



Table of Contents

FOREWORD

Introduction

Definition of Terms

Conceptual Framework

The L-EPM The CLUP

The Cagayan de Oro Experience Integration of L-EPM into CLUP

Steps in Integrating L-EPM into the CLUP

References

Appendices

I

II

III

IV

V

VI

VII

A word of Advice

Take what is applicable, and adapt to fit the specific needs and concerns of your community

Foreword

The Manual on Integrating Local Environmental Planning and Management (L-EPM) in Comprehensive Land Use Planning (CLUP) is one of the significant products of the experience of Cagayan de Oro in integrating L-EPM in comprehensive development planning. It illustrates the initiatives of a local government in improving the practice of development planning by integrating L-EPM ways and methods in its CLUP processes, and how, because of it, a community has gained greater strength and impetus in pursuing sustainable development.

The manual is the first attempt to bring to the national level a local experience in integrating L-EPM in the CLUP. It draws largely on practical lessons from that experience.

Generally, this document aims to share the Cagayan de Oro experience in integrating local environmental planning and management processes and strategies into the crafting of the 10 – year Comprehensive Land Use Plan of Cagayan de Oro.

Specifically, this document will show the application of the Sustainable Cities Program (SCP) Process Framework in the drafting of the Environmental Management Plan and the steps in applying the process in other local governments.

The development of this manual underwent four stages:

- **Stage 1:** Conceptualization of the manual by the stakeholders of the L-EPM;
- **Stage 2:** Review of available documents and primary data gathering from key informants of the experience like the stakeholders of L-EPM and those involved in the development of the CLUP;
- Stage 3: Writing of the draft manual; and

Stage 4: Validation and finalization of the manual initially, by the technical staff of the City Planning and Development Office (CPDO),

Department of Interior and Local Government (DILG) and the Housing and Land Use Regulatory Board (HLURB), and ultimately, by the L-EPM stakeholders.

In sharing our experience through the Good Practices in Local Governance: Facility for Adaptation and Replication (GO-FAR) in promoting the L-EPM project, we recognize that our experience may be replicated by other LGUs, scaled up for the formulation of national policies, programs and projects or developed into learning materials for training and academic programs as well as capacity building interventions.

We hope you will learn lessons from our experience just as we have learned a lot from it. A word of advice: take only what is applicable, suitable and workable in your own setting and condition, and adapt it to situation-specific needs and concerns of your community.

This manual has many contributors from the number of stakeholders and sector representatives who made possible the L-EPM integration into the CLUP. We recognize the valuable contributions of the stakeholders who enthusiastically shared their ideas on what the manual should be, pored over the drafts to ensure that the experience was captured accurately and the steps for replicating it are explained clearly. We acknowledge the staff of the City Planning and Development Office, City Local Environment and Natural Resources Office of the Cagayan de Oro and the Housing and Land Use Regulatory Board who generously shared their expertise in developmental planning; the City Information Office for writing the manual; the GO-FAR project staff from the Department of the Interior and Local Government for patiently guiding the project team from the start to the conclusion of the preparation of the manual; and the city officials led by City Mayor VICENTE Y. EMANO for the strong support in the implementation of the SCP and Philippine Regional Municipal and Development Programs which led to the integration of the L-EPM process in the drafting of the CLUP, and for the production of this manual. To all of them, the manual project team gives its sincerest thanks.



Mayor Emano and City Officials supported the implementation of the SCP and PRMDP, which led to the integration of the L-EPM into the CLUP.

Under the PRMDP...

Cagayan
de Oro was
one of the
seven cities
that
benefited
from a
capability—
building
program
aimed to
develop local
government
capacity.

Introduction

Cagayan de Oro City (CdeO) is classified as a highly urbanized city, and is the regional center of Northern Mindanao. The city, fondly called the City of Golden Friendship, also gained the title, "The City in Bloom, in Blossoms and in Boom" because of its greening environment and bustling business and investment climate. Cagayan de Oro is the 9th most populous city in the country with an estimated population of more than half million in 2005. It has an annual population growth rate (APGR) of 3.5%.

Cagayan de Oro is geographically nestled between the central coastline of Macajalar Bay to the north and the naturally rich plateaus and mountains of Bukidnon and Lanao del Norte to the south. The municipality of Opol bounds the city at the western side while Tagoloan, with its heavy industrial activities, is her immediate neighbor to the east. The city lies between latitudes 8-25-00 and 8-33-00 North and longitudes 124-30-00 and 124-48-00 East.

The total land area of Cagayan de Oro is about 488 square kilometers, 18 percent of which is urban while 82 percent is rural. It is administratively divided into 40 Poblacion Barangays and 40 Non-Poblacion Barangays. Originally, the so-called poblacion was referred to as the urbanized section of the city. This is no longer the case, 56 barangays are already classified as urban in 1994 (refer to Base Map of Cagayan de Oro).

Towards the end of the 1990s, the local government of Cagayan de Oro embarked on two major undertakings that set the course of the city for the new millennium. These were the Philippine Regional Municipal Development Project (PRMDP) and the Local Environmental Planning and Management (L-EPM) Project.

Under the PRMDP, Cagayan de Oro was one of the seven cities that benefited from a capability-building program aimed to develop local governments' capacity in implementing its mandate under Republic Act 7160 (Local Government Code of 1991). Funded by the Australian Aid for International Development (AusAID), the project aimed to permanently improve the quality of life of the citizens, both men and women, by enhancing the capability of the local government units to deliver selected

services after consultation with their communities.

It was through the PRMDP that the city crafted its development plan with the widest, most comprehensive participation of Kagay-anons since Cagayan de Oro became a charter city on June 15, 1950. Before, the city and the region's planning experts came up with a town plan, perspective plan, and framework plan based on inputs from a limited number of residents. These are a far cry from what the city now has - a Comprehensive Land Use Plan of 2000-2010 which is a product of a series of consultations with many residents from a wide spectrum of sectors.

At about the same time, the city got on board the L-EPM project as one of the demonstration cities in the country that would localize, following the Sustainable Cities Programme Process Framework (SCP), the L-EPM process for sustainable urban development as stipulated in Philippine Agenda 21.

