWARDS SUSTAINABILITY  
PRACTICES IN URBAN AND RURAL COMMUNITIES**

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Submitted by:

**Stephanie N. Gilles**

**College of Architecture**

**University of the Philippines**

*Stephanie Gilles is currently a graduate student taking Masters in Urban Design and is a teaching associate at the College of Architecture of the University of the Philippines Diliman Campus. She is the Principal Architect of SNG Design Enterprise and is an active member of the United Architects of the Philippines, the Philippine Green Building Council and the Green Architecture Advocacy of the Philippines. She has presented papers in seminars and conferences in the Philippines and in other countries, e.g., Italy (Rome), Japan (Tokyo and Kitakyushu) and China (Beijing). Her email address is: [stephanie.gilles529@gmail.com](mailto:stephanie.gilles529@gmail.com). She has a Linked-In and Facebook account as well.*

## ABSTRACT

There is an urgency to address the needs brought about by urbanization: rapid growth of the city driven by high population growth and an influx of rural migrants attracted by the economic opportunities available in metropolitan cities, Metro Manila being a case in point, whose urban poor have increased considerably in the last few decades starting from the 1960s due to the deficiency of job opportunities in the rural areas. Out of the Philippines' 1.4 million informal settler families, Metro Manila has a large 51% share of them: they settle by the riverbanks, along the walls of Manila Bay, under bridges, in parks and along railroad tracks. At least 85,000 families live here informally due to the pull of the city and poverty in their hometown. Many have organized themselves into slums that have withstood pressures from the city hall and rightful landowners, in many cases constituting a strong political will.

In the absence of secure shelter, a large proportion of these migrants have embarked along the Pasig River which acted as a magnet due to its physical assets, e.g. livelihood, affordable settlement and transport, as it traverses the major cities of Metro Manila. Various attempts have been made at relocating these slum dwellers, at times becoming an abrupt extraction from the riverbanks, without proper transition, adaptation or integration of the urban renewal programs to serve the human needs of these informal settlers.

Through case studies from housing community program models, an assessment is made of the quality of life that specific relocation sites provide, measured in terms of space allocation and provision of amenities vis-à-vis the minimum standards set by the National Building Code and assessing its appropriateness. Results of studies done by the Asian Development Bank on the integration of these resettlers into their host communities and LGU participatory management with public-private partnerships are reflected. Further, an analysis is drawn of the effectiveness of these resettlement housing programs in the hope of having better living conditions, identifying the problem areas and bringing out the best practices in this regard.

Background data through desk research are taken from pertinent websites. Excerpts from the UN Habitat Agenda and Millennium Goals serve as the backdrop for the intent to “humanize” these housing programs, with focus on sustainability measures and “harmonious urbanization” principles. Interviews with key persons directly involved in the resettlement housing issue (from the National Housing Authority and the Pasig River Rehabilitation Commission), focused group discussions with the heads or representatives of the informal settler groups were conducted as well as ocular inspection and in-depth study of a rural resettlement site as well as in-city urban resettlement communities in Manila.

**It is a challenge to architects and urban planners to provide their services to humanize socialized housing with a view towards encouraging participatory management in the relocation sites, respecting the rights of each family as the basic structure of society by considering the socio-cultural and economic factors which go into their lifestyle, thereby implementing effective measures of sustainability and fostering growth towards harmonious urbanization.**

*Keywords: Pasig River resettlement, humanizing socialized housing*

# OUTLINE OF THE PAPER

## 0.0 Introduction

## 1.0 Statement of the Problem: Informal Dwellers

## 2.0 Scope of the Paper

## 3.0 Delimitations of the Study

## 4.0 Research Methodology: desk research, mapping inventory, interviews, focused group discussion

## 5.0 Elucidation of Terms: man, humanize, human vs. inhuman, house vs. home

## 6.0 Review of Related Literature in the Global Setting

### 6.1. United Nations Habitat Agenda

### 6.2. United Nations Millenium Declarative

### 6.3. UN Habitat – World Forum 4: Harmonious Urbanization

## 7.0 Backgrounder:

### 7.1. Housing Situation in Manila: An Overview

### 7.2. Government Agencies Involved in Housing Programs/ Key Shelter Agencies: HUDCC (Housing and Urban Coordinating Council) & NHA (National Housing Authority)

### 7.3. Laws and Regulations on Resettlement Housing

### 7.4. Space allocation per dwelling unit/ per individual based on average size of family according to the National Building Code of the Philippines

#### 7.4.1. Medium-rise socialized housing buildings/ walk-ups/ condominium units

#### 7.4.2. Single Detached Units

#### 7.4.3. Sanitary systems

#### 7.4.4. Circulation space (stairs/ fire exits, width of hallways and corridors, open areas)

## 8.0 Addressing the Problems on Resettlement Housing Issues

### 8.1. Dilemmas facing the planners of Resettlement

### 8.2. Factors Contributing to Failure in Relocation

## 9.0 Case Studies on Informal Settlers

### 9.1. Rehabilitating and Revitalizing the Pasig River

#### 9.1.1. Problems on Illegal Settlers

#### 9.1.2. Infrastructure Development Projects: Environmental Preservation & Urban Renewal Areas

#### 9.1.3. Location of identified Urban Renewal Areas and Relocation Sites

#### 9.1.4. Efforts at Achieving Sustainable Resettlement

#### 9.1.5. Integration into the Community and Turn-over to the LGUs

### 9.2. Study on a sustainable community relocation site: Bayanijuan at Calauan, Laguna

#### 9.2.1. Backgrounder

#### 9.2.2. Various contributions from government and private sectors

#### 9.2.3. Social Component of the Community Development Project

### 9.3. Study on Gawad Kalinga relocation projects

#### 9.3.1. Backgrounder/ History

#### 9.3.2. GK Villages and GK Estates

#### 9.3.3. Case Study of a GK Village in Manila

#### 9.3.4. Social Development Component

#### 9.3.5. Sustainability Factors

### 9.4. Efforts at Achieving Sustainable Resettlement

## 10.0 Proposed Solutions based on Best Practices/ Positive Experiences

### 10.1. Measures to assure sustainability

#### 10.1.1. Integration into the relocated community

#### 10.1.2. Adequate provision of livelihood opportunities

#### 10.1.3. Proper education & training: values formation

#### 10.1.4. Encouraging community participation

## 11.0 Challenges in Humanizing Resettlement Housing

### Recommendations for Smoother Relocation Processes in the Future

## 12.0 Appendix: Socio-Demographic Profile of Bayanijuan sa Calauan, Laguna

## 13.0 Bibliography/ References

# HUMANIZING SOCIALIZED RESETTLEMENT HOUSING PROGRAMS: A CHALLENGE TOWARDS SUSTAINABILITY PRACTICES IN URBAN & RURAL COMMUNITIES

## INTRODUCTION

There is an urgency to address the needs brought about by urbanization: rapid growth of the city driven by high population growth and an influx of rural migrants attracted by the economic opportunities available in metropolitan cities, Metro Manila being a case in point.

HARMONIOUS URBANIZATION refers to the development of a city that preserves intangible assets, cultural life, inter-generational relationships & different forms of societal relations and resources.

A society cannot claim to be harmonious if large sectors of its residents are deprived of basic needs while other sectors wallow in opulence, if some groups possess all the resources while others remain impoverished and marginalized.

*"Material means are a necessary condition for human existence and "humanization". Used in the right way, they help make people's lives truly human... There is in nature and in the world, a kind of readiness to put itself at our disposal: to serve human needs, to welcome within it the scale of human ends, to enter in some way into human dimension and participate in human existence in the world." - Pope John Paul II (Karol Wojtyła)*

*"Shelter is a basic and indispensable need for society to be productive and stable. The provision of adequate shelter will enhance and support national economic and social development. Housing serves as a catalyst for overall economic activity."*

**Hon. Corazon C. Aquino**  
(former President of the Philippines)

Studies suggest that improving the lives of slum dwellers is both socially and economically beneficial in the long run and can go a long way in making cities more productive.

Decent shelter is a direct or indirect contributing factor to the promotion of the social well-being of the individual. Consequentially, a humanized housing project is an important component of the economic progress of the Filipino people.

## 1.0 STATEMENT OF THE PROBLEM

Metro Manila's urban poor have increased considerably in the last few decades starting from the 1960s due to the deficiency of job opportunities in the rural areas.

In the Philippines, there are 1.4 million informal settler families, and Metro Manila has a large 51% share of these informal settlers. The squatters, and there are thousands in Metro Manila, have frustrated much of the MMDA's (Metro Manila Development Authority) goals. They are found all over the place: by the riverbanks, along the walls of Manila Bay, under and over bridges, in public parks and along railroad tracks.



Photos taken from various slum communities around Metro Manila, mostly along Pasig River tributaries or esteros.

Many have organized themselves into slums that have withstood pressures from either the city or municipal halls and the rightful landowners. The more durable slums have survived for many decades in the 17 towns and cities. At least 85,000 squatter families have congregated in the greater Manila area due to the pull of the city, poverty in the hometown, the government's failure to develop the regions and its hollow policy on land and home ownership. Politicians have tolerated slums because the squatters constitute a big voting precinct. In summary, despite government efforts to relocate them, at times by forceful means of demolition and abrupt eviction, these informal settlers have in the process gained a strong political will and have learned to defend themselves of their inviolable right to shelter and housing.

Various attempts have been made at relocating these slum dwellers. However, about 30 to 40% of the resettlers returned from their tenement houses back to their place of origin. In the long term, the percentage increased even up to 80% in the 1990s due to few job opportunities & their other needs are not met at these relocation sites.

Resettlement housing of these informal dwellers have had a tendency in the past to be an abrupt extraction from the riverbanks, without proper transition and adaptation of the urban renewal programs to serve the human needs of these informal settlers.

## 2.0 SCOPE OF THE PAPER

This paper hopes to tackle the issue of resettlement housing both from the macro as well as micro-analytical viewpoint by providing:

- A backgrounder on the housing situation in the Philippines and in Metro Manila
- Information on the system of housing agencies (government & NGOs)
- A case study on the informal dwellers at various relocation sites and analysis of the problems surrounding these resettlers

The focus of the study is on the qualitative and intangible aspects of humanizing housing. We shall try to enumerate the proposed alternatives to make these resettlement housing programs more viable and suited to the different social and living conditions of the relocatees, recommending measures to be taken to ensure a smooth relocation process in the future.

## 3.0 DELIMITATIONS OF THE STUDY

This study does not purport to be an exhaustive introspection into demography or urban planning, nor into the detailed economic or financial aspects of the housing programs, but it gives an overview of the financing schemes available to encourage mutual cooperation and development between the government, the private sector and the informal settlers.

It will be limited to the housing situation in Metro Manila and these relocatees whether in-city or out-of-town who have been beneficiaries of the resettlement housing programs spearheaded both by the LGUs and the NGOs.

## 4.0 RESEARCH METHODOLOGY

Majority of the data is taken from desk research and mapping inventory from pertinent websites.

Excerpts from the UN Habitat Agenda, the UN Millennium Goals, as well as the World Urban Forum 4 (held in November 2008 at Nanjing, China) will serve as backgrounder and rationale for the intent to “humanize” and “harmonize” these housing programs.

Interviews with key persons directly involved in the resettlement housing issue (from the National Housing Authority and the Pasig River Rehabilitation Commission), as well as focused group discussions with the heads or representatives of the informal settlers groups were conducted to complete the study. An ocular inspection and in-depth study was also conducted in the Bayanijuan at Southville 7 (ABS-CBN Relocation Project in Calauan, Laguna), as well as a Gawad Kalinga site in Manila.

An assessment is made of the quality of life that the relocation sites provide, also measured in terms of space allocation and provision of amenities, looking into the minimum standards set by the National Building Code and assessing its appropriateness. Results of studies done by the Asian Development Bank are reflected. Further, an analysis is drawn of the resettlement housing problems experienced by the Filipinos who are relocated from their slum dwelling units in the hope of having better living conditions, and to find out if these programs are effective.

Should they be ineffective, the next step is to examine the causes and the factors that contribute to their dissatisfaction in the hope of proposing alternatives to humanize certain aspects of both the socialized and the individual resettlement housing programs.

## 5.0 ELUCIDATION OF TERMS

**Condominium (Residential)** - a high-rise building where the housing units are owned individually but the land, other spaces and facilities are owned in common.

**Dwelling Unit** - one or more habitable rooms which are occupied or which are intended or designated to be occupied by one family with facilities for living, sleeping, cooking and eating.

**House vs. Home** - “having” vs. “belonging”. House pertains to the physical residential building or shelter, whereas home is a biological institution where a family is sheltered in privacy, safe from unknown threats and where the indispensable human functions of reproduction, nourishment and rest take place.

**Household** - a social unit consisting of a person living alone or a group of persons who: a) sleep in the same housing unit; and b) have a common arrangement for the preparation and consumption of food.

**Household Size** - number of usual members in a private household.

**Housing Unit** - a structurally separate and independent place of abode constructed, converted or arranged for habitation by one household. For purposes of the Census on Population and Housing, structures or parts of structures not intended for habitation such as commercial, industrial, and agricultural buildings, or natural and man-made shelters such as caves, boats, abandoned trucks, culverts, etc., but used as living quarters by households are also considered as housing units

**Humane vs. “inhumane”** housing units - based on objective parameters, e.g. livability, minimum of comfort to foster growth & peace within the family, presence of basic facilities & amenities

**Humanize** - to respond to the needs of both body & soul (matter & form), preserving both tangible & intangible assets and creating social spaces to enhance interpersonal relations and human development. *There cannot be holistic development and universal common good unless people's spiritual and moral welfare is taken into account, considered in their totality as body and soul.*<sup>1</sup>

**Informal Dwellers/ Settlers** – a term used to describe squatters, those who live in dwellings or occupy land that they are not legally entitled to reside in.

**Migrant** - a person who moves from one geographical unit to another, generally involving a change of residence from the place of origin or departure to the place of destination or arrival.

**Migration** - movement from one place of abode to another (especially from one region or country to another) usually with the intention to settle

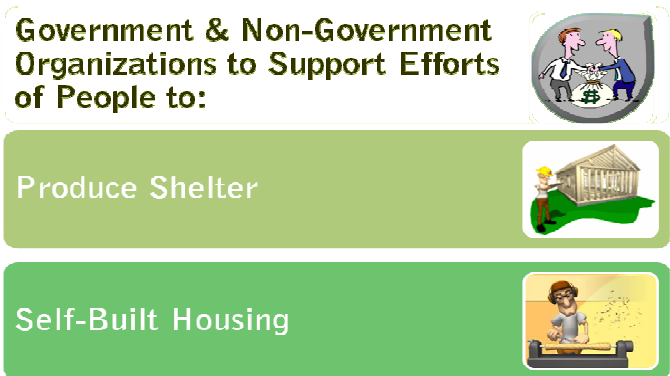
**Population Density** - the average number of inhabitants/persons per square kilometer of land area. It aims to describe to a certain extent the congestion within a given land area.

**Philosophical anthropology:** study of MAN as composed of BODY (matter: corporeality) and SOUL (form: principle of life)

6.0 REVIEW OF RELATED LITERATURE

6.1 United Nations Habitat Agenda

Habitat Agenda Goals & Principles, Commitments and the Global Plan of Action for Housing



6.2 United Nations Millennium Declarative

Three (3) of the 8 Goals in the U.N. Millennium Summit in September 2000 directly & indirectly related to Housing



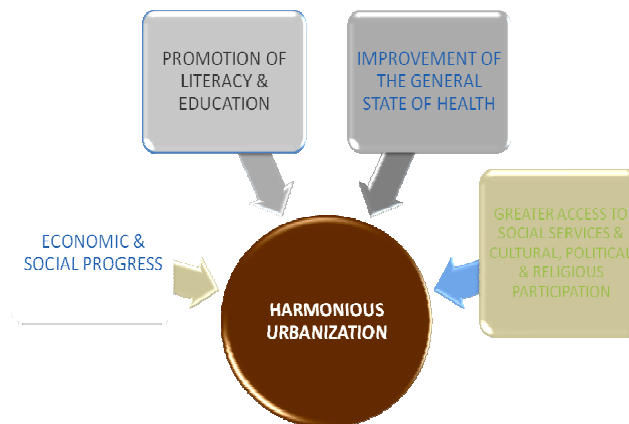
<sup>1</sup> *Caritas in Veritate*, no. 76, Encyclical Letter of Pope Benedict XVI, Libreria Editrice Vaticana, 2009.