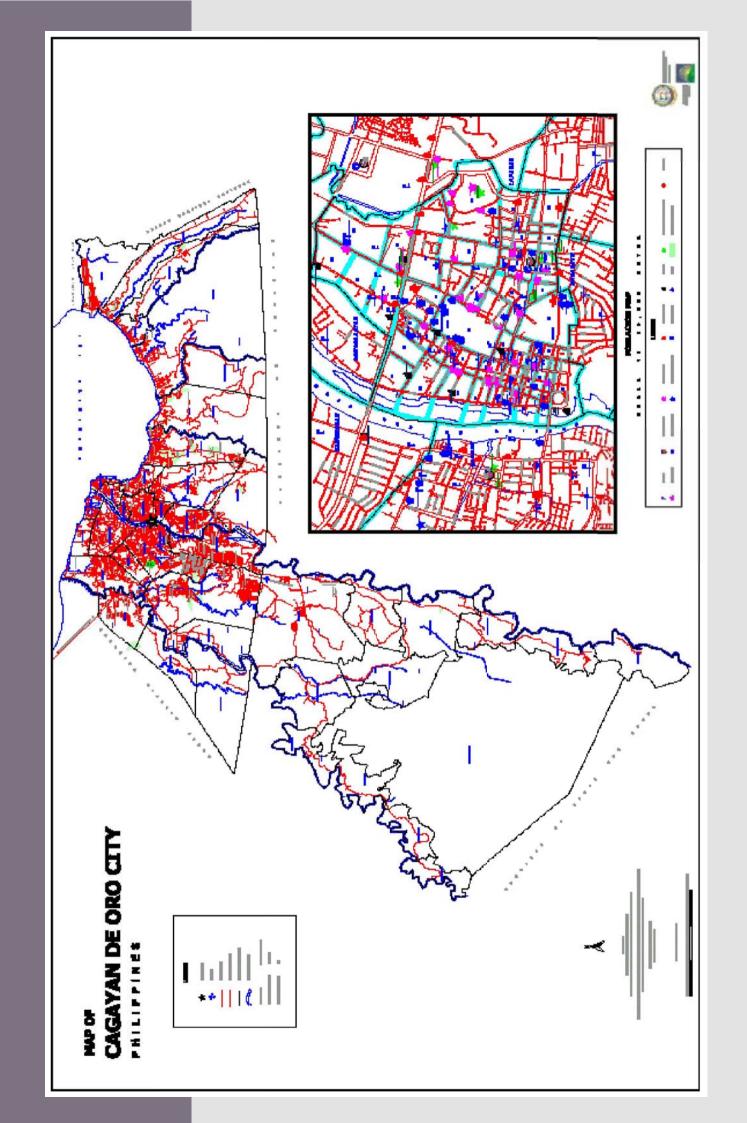
L-EPM is a general process framework for development cooperation with emphasis on establishing partnerships, encouraging stakeholders' participation, and sharing knowledge for collective know-how and action. L-EPM also provides the common framework through which the diverse sectors of a city could come together to communicate and share their concerns, ideas and experiences as well as draft proposals and affirm commitments for the sustainable development of their city (Figure 1).

What were initially separate endeavors of the PRMDP and the L-EPM later became complementary activities that enriched the output of each undertaking and carved a new way of looking at and carrying out development planning. It was during the latter part of the First Phase of the L-EPM that environmental planning and methods were integrated into the process and content of the city's CLUP. Cagayan de Oro's CLUP was enriched by the development, methods and content of the L-EPM process framework, and by the participation of the stakeholders who got on board the L-EPM. At the same time the L-EPM stakeholders were assured that their propositions would be pursued in the entire city as these were also integrated in the CLUP.

The *Kagay-anons* are happy to share this fruitful and rewarding experience of integrating the processes of L-EPM into the processes of CLUP and City Development Planning (CDP). May this experience enkindle the many possibilities of partnership and processes that local governments and stakeholders can benefit from when they integrate L-EPM in the CLUP.

L-EPM emphasize partnershi

partnerships, stakeholder participation, and knowledge sharing for collective knowhow and action.



ENVIRONMENTAL PLANNING AND MANAGE

- MILESTONES
- KEY ACTIVITY PLAN
- APPROACH
- PHASES .

City Consultation with Stakeholders on Environmental Issues

City Environmental Profile

Strategies Review

Support Agencies **Local and External Consultation with** Development

> Agreement Project

Workshop

On Environmental Improvements Neighborhood Demo Activities

Cross-sectoral Working Groups Issue-specific Consultations

plementation Phase Planning and Im-Strategy, Action

> Assessment and Start-up Phase

Follow-up and Consolidation

Local Sustainable Continuation

Institutionalization (Programme) Period **FPM Capacity Building and**



Definition of Terms

City Consultation

A crucial event within the Sustainable Cities Programme (SCP) process and. taking place at the end of phase one of the SCP process, it brings together and builds on the work done during the first phase, consolidates social and political participation and support, and launches the SCP project into Phase two which is the Strategic Action Planning. The City Consultation gives firm approval to the identification of priority issue for which SCP Working Group will subsequently prepare issue-specific strategies and action plans.

City Environmental Profile (CEP)

This provides a systematic overview of the development and environment setting and institutional arrangements. Information in this material is organized and analyzed by the stakeholders using the development-environment interactions.

City Planning and Development Office (CPDO)

The office in charge of formulating and integrating economic, social, physical, and other development plans and policies for consideration of the local government development council; promotes people participation in development planning within the LGU concerned; provides analysis of the income and expenditure patterns of the local government and makes recommendations to its Finance Committee; and prepares comprehensive plans for the consideration of the local development council concerned.

City Trainers Pool (CTP)

It is a pool of trainers organized from the different departments of the city government of Cagayan de Oro. Trained under the human resource development component of the PRMDP, its members do training needs assessment, conduct and facilitate training programs, seminars and work-



shops in and out of the city government.