### 6.3 UN HABITAT – WORLD FORUM 4: Harmonious Urbanization

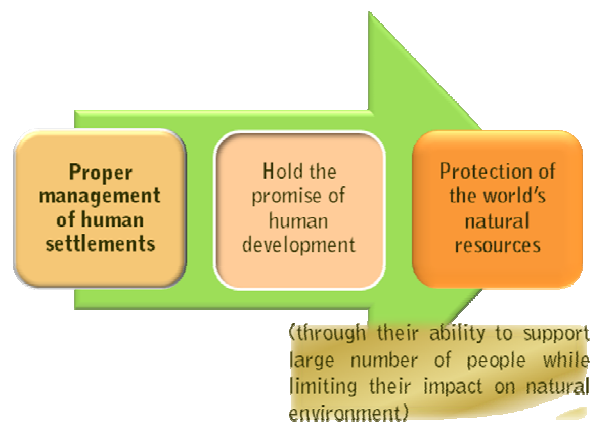
Important features of a successful urban future



Harmonious Urbanization is associated with:



Cities and towns have been engines of growth and incubators of civilization



#### EFFECTS OF URBANIZATION

##### POSITIVE EFFECTS:

1. National development & economic growth
2. Driving national economies by creating wealth, enhancing social development and providing employment

##### NEGATIVE EFFECTS:

1. Results in not well planned or well-governed cities
2. Cities become exclusive rather than inclusive
3. Contribution to economic & social development is lost when these cities generate extreme inequalities
4. Cities become repository of society's ills, a breeding ground for poverty, exclusion, environmental degradation, crime and social unrest



*In development programmes, the principle of the centrality of the human person, as the subject primarily responsible for development, must be preserved. The principal concern must be to improve the actual living conditions of the people in a given region, thus enabling them to carry out those duties which their poverty does not presently allow them to fulfil. Social concern must never be an abstract attitude. Development programmes, if they are to be adapted to individual situations, need to be flexible; and the people who benefit from them ought to be directly involved in their planning and implementation. The criteria to be applied should aspire towards incremental development in a context of solidarity — with careful monitoring of results — inasmuch as there are no universally valid solutions. Much depends on the way programmes are managed in practice. “The peoples themselves have the prime responsibility to work for their own development. But they will not bring this about in isolation.”<sup>2</sup>*

7.0 BACKGROUNDER

7.1 Housing Situation In Manila: An Overview

- Total Land Area of 30,000 sq.kms
- Population of 76.5 Million (2000)
- GDP of 5.2% (1997), 6.4% (2004), 7% (2007)
- Three Metropolitan Cities: Metro Manila, Cebu & Davao City

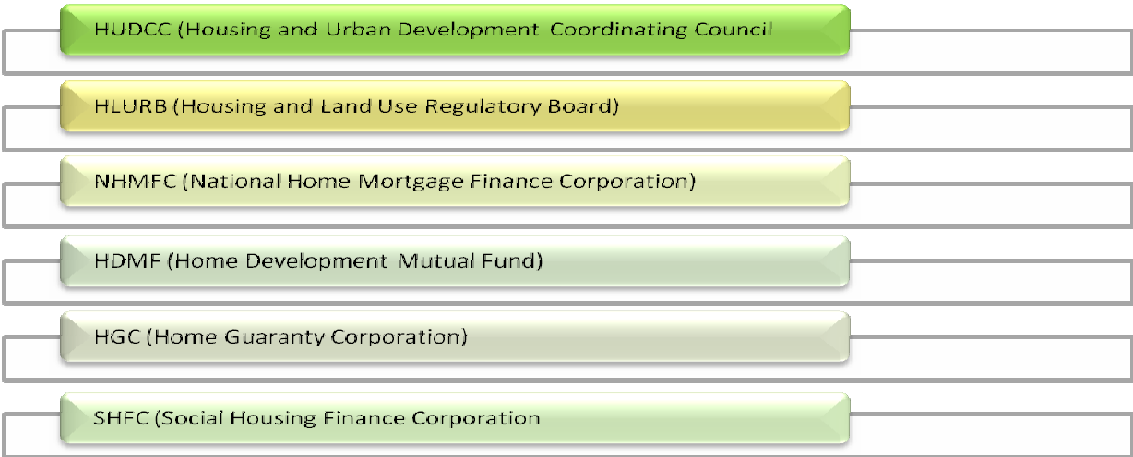
METRO MANILA: consists of 5 cities & 13 municipalities

- Population of 10.5 Million in 2004 (14% of national population)
- Phil. Demand for housing = 3.76 million up to the year 2010
- 1.4 M informal settler families
- Metro Manila has a large 51% share of informal settlers
- Estimated 85,000 informal settler families living in Metro Manila



7.2 Government Agencies Involved In Housing Programs/ Key Shelter Agencies:

HUDCC (Housing And Urban Coordinating Council) & NHA (National Housing Authority)



KEY SHELTER AGENCIES

[HUDCC \(Housing and Urban Development Coordinating Council\)](#)

Highest policy making and coordinative body on housing and urban development mandated to serve as the lead agency to assist the President in formulating the national objectives, policies and strategies for housing and urban development

[HLURB \(Housing and Land Use Regulatory Board\)](#)

Enhances rational land use and housing and real estate delivery through policy development, planning and regulation

<sup>2</sup> *Populorum Progressio*, no. 77, Pope Paul VI’s Encyclical Letter, Vatican Press.



#### NHMF (National Home Mortgage Finance Corporation)

Develops and provides secondary mortgage market

#### HDMF (Home Development Mutual Fund)

Created primarily to address two of the nation's basic concerns: generation of savings and provision of shelter for the workers

#### HGC (Home Guaranty Corporation)

Created to operate credit insurance and mortgage guaranty system by assisting private developers undertake low and middle-income mass housing production; operating mortgage insurance program and insuring mortgages and loans

#### SHFC (Social Housing Finance Corporation)

Administers the Community Mortgage Program

### **NATIONAL HOUSING AUTHORITY**

- A government owned and controlled corporation under the administrative supervision of the Housing and Urban Development Coordinating Council (HUDCC) and classified under the Infrastructure Utilities Group
- Tasked to develop and implement a comprehensive and integrated housing program which shall embrace:
  - Housing development and resettlement
  - Sources and Schemes of Financing
  - Delineation of Government and Private Sector Participation under EO 90 dated 17 December 1986
- Mandated as the sole national government agency to engage in shelter production focusing on the housing needs of the lowest 30% of the urban population.

### **NHA's Programs**

- Resettlement and Slum Upgrading
- Community-based Housing Program (CBHP)
- Core Housing

#### **Resettlement and Slum Upgrading**

This involves acquisition and development of large tracts of raw land to generate service lots or core housing units for families displaced from sites earmarked for government infrastructure projects and/or occupying danger areas such as waterways, esteros and railroad tracks.

#### **Resettlement Assistance Program for Local Government Units.**

- NHA assists in the development of resettlement sites by LGUs under its Resettlement Assistance Program
- Implemented as joint undertaking between the LGU and NHA.
- The LGU's primary contribution is land while the NHA provides funds
- LGUs recover project cost from beneficiaries and utilize proceeds for project maintenance or to acquire and/or develop new resettlement sites.

#### **Medium-Rise Housing**

- An -in-city housing alternative that entails construction of three to five-storey buildings
  - implemented by NHA, utilizing allocation under R.A. 7835
  - Units are available under lease arrangement
- Medium-rise Private Housing Program is implemented directly or joint venture with other government and/or private sector
- Tenure is on ownership basis

RESETTLEMENT PROGRAMS

Community-based Housing Program (CBHP)

Tenurial Assistance

- Community resources are mobiized for land tenure issues or site development through
  - Land Tenure Assistance Program (LTAP)
    - NHA extends assistance to community associations for acquisition of land or intend to be resettled
  - Community Mortgage Program (CMP)
  - Community Land Acquisition Support Program (CLASP)
- NHA acts as conduit between community associations. cooperatives and financing institutions: NHMFC, HDMF and other government or non-government institutions

7.3 LAWS AND REGULATIONS ON RESETTLEMENT HOUSING

(Sec. 9 & 10 of the 1986 Philippine Constitution)

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.