Comprehensive Land Use Plan (CLUP)

A document embodying specific proposals for guiding, regulating and/or development. The CLUP allocates and delineates the different land uses in a particular local government unit and the structures built upon them. It is based on the data, analytical studies, vision, development goals, objective and strategies, programs and projects identified in the development plan.

Ecosystem Group

In the L-EPM Cagayan de Oro experience, it is an Issue Working Group organized by Cagayan de Oro L-EPM stakeholders based on the ecosystems used in Philippine Agenda 21. It is a small group of environmentally concerned and affected stakeholders, who collect, collate and analyze data on their ecosystem, and put forward proposals for the sustainability of their ecosystem.

Environmental Management Information System (EMIS)

An organized process through which information relevant for environmental management is identified, generated, and utilized in a routine manner. It is a tool which directs and guides investment and city development along a sustainable path.

Geographic Information System (GIS)

A computer-based system for capturing, storing, checking, integrating, manipulating, analyzing and displaying data, which are spatially referenced to the earth. It becomes a very important source of strategic information that could be used in development planning, project management, policy formulation and decision-making and in the implementation of projects in local governance.

Good Practices in Local Governance: Facility for Adaptation and Replication Promoting the Local Environmental Planning and Management Project (GOFAR-L-EPM)

This is an institutionalized sharing and replication of sustainable good practices in local governance for improved service delivery to the con-

stituents promoting the Local Environmental Planning and Management (ask from myrna)

Housing and Land Use Regulatory Board (HLURB)

A national government agency tasked as the planning, regulatory and quasi-judicial body for land use development and real estate and housing regulation.

Local Environmental Planning and Management (L-EPM)

This refers to the over-all processes through which a city's environment is managed. It emphasizes the close inter-relationship between urban development and urban environment, and it stresses the crucial roles of economic, political and social processes.

Local Environmental Planning and Management (L-EPM) Partners

These are the national line agencies like the Department of Environment and Natural Resources, and departments of the local government. The League of Cities in the Philippines is a partner of the L-EPM.

Local Development Investment Plan (LDIP)

An implementing tool of the comprehensive land use plan which is a prioritized list of programs and projects requisite in the achievement of the LGU's development objectives.

Philippine Regional Municipality Development Project (PRMDP)

The PRMDP was a project aimed to permanently improve the quality of life of the citizens, both men and women, by enhancing the capability of the local government units to deliver selected services in consultation with their communities, project of Australian Aid for international Development (AusAid) (refer to briefer).

Stakeholders

This refers to groups, organizations and individuals who have a 'stake' in the process of urban environmental management – regardless of what their particular 'stake' may be. The term includes both formal and informal organizations and groups, and covers the public sector, the private sector and the community (or popular) sector.

Strength, Weaknesses, Opportunity and Threats Analysis (SWOT)

SWOT is a planning tool analysis that focuses on listing and assessing Strengths, Weaknesses, Opportunities and Threats prevailing in and around the institution(s) concerned. While strengths and weaknesses refer to internal capacities and comparative advantages of the institution(s) concerned, opportunities and threats refer to the external environment facing the institution(s). The overall thrust of a SWOT analysis is to capitalize on the strengths factors, to seize the opportunities, to overcome the weaknesses and to allay the threats.

Sustainable Cities Programme (SCP)

The leading global technical cooperation programme in the field of urban environmental planning management for operationalizing sustainable urban development.

The L-EPM is...

processoriented planning and management tool for the localization of the Philippines' agenda for sustainable development.

Conceptual Framework

The Local-environmental Planning and Management

A wide array of responses and initiatives blossomed in the country after the Philippines became a signatory of Agenda 21, a program of action for sustainable development in the 21st century which was adopted by the United Nations Conference on Environment and Development in Rio de Janeiro in June 1992.

One such response is the L-EPM project which is a processoriented planning and management tool for the localization of Agenda 21, our country's own national agenda for sustainable development. As a project, the L-EPM aimed to strengthen the capability of local government units for participatory environmental planning and management.

The L-EPM carefully applied the process framework of the SCP in strengthening the capabilities of the local governments in planning and management, and in implementing Agenda 21 in the city level. It applies the SCP process framework characterized by the following:

- Central focus on development-environment interactions;
- Broad-based participation by public, private and community sector groups;
- Concern for inter-sectoral and inter-organizational aspects;
- Reliance on bottom-up and demand-led responses;
- Focus on process: problem–solving and getting things done; and
- Emphasis on local capacity–building.

The L-EPM requires the application of a carefully selected sequence of activities within the process framework of the SCP which consists of three broad phases: Phase 1, Assessment and Start Up; Phase 2, Strategy/Action Planning and Demonstration Projects; and Phase 3,

Institutionalization and Replication. Each phase involves the completion of several steps stipulated in the SCP Process Framework.

Phase 1: Assessment and Start-Up

This could last for six to nine months. It is at this phase when the city lays down the foundation of the whole process. The activities and components in this phase include:

- establishing and organizing the project team;
- identifying and clarifying environmental issues;
- assembling and analyzing relevant information;
- identifying and mobilizing key stakeholders;
- agreeing priority environmental issues to be taken up; and
- confirming broadbased support for the approach and the project.

Significant outputs of this phase are the drafting of the City Environmental Profile (CEP) and the holding of the City Consultation.



The **City Environmental Profile** (CEP) is a readily available information on the state of the environment, the urban development and the institutional situation of a city. It serves two purposes. First, it provides a systematic overview of the city's development activities and how they interact with the city's environmental resources. Second, through its preparation, cities go through the process of identifying and mobilizing stakeholders. Thus, aside from being a compilation of information, the profile also serves as a vehicle for involving stakeholders in cross-sectoral and holistic approaches to environmental issues, and at the same time getting them involved with the process. The foci then are on

CEP provides
ready information
on the state of a
city's
environment,
urban
development, as
well as its
institutional
situation.

City Consultation

. . .

Constitutes
a milestone
event where
stakeholders
prioritize
issues, agree
on institutional
framework for
operationalization,
and galvanize
political
support.

two areas: the process of preparing the profile, and the quality of the output.