*“Urban or rural poor dwellers shall not be evicted nor their dwellings demolished, except in accordance with law and in a just and humane manner.”*

*“No resettlement of urban or rural dwellers shall be undertaken without adequate consultation with them and the communities where they are to be relocated.”*

7.4 Space Allocation Per Dwelling Unit According To The National Building Code

Standards indicated in the National Building Code of the Philippines (NBC)		
SPACE/ TYPE	ALLOCATION (Minimum)	REMARKS
Setbacks	3m on front, 2m at rear & 1m on the sides	
Parking Slots	2.4mx 5m- 2.5m x 5m	Ratio is 1:4 (1 parking slot/ 4 condo units or 1/ 100m <sup>2</sup> living space
Condo Unit Single Detached Unit	12-18m <sup>2</sup> 20-30m <sup>2</sup>	HLURB allows 12m <sup>2</sup> if project/unit is located in highly-urbanized areas Acceptable range of area allocation
Room/ Bathroom	3m x 2m = 6m <sup>2</sup>	
Ceiling Height	2.4m	Artificially-ventilated rooms
	2.7m	Naturally ventilated rooms
	2.7m (1 <sup>st</sup> floor) 2.4m (succeeding floors)	For more than 1-storey units; minimum height is 2.1 m
Veranda/Railing Ht.	0.9m	
Fire Exit		Should be vacuum or smoke-proof

Open Spaces / Amenities

- These shall include courts, yards, setbacks, light wells, uncovered driveways, access roads, parking spaces, buffer strips, parks and playgrounds
- Shall also be allocated for basic utilities and community facilities. Parks and Playground (exclusive of easements, access roads, driveways, parking space) shall be required for projects with ten or more condominium units except when the condominium is part of the subdivision project or
- Developers must increase the allocation of open spaces up to even more than fifty percent of the common lot area
- a public park / playground or when other recreational facilities are located not more than 800 meters away
- The minimum area for a single park/playground shall be 50 square meters.
- Increments of 3 square meters for every additional family dwelling in excess of 10 units shall be added.
- **Space allocation/ dwelling/ individual based on average size family according to the NBC**



Single Detached Units: 20-30sqm      Medium-rise/ Condominium units: 12-18sqm

**Comparative Study on the Low Cost Housing Situation in Sri Lanka**

**Recommendations for Formulation of Acceptable Building Regulations for Urban Poor: Proposal for Change and Improvement**

*(Taken from the research analysis conducted by Chirath Wasala, Assistant Manager of Planning from the Ministry of Urban Development and Sacred Area Development)*

Much like the Philippine housing situation of the urban poor, where Manila shares 51% of the informal settler population of the country, an enumeration survey conducted in Sri Lanka in 2000 reveals that 51% of the residential population in the city of Colombo lives in extreme housing conditions, which in the traditional terminology are known as slums and shanties. Shanties are temporary structures while slums are built in permanent nature.

Many of these settlements are lacking basic amenities. Occupants are sharing basic services specially water supply and sanitation. Due to irregularity and high density environment ill-light and ill-ventilation are common features in these settlements. Lack of drainage and garbage disposal system helps to create a hazardous environment within the settlement.

Sri Lanka has been practising housing strategies over the decades to upgrade the living standards of urban poor. Site and services and upgrading are common among the strategies. 100,000 Houses Programme, Million Houses Programme and 1.5million Houses Programme are the examples of macro level interventions of the state to resolve the housing problem in Sri Lanka. But the impact of these programmes to find a lasting solution to the urban housing problem is marginal.

There might be a need to introduce modifications and appropriate rules/ regulations for high density affordable housing for low-income population to ensure the qualitative and sustainable development in Sri Lanka. The most realistic action would be to accommodate the adjusted building regulations maximally by creating flexibility and adequate spaces for beneficiaries.

**Floor area of a housing unit**

- Average floor area of a shanty is 250sq.ft (23.23sqm). Many of the slums are arranged as back to back rows, built in the colonial era in the average floor area of 300sq.ft. (27.87sqm) each.

**It is appropriate both the technical and economical terms to accept 400sq.ft. (37.16m2) as the minimum floor area requirement for urban poor as it creates win-win situation**

- In the case study 76.5% are having below 300sq.ft. (27.87sqm) units.
- According to the UDA regulations, min. floor area of 500sq.ft. (46.45sqm) per unit is a costly solution. Based on the case study results, it is recommended that the minimum area be reduced to 400sq.ft (37.16sqm)

- Comparing UDA regulations of Sri Lanka with our National Building Code, our min. floor area per medium-rise housing unit is 12-18m<sup>2</sup> and 20-30sqm for a single detached dwelling unit, whereas the UDA has a minimum of 46.45sqm being recommended to be reduced to 37.16m<sup>2</sup>. Our code specifies an area even smaller to the equivalent in Sri Lanka for a shanty (ave. of 23.23 sqm) and a slum dwelling (ave. of 27.87sqm).

**Housing and Environmental Conditions of the Case Study Area**

Type	Category	No. of Housing Units
Floor Area of the Unit	Below 100 sq. ft. (9.3m <sup>2</sup> )	46
	100 sq. ft. (18.6m <sup>2</sup> )-200 sq. ft.(18.6m <sup>2</sup> )	36
	200 sq. ft. (23.23m <sup>2</sup> )-250 sq. ft.(23.23m <sup>2</sup> )	25
	250 sq. ft. (27.9m <sup>2</sup> )-300 sq. ft.(27.9m <sup>2</sup> )	17
	300 sq. ft. (32.56m <sup>2</sup> )-350 sq. ft.(32.56m <sup>2</sup> )	12
	350 sq. ft. (37.2m <sup>2</sup> )-400 sq. ft.(37.2m <sup>2</sup> )	10
	400 sq. ft. (37.2m <sup>2</sup> )-450 sq. ft.(41.85m <sup>2</sup> )	4
	450 sq. ft. (41.85m <sup>2</sup> )-500 sq. ft.(46.5m <sup>2</sup> )	1
	Above 500 sq. ft. (46.5m <sup>2</sup> )	12
Type	Category	No. of Housing Units
Density	Single-storey unit	141
	Two-storey unit	25
No. of rooms In the unit	No room/s	110
	One room	41
	Two rooms	12
	Three rooms	03
Housing Condition	No. of Shanty units	94
	No. of slums	72
Access to Infrastructure	No. of units access to individual toilets	81
	No. of units access to common toilets	85
	No. of units with access to individual water supply	87
	No. of units without access to common water supply	79
	No. of units having electricity	124
	No. of units without electricity	42
Vehicle Ownership	Motor bicycles	32
	Three-wheel vehicles	19
	Four-wheel vehicles	03

(Source: Enumeration Survey conducted by the Real Estate Exchange Ltd (REEL) of Sri Lanka, 2009)

## 8.0 ADDRESSING THE PROBLEMS OF RESETTLEMENT HOUSING ISSUES

### 8.1 Dilemmas facing the planners of resettlement

It must be realized that no matter how ambitious resettlement schemes are, they must be regarded as only temporary solutions. A case in point: The squatter settlement of 11,000 people was demolished in Intramuros and relocated to Sapang Palay where they were left to build their own shacks again due to poorly-organized transition. The area they left was intended to restore the ancient Spanish walls, to repave its streets, and to transform the whole of Intramuros into a cultural centre. *The question lies in whether it is national pride and culture or the concern for the poor and respect for their human dignity that takes top priority in the agenda of our government planners.*

While the provision of adequate housing may alleviate some of these grievances, at the most it is only a piecemeal measure which does not solve the more basic problems of unemployment and enlarging the economic base of the city. Indeed, such measures may divert valuable finance into housing which otherwise could have been spent on industrial development which in the end would be more rewarding for the city population. The slums and squatter areas of the Southeast Asian cities are simply symptoms of a wider economic underdevelopment.

**Different studies that have to be done or considered before developing the residential buildings for resettlement:**

- Economic
- Political
- Marketing
- Financial
- Engineering
- Environmental

**Other requirements that should also be studied**

- Taxes
- Building standards
- Legal aspects
- Documentary requirements
- Traffic flow and others

**8.2 Factors Contributing to Failure in Relocation**

1. Social disharmony and unrest – presence of conflict in the relocation sites
2. Social disparity or inequality – unequal opportunities for the new residents
3. Lack of urban, economic, social, environmental, cultural-generational and spatial harmony – very small space allocation for each family, not allowing for expansion
4. Lack of proper transition and integration into the new relocation community
5. Absence of livelihood or employment opportunities within the vicinity of the resettlement site

Some countries have been more successful than others in reducing the number and proportion of these informal dwellers perhaps due to various local ingredients specific to each country but the rate of success usually depends on the political commitment from the top leadership and pro-poor reforms aimed to tackle basic shelter deprivations.

The difficulty that hounds the proponents of the resettlement programs lies in the perception that upgrading the slums has been considered a costly investment that does not yield economic gains in the short term.

*There is an obvious need to listen to and be responsive to the basic needs and requirements of the resettlers in order to achieve success and to attain the objectives set among all the key players in the relocation programs.*

**The solutions proposed by poor people here are more and more the solutions we find in the literature proposed in other countries and by the UN and multi-lateral bodies. The older traditional solutions are now discredited, though our political leaders hold on to them, such as high rise tenements as a major solution to slums**

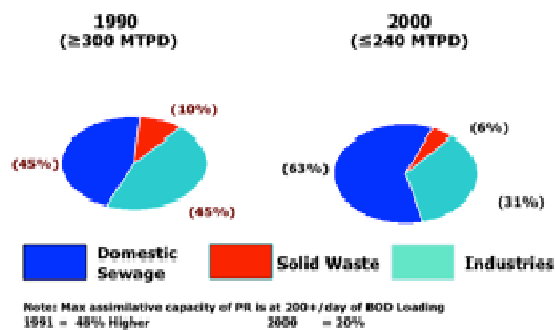
The ultimate solution lies in the overall planning rather than the piecemeal engineering of resettlement schemes.<sup>3</sup>

**9.0 CASE STUDIES ON VARIOUS INFORMAL DWELLERS**

**9.1 Rehabilitating and Revitalizing the Pasig River**



Map Profile of Pasig River



Pollution Sources (as of 2000)

**9.1.1 Problem On Illegal Settlers along the River**

There are around 60,000 families or 300,000 to 350,000 people living along the banks of Pasig River, all of them belonging to what is classified as “illegal or informal settlers” or “squatters”.

They have no access to clean water supply and have to buy or “tap” illegally for their drinking needs. With households having no connection to the main water supply also imply that they have no sanitary or sewer lines to dispose of their domestic waste, with which Pasig River is transformed into a giant sewer. The river and its tributaries are heavily polluted by domestic sewage (60%), industrial waste (35%) and solid waste (5%). There is an estimate that the Pasig Squatters transfer daily approximately 35 tons solid and 150 tons liquid waste into the river.

<sup>3</sup> T.G.McGee, The Southeast Asian City, 1967, pp. 168-170.



### 9.1.2 Infrastructure Development Projects

To revive and bring back Pasig River its dignity and historico-cultural heritage, the program of establishing **Environmental Preservation Areas (EPAs)** along the 10-meter easement of the main river and 3-meter easement of its tributaries (esteros) have been carried out. For the Pasig River Rehabilitation Project that is partially funded by the ADB, the establishment of EPAs along both banks of the river has affected about 10,000 informal households.

There have also been designated **Urban Renewal Areas (URAs)** where the rehabilitation and resettlement housing programs have been implemented for the families living along its riverbanks. But efforts to resettle these “illegal settlers” was not totally successful. In the 1990s, some 30% to 40 % at the beginning of the program and even up to 80% of the relocatees left their tenement houses and returned to the banks of the river due to low work opportunities. About 63% of these are owners/co-owners of affected structures, 23% are tenants and the remaining 14% live without paying any rent.

### 9.1.3 Location of identified Urban Renewal Areas and Relocation Sites

- Joriz Abella (Mandaluyong)
  - Total land area of 2,200 sq. m.
  - Located in Joriz Abella compound in Mabini, J. Rizal St.
  - Has 57 units housed in 3 buildings of 3-storeys height
- Punta, Sta. Ana (Manila), also known as Cardinal Sin Village
  - Total land area of 22,000 sq. m
  - Has 728 housing units
  - Procured under a design and build scheme for housing units and community facilities for the Servian Foundation
- San Miguel (Mandaluyong)
  - Total area of 2,150 sq. m. lot
  - Located at San Miguel St., Plainview, Mandaluyong
  - Has 126 housing units (24.5-27 sq. m.) for qualified applicants

### 9.1.4 Efforts at Achieving Sustainable Resettlement

The resettlement policy in the project is developed with an objective of providing long-term sustainable solution to the problem of informal settlers and in consultation with the affected community. The major thrust of the resettlement policy is to relocate affected households to one of the 5 resettlement sites, which lie within Metro-Manila.

The entitlements for the affected households include:



(i) a fully developed plot of average 30 sq.m. area and completed unit of 20 sq.m. area on cost recovery basis;

(ii) transport assistance for relocation, and for travel to work and schools for eligible household members for one year;

(iii) training in vocational skills, micro-credit facilities for small business development and job placement assistance under the livelihood programs; and

(iv) food assistance for 3 days during relocation.

Additional food assistance is also provided to those undergoing training.

Affected households not willing to opt for relocation to resettlement sites are given:

- (i) 3-days' food assistance,
- (ii) transport assistance to shift their personal belongings out of the province, and
- (iii) one-way ticket to each family member to outside the Luzon Province up to 80 km. from Metro-Manila.

The repayment scheme for allocated developed plot and house includes rent for the first five years to be counted as equity, mortgage with amortization at 9% for the 6-15 year period, and amortization at 16% for the remaining 15-year period (16-30 years). Payment of rent can be deferred for families with very low-income.

### 9.1.5 Integration into Community and Turn-over to LGUs

NGOs are represented in various committees and the project has well defined grievance redress procedures. Affected households are represented in the Housing and Resettlement committee of PRRC. Due to the limitations of land availability, land ownership and affordability, only a few units were made available in the resettlement site/ medium-rise building (MRB) within the city. The MRB was the first to be fully occupied among the five resettlement sites. To prevent re-occupancy of the cleared EPAs, the areas are documented and handed over to the Local Government Units (LGUs) for policing.

*A strong and diligent monitoring system must be enforced to preclude the possibility of “professional squatting”, a phenomenon widespread as an alternative but illegitimate source of income for these housing beneficiaries, who go back to their original squatting location while renting out the new relocation house given to them.*

## 9.2 Study on Bayanijuan sa Southville 7: Sustainable Community in Calauan, Laguna

### 9.2.1 Backgrounder/ History



The 107-hectare property was initially developed in 1998 by the National Housing Authority under the direction of former President Joseph Estrada. The row houses (averaging to 30sqm in floor area) were built as the first phase of a full-blown development of a relocation program geared towards forming a sustainable community.

On May 11, 2009, the “Bayanijuan sa Calauan” Project was launched with the strong collaboration of ABS-CBN Foundation, Inc. (AFI), led by Ms. Gina Lopez (now the PRRC Chairman), to advance the development stages of this relocation project, in support of programs spearheaded by the Kapit Bisig Para Sa Ilog Pasig (KBPIP) movement, in partnership with the DENR and PRRC to achieve a clean river within a span of seven years.

**TARGET:** To relocate 4,000 families currently residing along its riverbanks. NHA had given AFI the authority to manage the Bayanijuan sa Calauan housing project. As of launching date, there were 800 houses ready for occupancy. To date, as of October 2010, there are 5,025 families within the community, including those who were already residing before the project was launched. The average floor area per unit is 20-25sqm.