In the preparation of the CEP, identification and mobilization of stakeholders and partners and their orientation are very important requisites. This is so because it is the stakeholders who provide the data for the CEP, identify and clarify urban environmental issues as well as analyze the interactions of the development projects or programs of the sector with that of the environment. They also organize information to highlight environment-development interactions as well as illustrate critical management aspects.

The preparation of the CEP observes the broad-based consultation process. The process starts with the identification and mobilization of stakeholders and partners, and then getting them involved in the project. Third is getting them work on information collection and analyses, and lastly, developand refine the document.

The CEP contains materials on the background of the city, its geo-physical conditions and socio-economic setting. It discusses in detail the city's state of the environment, e.g. the air, water, and landand environmental hazards such as natural and man-made calamities. The CEP also presents the development/environment interactions. It systematically analyzes how development and environment interact sector-by-sector and issue-by-issue. Given the environmental situation, the CEP then presents the setting for environmental management which describes in detail the key actors in the community and their management functions in development, environment and government; constraints on effective management; and finally, initiatives for institutional strengthening.

The **City Consultation** is a milestone event within the SCP. It is in this forum where stakeholders prioritize issues, agree on institutional framework for operationalizing the project and galvanize political support. It is a large-scale activity that concludes Phase One. During this three to five - day workshop, stakeholders carefully review, discuss and agree on the main environmental issues of their city and prioritize issues to be taken up in the SCP process (refer to Appendices).

In the SCP, the City Consultation plays a dual role. First, it allows the stakeholders to be better informed and agree on issues related to achieving sustainable development for their city. Second, it demonstrates an effective participatory mechanism that allows stakeholders to collectively seek solutions to issues of a cross-cutting nature. By its very structure and composition of participants, the City Consultation promotes collective problem solving through negotiation, conflict resolution, consensus building and partnership. It is very much like the preparation of the CEP!

The primary objectives of the City Consultation are to:

raise the level of awareness and understanding, locally

and nationally of the key urban environ-mental issues;

- confirm the identity of stakeholders and consolidate their interests and role in the SCP process;
- achieve a consensus on the priority issues to be tackled;
- obtain a commitment to
 the SCP process and to a general work program, as well
 as a commitment of participation in that process; and
- begin the process of establishing Working Groups and other working procedures and mechanisms in the overall SCP process.

It is during the consultation that local officials confirm their political support to the project, just as stakeholders affirm and declare their continued participation to the process. Both parties also agree on the institutional arrangements for the remainder of the project activities. It is further hoped that through the City Consultation, stakeholders will develop a strong sense of common purpose and ownership, as well as a



Broadbased
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The L-EPM is...

processoriented
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sustainable
development.

shared understanding of the L-EPM process.

It is also during the City Consultation that broad-based, cross – sectoral working groups are organized. These working groups comprise stakeholders from the local government, national agencies, private sector and non-government organizations. These working groups are issue-specific, rather than general. Because these are issue-specific working groups, the set - up encourages cross-sectoral cooperation, and a more pragmatic approach towards "problem solving".

The SCP looks at the City Consultation as a carefully structured and organized meeting that combines plenary and small group sessions. It utilizes modern presentational methods and techniques of consensus-building and participatory dialogue. The consultation applies the Plenary-Discussion Groups-Plenary cycle. It starts by setting the macro picture and context. Through discussions and analyses, stakeholders review key issues and narrow these down to only two issues. They then agree on principles and commitments that would allow the process to be driven beyond the consultation. A climax of the City Consultation is the presentation and or signing of a "City Declarations" – a document that commits participants to the project and the agreements reached during the consultation (refer to appendices).

Phase 2 (Issue Strategy/Action Planning and Demonstration Projects)

Phase 2 is a 15 to 24-month period of intensive analysis, discussion, and negotiation within the Issue-Specific Working Groups. The number, focus and membership of these Working Groups may change and evolve as the project proceeds, but they remain the principal feature of the SCP Process. During this period, each of the agreed priority issues are further elaborated and developed to reach a consensus on appropriate strategies for that issue. The strategies are then developed into action plans which can be agreed on by the organizations and groups involved in the implementation.

In Phase Two of an SCP project, the Ecosystem Groups are the main foci of activity. The first task is to clarify the issues raised by the city

consultation. Experience has shown that however simple it may appear, an urban environmental issue is almost always much more complicated in reality. There are complex inter-relationships between aspects of the issue and different aspects of development, for instance, as well as difficult linkages with other issues. Scientific expertise cannot resolve or simplify these complexities, , because the issue can only be properly understood in its relevant social, economic, political, governmental, and physical context. In addition, different stakeholders are likely to have different perceptions and views about an issue – and these differences should be brought into the open and fully discussed.

This process of issue clarification - which can be assisted through mini-consultations and with additional studies where necessary – is in fact the first step in the process of formulating issue-specific strategies. By systematically exploring the different aspects of an issue and by working toward a consensual understanding of the nature of the issue, the process of negotiating towards a strategy begins.

It is also at this phase that stakeholders implement a demonstration project. A demonstration project, in the SCP context, is a small-scale, area-specific investment (or technical assistance) project which can be implemented quickly in order to demonstrate new approaches, catalyze political an popular support, lend credibility to the process, and draw lessons of experience which can be applied on a wider scale.

Although projects are considered among the final outcomes of the strategy negotiation and action planning process, there is a strong case and opportunity for initiating demonstration projects at an early stage of the process. Apart from catalyzing political and popular support and lending credibility to the process, demonstration projects serve as the vehicle for demonstrating new approaches for building capacities and testing the viability of rules and principles which could later be applied to other geographic areas of larger scale.

Phase 3 (Institutionalization and Replication)

This is an open-ended follow-up and implementation period which begins towards the end of Phase Two and carries on for an ex-

CEP provides ready information on the state of a city's environment, urban development, as well as its institutional situation.