### 9.2.2 Various government and private sectors have been contributing to the development program:

- Habitat for Humanity Philippines under Ayala Foundation (1,000 houses, together with their own construction technology and machines of patented hollow blocks)
- NHA (800 houses, materials by Globe Asiatique)
- Prince of Bahrain H.H. Salman Al Khalifa (189 houses)
- Presidential Social Fund of former Pres. Gloria Macapagal-Arroyo (108 houses)
- Zonta, Makati (30 houses)
- First Philippine Holdings (Livelihood Center, OML School & Basketball Court)
- DMCI (wet market and 6 concrete bagger mixers)
- Manila Water (water treatment and sanitation system)
- Calauan and Pasig LGUs (elementary and high school, in collaboration with NHA, Polytechnic University of the Philippines and Oscar M. Lopez as benefactors)
- Couples for Christ Foundation for Family and Life (pledged to give values formation and livelihood)
- SM Group – Henry Sy (SM Wellness Center)

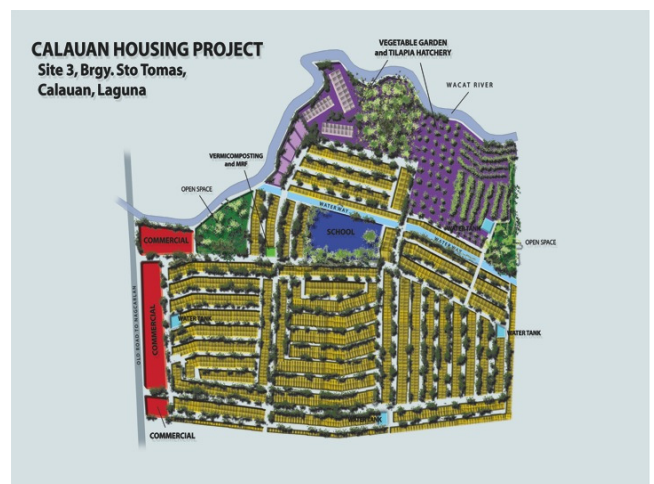
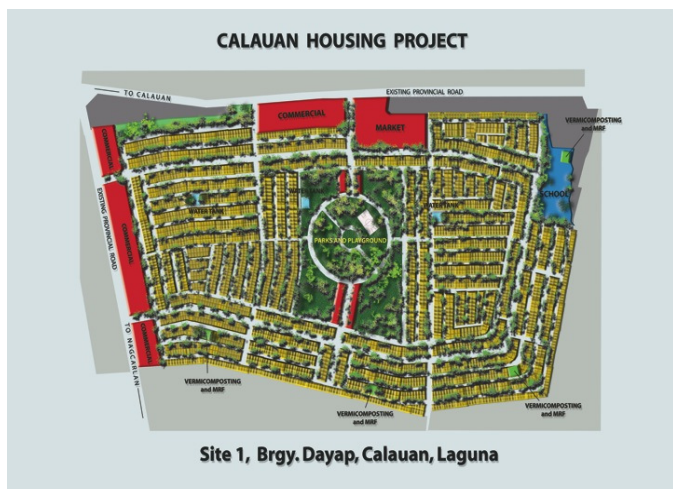
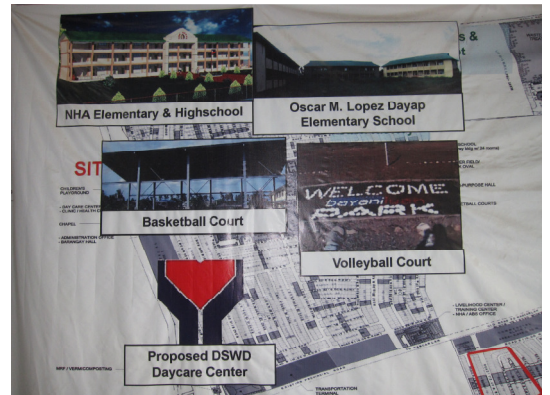




- Materials Recovery Facilities located in each site
- Aboitiz Group of Companies (another livelihood center by Nov. 2010)
- Rockwell Foundation (community church by Nov. 2010)
- Department of Social Welfare and Development (day care center)
- Philippine National Police Security Center

### 9.2.3 Social Component of the Community Development Project

AFI Managing Director and PRRC Chairman Gina Lopez and ABS-CBN President Charo Santos-Concio uphold that Bayanijuan sa Calauan is about showing how the Filipino spirit can be, how we can all work together (in the spirit of *bayanihan*). This project synergizes Bayan Microfinance and other programs --Bantay Bata 163, Bantay Kalikasan, E-Media, and Sagip Kapamilya--into one. It will provide shelter, livelihood, child welfare, environmental initiatives, microfinance and disaster-risk reduction programs to the relocated families.



There are currently 3 sites, although Sites 1 and 3 are those that are more advanced in terms of development. Each site has a community organizer under whom are several block leaders. There is a weekly monitoring system and update held at the Livelihood Community Center wherein reporting of the current status of each component is done by all the key players involved.

A lot of local and international interest has been generated primarily due to the social impact of the project as presented through the media and by the efforts of the Resource Mobilization Manager in close coordination with the AFI Manager.

Livelihood is mostly through sari-sari stores for the housewives, construction workers for the men, school teachers for the women of the community. Some projects which are income-generating (initiated via micro-financing) are being offered in the Livelihood Center, and very soon (by Nov. 2010), another livelihood center will be built by the Aboitiz Group. Nevertheless, the effectiveness of integration into the receiving LGU still remains to be seen. For detailed information on the socio-demographic profile of the community, please refer to the Appendix.

## 9.3 Gawad Kalinga Projects

### 9.3.1 Backgrounder/ History

The Gawad Kalinga (GK) housing program was initiated by the Couples for Christ Movement and eventually spun off on its own under the direction of Tony Meloto, who has been multi-awarded for his vision of social development for the poor and homeless.

The GK Community Infrastructure program (CIP) uses a combination of skilled workers and the labor force of the GK residents in constructing their own house such that there is a sense of ownership, and it is one way for them to build relationships since they also help build their neighbor's house. As they build the bayanihan (being a hero to one another) spirit in the community, this also ensures the sustainability of the homes because the families take great efforts to maintain the beauty of their environment since they all worked on it together.

9.3.2 GK Villages and GK Estates

In support of GK’s vision to end poverty in the Philippines by 2024, CIP is building-up an entire business unit to be able to deliver their commitments to funding partners. Aside from building their traditional GK villages of 30-100 homes in various parts of the country, CIP has also introduced the GK Estates which are larger communities composed of at least 300 houses in one site to achieve scale and better efficiency. Partners who are looking for areas that can construct faster and for a lower price can now choose the Estates and help GK reach more families sooner.

9.3.3 Case Study: GK Relocation Site in Manila

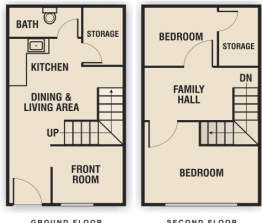
Target is to build 150 homes for families and also provide the funds to operate the Community Center for one year. The funds come mostly from donors. The cost of each unit is \$2,500 (Php 115,000) to provide enough materials to build one home. The cost of \$22,000 (Php 1.01 M) represents the funds needed for the operation of the Community Center for one year.



Before relocation – as squatters



After relocation – bright house



Typical floor plan – 30 sqm

9.3.4 Social Development Component of GK Projects

In all the GK communities, there is a pre-requisite to being considered a beneficiary. The family should agree to supplying the labor component of the construction, called the “*sweat equity*”, apart from a commitment to take care of their own homes and participate actively in the new community being built. *The care and concern for the poor stems from a Christian view that each person has to be treated with respect for his human dignity.*

Community Centers function as the hub of these brightly-colored, life-filled neighborhoods. Where shanty slums, dumps and muddy paths were once commonplace sights, parks and playgrounds now provide safe, clean areas for children to grow, for families to gather in peace and for neighbors to gather in fellowship. Inside, the Centers provide opportunities for pre-school education, medical care, dental care and livelihood training that will break the cycle of poverty, not only for individual families, but for entire communities.



Young residents of a GK neighborhood volunteer to help build a new brick walkway for their community



Female volunteers teach in a Day Care Center



Community Center

9.3.5 Sustainability Factors

The keys to the sustainability of the Gawad Kalinga model reside in the clean, safe homes and job training that restore human dignity and self-respect. Education & enhancement programs offered through the Community Centers lead to long-term community growth and self-reliance. Practicing the shared values of stewardship, accountability, unity and community spirit in daily life, neighbors learn to work together toward their common goal of a strong, healthy, productive future for themselves, their families and each other. The goal of the Gawad Kalinga model is to dispel any reminder of the “slum mentality” that plagued these neighborhoods in the past.