The CLUP

One of the LGU's most important planning documents. It reflects how the people and their leaders envision the development of their community.

tended time afterwards. The strategies and action plans generated by the Working Groups are further elaborated on, especially to build an overall city-wide environmental management and urban development strategy. Investment proposals are worked out in detail, subjected to rigorous analysis, and pursued vigorously with funding sources. The task of institutionalizing the L-EPM project following the SCP process, which was initiated during Phase Two, is undertaken in earnest. In addition, the remaining training and institutional development activities are implemented. Finally, regional and/or national workshops and meetings are held to explore ways of extending SCP activities into other cities, building upon the experience gained from the project.

THE COMPREHENSIVE LAND USE PLAN

The Comprehensive Land Use Plan is a policy guide for the physical development of a community. It reflects how the people and their leaders envision the development of their community, their aspirations for an improved quality of life and an enhanced future. It is one of the LGU's most important planning documents. Following its adoption by the Sangguniang Panglungsod and approval and ratification by the Housing and Land Use Regulatory Board (HLURB), the LGU has the important responsibility of implementing it.

A CLUP has a Vision which sums up the people's dreams for their community. It is an expression of and for the residents' desired future. A vision is crafted after an extensive stakeholders' consultation. A CLUP also has Goals or ideals and ends that guide towards the achievement of the people's Vision; Objectives which state desired quantitative, qualitative and time-related outcomes, Policies that express that local government's intent or course of action to achieve the objectives, and the Plans, Programs and Projects (PPP's) that help the LGU achieve the specified objectives.

The term "comprehensive" means that the plan encompasses all geographical parts of the locality and includes the different sectors such as physical, social, economic, administrative and fiscal matters.

The CLUP document has main components: The Land Use

Plan which describes how land shall be put to use in the next five to ten years; The Shelter Plan which is focused mainly on the estimates of present and future housing needs for housing; The Infrastructure Plan which focuses on the transportation network and the public utility systems such as water supply, power, communication, and other infrastructure facilities such as flood control, irrigation system, etc. that are required to realize the socio-economic development goals of the locality; The Environmental Management Plan which delineates proposals on the conservation of natural resources, protection of biodiversity and enhancement of land, air, and water quality.

Other important elements contained in the CLUP document are the Historical Development, physical features, Demographic Characteristics, and Local Administration.

The Zoning Ordinance is the legal implementing tool of the CLUP, which translatesthe land use plan into a Zoning Plan and provides the different land use districts of the locality, the boundary descriptions of the various zoning districts and the allowable or permitted uses per zoning district. The CLUP becomes enforceable with the enactment of the Zoning Ordinance.

Another implementing tool of the CLUP is the Local Development Investment Program (LDIP) which is a prioritized list of programs and projects requisite in the achievement of the LGU'S objectives.

The CLUP goes through sectoral workshops involving stakeholders, a series of public consultations, a public hearing and a technical review by a regional lands use committee before it is presented for approval to the legislative council.

The CLUP of Cagayan de Oro City covers a 10-year planning period (2001-2010) which was drafted in the year 2000 and subsequently approved by the Sangguniang Panglungsod.

Cagayan de Oro City's CLUP boasts of an Environmental Management Plan which is also comprehensive.

The Zoning Ordinance is the legal implementing tool of the CLUP, which becomes enforceable with its enactment.

The Cagayan de Oro Experience

The L-EPM Project...

Officially commenced in Cagayan de Oro Cityin December 1998. Compared to other local government units' Comprehensive Land Use Plan, that of Cagayan de Oro's is unique as it has an environment sector that is just as comprehensive as its social, economic and infrastructure sectors. While the CLUPs of other LGUs discuss the environment under the Land Use Sector, the CLUP of Cagayan de Oro treats the environment as a whole sector. The city's involvement in the Local Environmental Planning and Management Project enabled the integration of environmental planning and management into the comprehensive land use planning process. Furthermore the L-EPM involved a good number and variety of Stakeholders in the city.

Cagayan de Oro is one of the three demonstration cities in the Philippines that pilot tested the L-EPM Project from 1999 – 2001. The city represented Mindanao, while Tagbilaran represented Visayas and Lipa represented Luzon.

The L-EPM Project of Cagayan de Oro officially commenced in Decemberl998 with the signing of a memorandum of agreement between the Department of Natural Resources, City Government of Cagayan de Oro and the League of Cities of the Philippines. The L-EPM project staff members tapped to compose the project unit were taken from the different departments of the local government. They were chosen for their expertise and experience in grassroots environmental work, training and mobilizing people. However, actual implementation of the project began only in May 1999. A reorganization of the local government during the first and second quarters of 1999 brought about changes in assignments of key department heads and other personnel and consequently, changes in the composition of the L-EPM staff. Because of this, the L-EPM of Cagayan de Oro literally had to lump in six months' time all the work which it should have done in a spread of 12 months.

While the task initially loomed difficult and overwhelming for the

members of the unit, the "Go! Go! Go! and "We can do it!" spirit of the staff allowed the group to complete all that had to be done on time.

Armed with what they knew of SCP, Global Agenda and PA 2I, the L-EPM project staff looked at their city through and with SCP eyes, keenly sensitive to the environment-development interaction. Thus, with SCP eyes, it became easier for the L-EPM staff to identify the environmental situation and development activities in the city. It also became easy for the L-EPM staff to identify who among the residents in the city should be called to get on board the L-EPM process by studying the various ecosystems and taking into account the players in particular

ecosystems, i.e., those who benefit and are affected by activities in that ecosystem.

This is when the staff realized that term stakeholder has a deeper meaning. To get a more comprehensive picture of the stakeholders in the city, the staff went over the list of business permits from the city's finance department, and asked for referrals from the stakeholders they have approached. Their initial list just grew

WELCOME
TO THE
GRAFING UNERTAYION ON
LOCAL-EPAN PROJECT
FOR STAKENGLES

longer and longer. But this the staff didn't mind long as they got the stakeholders in.

Getting the Stakeholders Involved

Long before they were formally mobilized for the preparation of the City Environmental Profile and participate in the City Consultation, the stakeholders were already involved with the L-EPM Project. As early as the inception stage, a few stakeholders were already drawn in. Their involvement started when they said yes to the invitation to attend an inception planning workshop for the project.

Cagayan de Oro residents heaved a sigh of relief when they heard about the L-EPM. At last, here was a project which served as a

Stakeholders got on board as early as the inception stage.

SECTOR	OFFICE/ENTITY	
Academe	Liceo de Cagayan Xavier University	
National Line Agencies	DENR HLURB NIA DOST LTFRB Bureau of Customs PAGASA DILG PPA BFAR DOH MARINA DAR DECS LTO PNP PCUP Philippine Coast Guards	
City Government Departments	City Health Office City Public Services Office City Planning and Development Office City Mayor's Office City Information Office City Veterinary Office City Economic Enterprises Department	
Barangays	Urban Barangays with riverside communities, such as, Barangays 7, I0, I5 and I7 Lapasan Canitoan Bulua Bugo Gusa F.S. Catanico Macasandig Pagatpat	
People's Organizations	CFARM WARBOF PASFA FEDCOBAFAC FECOBAFAC Homeowners Association TASFO Market Vendors Association NAASFA Muslims Association GUSAFA Garbage Pickers Association	
Non Government Organizations	CART ANGOC	
Business and Industry	Nestle Philippines Coca Cola PepsiCola Del Monte Philippines CEPALCO Cagayan de Oro Corn Products Minergy CDO Lumber Metro Cagayan Oil Mill CAPICOR Lst Asian Metals Pryce Gases, Inc. Rural Transit Siam Broadcasting Sabal Hospital Cosmopolitan Funeral Homes Bollozos Funeral Homes	

forum for both the government and private sectors to tackle the environmental issues. In times past, the witresidents nessed the local government, together with environmental groups, lead a rally against open pit mining in one of the city's upland barangays. In another occasion, they saw environmental groups and residents raising their arms against the local government for allowing a factory to

Table 1.
The
Stakeholders
and Partners
involved in the

operate in what was considered a residential area. "It's time we talk" seemed to be the shared feelings of the residents and local officials who, at one time or another, were at odds or tactical allies depending on the environmental issues.

It must be noted that at the inception stage the Stakeholders were not briefed on the project yet. But with just a telephone call followed up by a letter-invitation to the inception planning workshop, the stakeholders got drawn to the project. That they were invited to take part in as early as the inception planning workshop (which included the preparation of the work and financial plan) of the project endeared the stakeholders to L-EPM. A list of the Stakeholders and

partners involved in the L-EPM appears in Table 1.

To get all the stakeholders started in their work, the L-EPM unit conducted a two-day orientation and briefing on the L-EPM. The activity aimed to involve the stakeholders and partners in the participatory process of environmental profiling. Specifically, the activity aimed to make the participants understand the participatory process of L-EPM, allow the stakeholders to identify and prioritize the environmental issues and concerns per sector, draw up a wider list of other stakeholders, as well as draft a consultative action plan for the ecosystem groups.

During the orientation, the Local EPM Unit presented the project overview, taking special care to meet the recommended participatory and bottom-up processes stipulated by the SCP. The L-EPM project staff also gave a brief environmental situation of the city using the data they initially gathered from the stakeholders. Later during the event, the stakehold-

ers grouped themselves into seven ecosystems and promised to gather more data from their respective workplaces and communities so they could come up with a profile of their ecosystem. Each group undertook the following initial activities: selection of a sector chairperson and scribe, identification of issues pertaining to the assigned sub-sector, and mapping out a plan for action for consultative meetings in the months to follow.

Drawing a clear picture of the city's state of the environment

Table 2.
Stakeholders and Partners Groupings

ECOSYSTEM	GROU	PS
Forest and Agriculture	Upland and lowland far Wood processors	rmers
Urban-Air	Air quality Water quality	Gasoline dealers Slaughterhouses
Urban-Solidwaste	Market wastes Hospital wastes Hotels and restaurants Food chains	Funeral homes Scavengers Subdivisions
Urban-Industrial	Industrial companies	
Mines and Minerals	Sand and gravel opera Clay quarry operators	tors
Coastal and Marine	Fisherfolks Beach resort owners a	nd operators
Freshwater	Irrigation Domestic Golf course operators	

Succeeding activities centered on ecosystem group meetings to gather and then validate data and look at the interrelationships between the environmental condition of



Figure 2.
The CEP
Process
undergone by
Cagayan de
Oro City

one ecosystem with the other ecosystems.

The stakeholders, coming from various walks of life in the city, grouped themselves into issue-specific working groups by ecosystem following the guidelines of PA 21. These were: 1) freshwater 2) forest and agriculture 3) coastal and marine 4) mines and minerals, and 5) urban. The urban ecosystem was further divided into three sub groups: air quality, solid waste and industrial (refer to Table 2).

Drawing data and information from the CEP which they themselves

crafted, the stakeholders themselves, through the ecosystem working groups' meetings, came up with proposition papers aimed to address the city's state of the environment as well as pursue plans of action for sustainable development. (refer to appendices) These proposition papers, were presented to the bigger body of stakeholders during the concluding part of the five-day City Consultation.

Using the environment-development tool of analysis, the L-EPM stakeholders got to the most common underlying situation that affects the condition of the rest of the ecosystems in the city: the improper solid waste disposal, especially that of household wastes, which affects the marine and freshwater ecosystems as well as the overall physical look of the city. Thus, the stakeholders, in a plenary session during the City Consultation, proposed pilot projects along integrated solid waste management and marine rehabilitation.

A shining moment for the stakeholders during the City Consultation was their declaration of commitment (see Appendices) for the pursuit of sustainable development for Cagayan de Oro through the passage of institutionalization programs and their resolve to pursue envi-

ronment development plans through the integration of L-EPM in the CLUP. Fig. 3 Summarizes the City Consultation process as undergone by CdeO

Integrating L-EPM into the CLUP

When the time for integrating L-EPM ito the CLUP came, the city

Figure 3.

The City Consultation Process undergone by Cagayan de Oro City



The task force . . .