Wide recognition has been achieved by the GK Housing Programs both locally and abroad. To date, there have been numerous private corporations and NGOs who have contributed and continue to pledge their support towards building more GK communities and estates. The problem areas, however, lie in the dependence of these communities on the GK management and volunteers such that even after years, they continue to rely on their monitors for their upkeep. An effective turn-over system still has to be discovered so as to make the task of relocation a smoother transition process.

10.0 BEST PRACTICES/ POSITIVE EXPERIENCES OF RELOCATED COMMUNITIES

Integration of Relocated Families into the Receiving Communities

To make the relocation sites their home--those who were relocated have to be integrated into the receiving communities to:

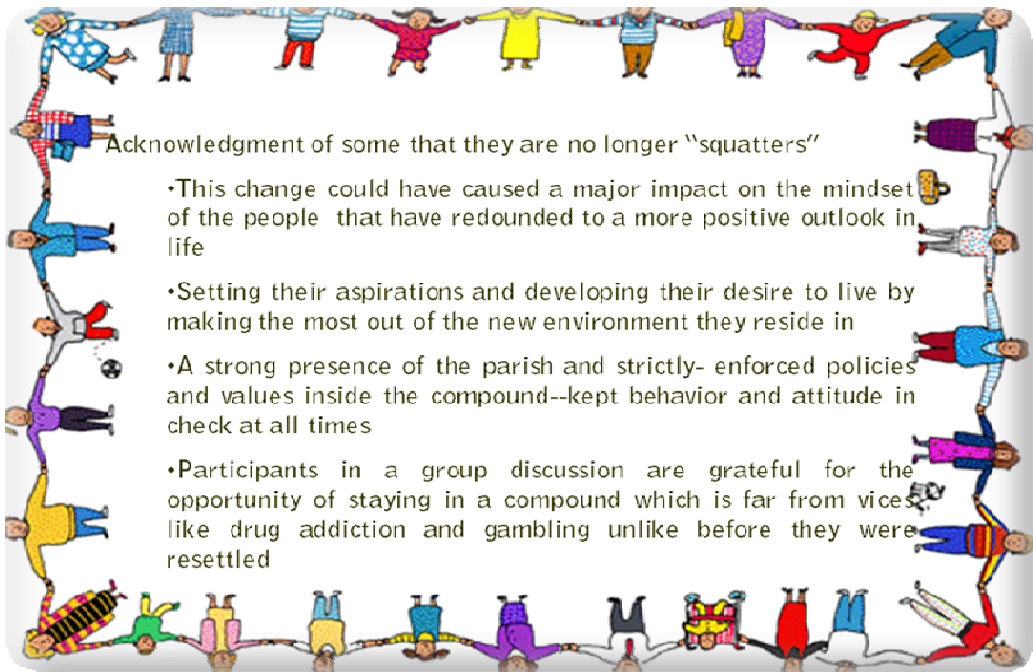
- Allow them to feel a sense of community and belonging within their new dwellings
- Prevent to a certain extent, the desire to return to their old communities

BEFORE

AFTER



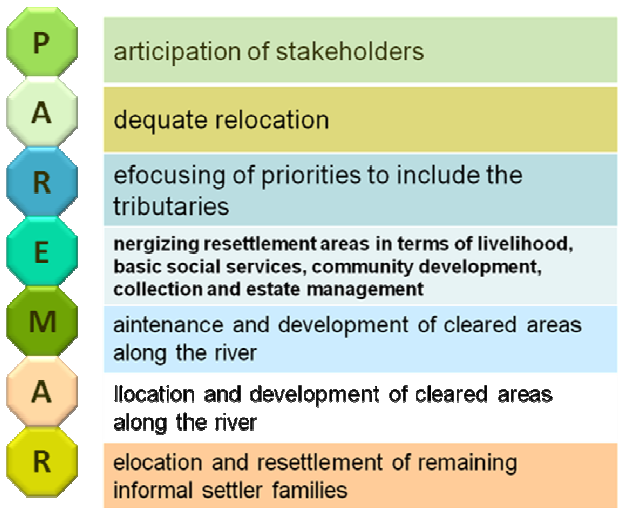
Jaime Cardinal Sin Village  
Sta. Ana, Manila



Acknowledgment of some that they are no longer “squatters”

- This change could have caused a major impact on the mindset of the people that have redounded to a more positive outlook in life
- Setting their aspirations and developing their desire to live by making the most out of the new environment they reside in
- A strong presence of the parish and strictly- enforced policies and values inside the compound--kept behavior and attitude in check at all times
- Participants in a group discussion are grateful for the opportunity of staying in a compound which is far from vices like drug addiction and gambling unlike before they were resettled

PAREMAR (PASIG RIVER ENVIRONMENTAL MANAGEMENT AND REHABILITATION) is dedicated to strengthening the relocation process through:





## **Process of Strengthening the Relocation Process can be achieved through the following programs:**

### **Values Formation**

- Articulation on the importance of values formation in maintaining order in the lives of the relocatees within the relocation site.
- Enforcement of house rules:
  - No hanging of laundry in front of building
  - No gambling
  - Smoking only in restricted areas
  - No use of illegal drugs
- Initiation of activities such as
  - Setting up places of worship within the resettlement communities--not just limited to the Catholic Religion but also other faith-based organizations as well

### **Encouraging People's Participation and Organizing the people**

- Getting affected persons organized at the beginning of the relocation process
  - Allowing them to attend meetings and sit in consultative assemblies
  - Making the relocation plan a lot more sensitive to the needs of the people
  - Making it acceptable to a range of stakeholders
  - Should be done with the aim of coming up with an objective for the common good

### **Creating Responsible Homeowners**

A change is felt in the consciousness and the lives of resettlers as a people

- Felt the difference between living precariously along the banks of the river and settling "formally" in resettlement communities
- There is a shift of perspective from an apathetic resident without tenure to a responsible community member and homeowner
- They are now more disciplined than before and more likely to follow rules and regulations set within their community

Developing effective communication & good interpersonal skills on the part of those who are on the forefront of relocation activities

Articulation that the use of the Filipino language should have been used in their meetings with government agencies especially wherein they are allowed to attend

- This would encourage them to participate fully in the discussion and decision making process with neither group monopolizing the discussion
- People respond better to someone who is approachable and easy to talk to
- They are now more disciplined than before and more likely to follow rules and regulations set within their community

### **Comparison of life conditions before and after relocation**

- Happiness and contentment despite limited income opportunities attributed to:
  - Having the opportunity to own a house and lot (ample space provided: 24.5 to 27 sqm for condominium units and 30 to 35 sqm per housing unit)
  - Better and cleaner surroundings
  - Relatively peaceful environment
- Nevertheless, despite these relocation efforts, a few had mentioned their quality of life worsened after relocation due to very limited income opportunities.