Conducted
a massive
information
drive on the
CLUP
through the
mass media,
as well as,
exhibits in
strategic
public places.

task force was chaired by a councilor and co-chaired by the city planning and development officer and composed of members of the city council and department heads, the four groups of the body which were tasked to work on each of the four sectors of the development plan: the economic sector, infrastructure sector, social development sector and environment sector. Each of the sectoral working group was headed by a councilor and co-chaired by another except for the infrastructure sector in which the City Engineer was a co-chair, Each of the TWG was headed by the staff from the City Planning and Development Office

The CLUP-TF tapped the L-EPM stakeholders to work on the environmental sector of the development plan, recognizing the fact that what the L-EPM stakeholders were doing was parallel to what the sectoral representatives of the CLUP task force were also doing.

The task force, which now included the stakeholders from the L-EPM process, conducted a massive information drive on the CLUP through the mass media and the holding of exhibits on CLUP in strategic public places. The task force deemed these necessary activities prior to the conduct of the survey.

The CLUP task force then conducted focused group discussions, interviews, and distributed "Speak Out!" forms to get the pulse of the public, the issues and concerns closest to their heart, plus other sentiments. Data generated were arranged from the most important to the least. The issues that cropped up the most were deemed most important.

During a meeting of the L-EPM issue working groups, the stakeholders also filled out "Speak Out" forms and forwarded the same to the CLUP-TF.

Meanwhile, the issues and concerns the stakeholders generated through the L-EPM's focused group discussions were integrated into the whole body of information that the CLUP-TF gathered. Included, too, were the data from the CEP that were gathered and analyzed by the stakeholders themselves who grouped themselves according to sector.

With the city's own GIS baseline data, L-EPM's Geographic Information System (GIS) was able to produce its own environmental maps which were then integrated with the local government's CLUP. The maps were displayed during the issue working groups' meeting, the city consultation of the L-EPM, and in the public information campaigns of the CLUP-TF.

The outputs of the L-EPM's ecosystem working groups, the CEP and the proposition papers formed part of the documents which the City Council referred to in the crafting of the city's Vision. The proposed projects listed in the CLUP included the transfer of the sanitary landfill, site identification and modeling of the landfill , while the identification of geographic geologic hazards were derived from the EPM process.

The training programs sponsored by the L-EPM for the CLUP-TF which included Environmental Planning and Management for Sustainable Development, Environmental Management Seminar, Management Tools for Strategic Planning and Control further enriched the CLUP process. Planning tools like the SWOT, Organogram, Objective-Oriented Cause and Effect Analysis and Problem Tree were introduced during these training activities. These capability-building activities strengthened the competence of the L-EPM Project Staff and Stakeholders and the CLUP-TF in carrying out planning activities (See Appendices).

Just as the results of the L-EPM ecosystem consultations were merged into to the whole body of work in the CLUP's consultation, the strategies and action plans formulated by the L-EPM stakeholders were integrated into the CLUP's environment sector plans and in the other sectoral plans where they were deemed appropriate.

Integrating the L-EPM's strategic plans into the CLUP's environmental sector plan and other sectors enriched not only the CLUP but also completed the L-EPM's strategic planning activity required by the phase two of the L-EPM project.

The City Council referred to the output of the LEPM ecosystem working groups, the CEP, and proposition papers in crafting the city's vision.

Steps in Integrating L-EPM in CLUP

The L-EPM unit...

Must
have a team
leader,
researcher,
IEC
specialist,
training
coordinator,
GIS expert,
and
administrative
support
staff.

Based on the Cagayan de Oro experience of integrating Local Environmental Planning and Management processes into the crafting of the Comprehensive Land Use Plan, this chapter suggests a set of steps which interested local governments can refer to as they prepare and integrate L-EPM into their own CLUP.

1. ORGANIZE THE L-EPM UNIT.

The local government should set up an L-EPM Unit. It is very important at this initial stage to lobby within the functionaries of the local government for the organization of the unit as it may have to be composed of staff detailed from the different offices of the local government. The local chief executive may issue an executive order pooling the staff from the other offices.

If the local government already has an environment office but such has no division or section for environmental planning and management, then the environment office department head, with the concurrence of the chief executive, may set up one with staff from the existing divisions or sections of the same department. Or, such new division may be beefed up with staff from other departments. Again, an executive order may be needed to assign staff for this purpose.

The L-EPM unit or division is expected to be staffed with a team leader, a researcher, an IEC specialist, a training coordinator, a GIS expert, and an administrative support staff.

Staff members who have experience in organizing and advocacy work should be chosen. The team should include those who have the skills in facilitating group discussions, documentation and data gathering, as these are most helpful in the consultation activities and the production of the environmental profile.

Once the unit has been organized, it is expected to come up

with an Action Plan following the L-EPM phasing.

2. GET THE STAKEHOLDERS ON BOARD THE L-EPM PROJECT.

The stakeholders are the heart and brains of the L-EPM project. Their inputs are needed for an environmental profile that is truly reflective of the environmental situation of the community, and their presence in the consultations will ensure the representation of the various stakeholders in the crafting of an environmental plan. As such, getting them on board the process is the most crucial part of the first phase of the L-EPM.

The stakeholders may come from national line agencies, local government departments, barangays, people's organizations, non government organizations, business and industry, the academe and other sectors.

The L-EPM Unit may refer to the business permits section of the mayor's office, the local chamber of commerce

and industry, the umbrella organization or network of NGOs and people's organizations to identify some stakeholders. Stakeholders are also a good source of information, so follow-up the names they may suggest.

The staff are expected to:

- identify the stakeholders;
- invite the stakeholders and ensure their participation in the L-EPM and CLUP processes;
- orient stakeholders of the concept, methodologies and tools in environmental planning and management, and

Stakeholders are an excellent source of information.

The public...

Should
be informed
that the LEPM and
CLUP
processes are
taking place in
their
community.

comprehensive land use planning;

- organize the stakeholders by ecosystem (1) forest and agriculture, 2) urban-air, 3) urban-solid waste, 4) urban-industrial, 5) mines and minerals, 6) coastal and marine and 7) freshwater) and let each ecosystem choose its own facilitator/chairperson, documenter and reporter; and
- identify and establish linkages of the city's environmental needs with the other major sectoral plans in development planning.