POSITIVE IMPACT	NEGATIVE IMPACT
Ownership of housing units Security of tenure More peaceful, cleaner & greener communities Enjoyment of community facilities Enhanced leadership & entrepreneurial skills Improved familial & community relationships Job placement for some	Failure to utilize skills acquired from livelihood trainings due to lack of capital and equipment or materials Lack of employment opportunities but increase in expenses Some facilities are not fully operational Continuation of illegal activities such as gambling, stealing, drinking alcohol, dropping out of school

**Impact of the Resettlement Program on the Socio-Economic Conditions of the Relocated Households**

The Urban Rural Balance Incorporated (URBI) report

- Provided a comparison of affected families before and after the resettlement
- Covered families within the 10-meter easement area of Pasig River

Summary of the URBI report

Income and Employment

- Compared to year 2000, there were more employed members of the relocated families in 2005
  - Notable increase in the self-employed category was attributed to the participation of relocatees in training programs and livelihood seminars
  - Half of the interviewed relocatees indicated they were working in places out of the relocation area
  - A decrease in the number of families with a monthly income of less than Php 3,000. More are within the Php 7,000 to Php 10,000 income range

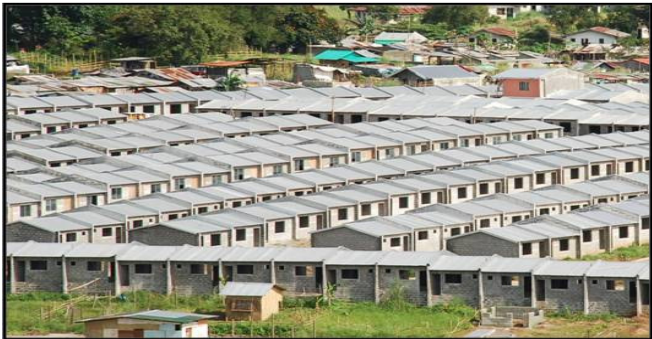
Health

- Improvement in health condition of relocatees attributed to cleaner surroundings and fresh air
- Incidence of diarrhea decreased due to the improved access to a potable water source
- Decline in asthma cases
- Reduction of water-borne diseases

Use of amenities and community facilities

- Use of electrical appliances has increased due to continuous power supply
- Study hours of children were extended because of available lighting
- Sports and recreational facilities kept the children away from conflict, strengthened the bonds among youths and tapped their leadership potentials

10.0 **CHALLENGES IN HUMANIZING RESETTLEMENT HOUSING**



Improving the lives of slum dwellers is socially and economically beneficial to society and the nation as a whole, through harmonious urbanization--a synchronization and integration of all of the Earth’s assets, whether physical, environmental, cultural, historical, social or human.

### Recommendations for Smoother Resettlement Activities in the Future:

- In-city relocation should be prioritized as it is more effective both in terms of cost and adjustment process of the relocatees.
- Procedures before and during relocation have to be strictly enforced for smooth flow of activities.
- Employment as part of the entitlements of relocated households outside of Metro Manila should be given closer attention.
- The receiving LGU can be given more incentives since they bear the burden of accommodating the relocated households.
- Proper training and capacity building should be provided for the residents and homeowners associations in relocation sites so these are better equipped to handle the needs and challenges of adjusting to a new community.

### Challenges for Building Professionals to Humanize Resettlement Housing:



*Planning and building professionals (architects, engineers, urban planners and developers) are enjoined to help their less privileged countrymen by offering their services “pro-bono” (with possibility of being given certificates of donation for tax deduction) or for a minimal fee, to assist in planning and executing these housing blueprints to help each family enjoy a personalized dwelling unit according to their unique requirements, having ample space and flexibility for expansion with an increase in the size of the family, with or without an augmented income.*

*It is a challenge to architects, builders and urban planners to provide their services to humanize socialized housing with a view towards encouraging participatory management in the relocation sites, respecting the rights of each family as the basic structure of society by considering the socio-cultural and economic factors which go into their lifestyle, thereby implementing effective measures of sustainability and fostering growth towards harmonious urbanization.*



## **APPENDIX**

### **Bayanijuan sa Southville 7**

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#### **PROFILE / STATISTICS**

##### **Total # of Families = 5,010**

- Site 1 = 2415
  - o 1<sup>st</sup> Ville = 471
  - o SMC Ville = 675
  - o APAMA Ville = 1269
- Site 3 = 2595
  - o Phase 1 = 645
  - o Phase 2 = 1150
  - o Phase 3 = 800

**Average household size = 5**

**Estimated total population: 5,010 x 5 = 25,050**

##### **Education**

- 2,033 elementary students are enrolled in OML Dayap Elementary School
- Based on a 70% survey (community profiling), 1,068 students are enrolled in High School (local barangay, Manila and other provinces)
- OML Dayap Elementary School = 3 school buildings with 30 classrooms
- NHA school (behind OML) = 3 storey building with 15 classrooms
- Pasig School Groundbreaking in Site 3 = 3 storey building with 15 classrooms
- Day Care enrollees
  - o SMC Day Care = 50 students
  - o 1<sup>st</sup> Ville Day Care = 103 students

##### **Youth Development**

- On September, the following has been done with 1<sup>st</sup> Ville Youth:
  - o Election of formal leaders
  - o SWOT Analysis Workshop (Strength, Weaknesses, Opportunities, Threats)
  - o Core Group Planning Workshop
  - o Clean-up of youth center – on going (a unit in First Ville (beside Clinic) will be cleaned and turned to a Youth Center wherein regular meetings / workshops / learning sessions for the youth will be conducted
- SMC Youth
  - o Election of formal leaders / establishment of formal organization – scheduled October
- Site 3 Youth has respective youth organizations per phase
- Activities attended by the youth and children (September):
  - o Zonta risk taking behavior seminar
  - o Telus arts workshop and mini sportsfest

##### **Massage Therapy**

- 54 individuals graduated under TESDA training
- 45 are employed - practicing their learned skills and are already earning
- 9 are doing home services

##### **Palengke ni Juan**

- 24 regular vendors out of 44 actual vendors
- 62 individuals were granted stalls; 28 of which were given loans worth P8,000 on the average

##### **Construction in Habitat for Humanity**

- 56 out of 66 construction workers are from BNJ
- 7 out of 56 are employed in hollow block fabrication /making

##### **Cococoir**

- Status: exploring availability of raw materials
- No conduct of training has been done yet



### Shoe Making (Liliw)

- 8 stay-in; 19 irregular workers from BNJ

### Abaca Weaving (Liliw tsinelas)

- 2 stay-in; 57 weavers – waiting for delivery of materials by next week

### Waterlily Weaving

- 39 were trained
- 3 are working in Pila
- 20 are for hire by next week

### Culinary c/o Nestle

- 67 graduated from the 3 batches of culinary training
- 1<sup>st</sup> batch has already earned from catering during DRR training
- Recommendation to endorse culinary team to other programs submitted to NTF

### BNJ Admin

- 6 security guards project-based
- 3 temporary guards
- 14 marshalls
- 1 project-based driver
- 1 temporary driver (jeep)
- 1 utility man
- 1 reliever (Admin Assistant – Nitchel)

### Marathon Bracelet

- 100+ were employed (regular)
- 300-400 individuals participated in bracelet making

### Curtain Making

- 2 were contracted to do 135 pcs. of curtains

### Water Group

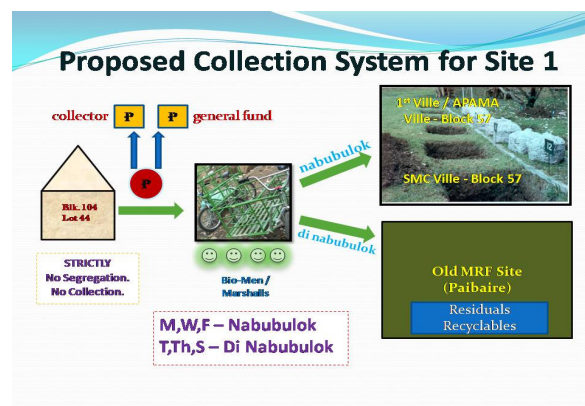
- 6 women are hired
- They will also be members of the future Solerex Water Station

### BNJ Construction

- Sagip Community Center – 6 workers
- Panibahay – 19 workers

## WASTE MANAGEMENT

Proposed Collection System for Site 1:



- The above collection system will also apply in Site 3, except that the stock yards will be in a different area. Per phase, the households contributed a certain amount to dig a 10x10 hole wherein their garbage is temporarily stocked.
- Hauling and trucking of historical and current garbage in Site 1 is on-going wherein budget is still necessary while waiting for the establishment of MRF.
- A waste management campaign is on-going, wherein the collection system, the importance of segregation and proper waste management for the general welfare of Bayanijuan sa Southville 7 are presented. Per phase, a mobile presentation is showed, 1<sup>st</sup> to the block leaders, 2<sup>nd</sup> session with the household heads, youth and children are also target audience. The goal is to systematize waste collection system and maintain environmental integrity.
- Tri-bikes have been issued per phase for the collection, maintenance will be shouldered by the collectors (marshalls/biomen) – funds will come from collection

- A week-long drainage clean-up was done (participated by more or less 500 individuals (Sites 1 and 3) c/o NHA and World Food.

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