An orientation meeting for the stakeholders should be held. Here, the local government presents the L-EPM – its expected outputs and process, and the context of L-EPM. During the orientation, a Leveling of the stakeholders' expectations vis-à-vis expected output and process should be done. The stakeholders are then grouped per ecosystem, while explaining to them that such grouping is based on Agenda 21. The orientation meeting should be a non-threatening, non-discriminatory occasion so that even those individuals who are closely operating industries/businesses identified to cause environmental degradation will feel safe and actually participate in the process. The orientation meeting should also be a social occasion for the stakeholders to meet each other and the L-EPM staff and be friends.

3. INFORM THE PUBLIC.

The public should be informed that the processes of L-EPM and CLUP are taking place in their community. After all, it is the public's right to know in the first place. Furthermore, the public's support and appreciation for these activities could be generated because they would know and understand the events that are happening or about to happen.

Topmost among the media of communication that should be used is interpersonal communication (IPC) which relies mainly on face to face communication. This is most effective especially when introduc-

ing the L-EPM and CLUP to the stakeholders and in inviting them to get on board these processes. IPC perfectly complements the written communications sent to the stakeholders as well as the information they get through the mass media. Members of the L-EPM unit are, therefore, encouraged to make use of the different forms of IPC which include personal visits, telephone calls, dialogues and small group discussions.

The unit should also tap the mass media to reach out to the greater public through the issuance of press releases to the radio, tele-

vision, newspapers and web sites. Inviting the media to milestone events of the processes ensure publicity not only for the event but more importantly, for the gains achieved thus far. Establishing good media relations through IPC would help a lot in raising the chances of one's story seeing print in the newspaper or aired over the electronic media, and coverage by the media outlets.



A press conference held

during the early part of the unit's organization is a good venue for the local government to explain in depth what L-EPM is all about and why it has organized a unit specifically to achieve the aims of L-EPM. At the conclusion of the process, especially at the end of the CLUP process, a press conference would best present the totality of the undertaking and what the local government had achieved during and because of the processes.

Whether for IPC or mass media use, briefing materials on L-EPM and CLUP, produced in popular form would be greatly helpful in bringing across the message to the stakeholders. A primer, (refer to Appendices) is, therefore, one of the first outputs of the staff that should come out together with the invitation letters.

In ecosystem groupings the elected chairperson facilitates discussion and a reporter presents the output during plenary sessions.

Ask this question

. . .

"What are the issues and concerns our ecosystem?"

4. DRAW A CLEAR PICTURE OF THE COMMUNITY'S STATE OF THE ENVIRONMENT.

Here, the ecosystem groups identify issues and concerns affecting their particular ecosystem, prioritize the issues and concerns, gather data in support of the issues and concerns, and finally validate and analyze the same. To be able to do these, the L-EPM Unit must conduct a series of consultations with each ecosystem that shall culminate with the crafting of City Environment Profile and then the City Consultation.

Draw the Small Pictures

In these ecosystem groupings, the elected chairperson facilitates the discussion and a reporter presents the output to the bigger group during plenary sessions. A staff from the L-EPM unit acts as documenter. The unit may also provide each ecosystem group with a facilitator, preferably someone who can facilitate discussions using the technology of participation (TOP) should the need arise.

Probe



The first discussion session of the ecosystem groups requires each group to come up with factors affecting their ecosystem. Ask this question: "What are the issues and concerns affecting our ecosystem?" Using the TOP as a discussion tool, each member of the ecosystem group will be asked to write on meta cards issues and con-

cerns affecting the sector, community, business or industry in his/her ecosystem. Only one issue and/or concern is written in one meta card.

The members of the group will then post their meta cards on the board. If needed, a participant may explain his or her entry. The facilitator then classifies the entries according to topic and provides each classification with a heading. After the classification of the entries, the participants will then evaluate each group according to gravity of the issue/concern in relation to its effect on the ecosystem.

After the group discussion, each ecosystem group should then

present their issues and concerns in the plenary session.

In preparation for the next ecosystem discussion, each group member is assigned to gather data that will support the issues and concerns their group has raised during the first discussion. These data may come from academic researches, industry reports and information



from national and local government agencies and non-government groups. Pictures that prove or support the issues raised will be welcomed. Data provided shall serve as inputs to the geographic information system of the unit.

Validate

The second ecosystem discussion session should see the group members validating the data they themselves gathered vis-à-vis the issues and concerns they have earlier identified, and then coming up with the state of their ecosystem which they will present at the plenary session.

At this point, ecosystem groups forward the result of their dis-

A group

must be formed from among the L-EPM stakeholders to form part of the technical working group of the Envuironmental Section of the CLUP.

cussion to the L-EPM secretariat or IEC specialist who will package the outputs of all ecosystems' discussions into one community environment profile.

Weave one BIG picture

With all the presentations of the state of ecosystems at the plenary session, the stakeholders should now weave a big picture of the state of their community's environment. Like quilting, each fabric or ecosystem is connected to all other cloths.

The stakeholders pinpoint the factors that threaten the ecosystems and identify the common issues and concerns that affect these, including the underlying factors that threaten these ecosystems.

5. COME UP WITH PROPOSITION PAPERS.

Using the small and big pictures as bases, the stakeholders should now come up with proposals in the form of proposition papers and plans. They should also specify the methods and strategies on how to implement their proposals and plans.

6. INTEGRATE THE L-EPM ISSUES AND CONCERNS INTO THE CLUP ENVIRONMENT SECTOR.

From among the L-EPM stakeholders, a group that will form part of the technical working group the Environment Sector of the CLUP should be formed. The members of the group will present, validate and input results of the environmental profile (including GIS files) as well as the issues and concerns prioritized during the City Consultation to the environment condition write up for the CLUP. Here, the seven ecosystem groups will form part of the sub-sector of the technical working group for the CLUP's environment sector. The Proposition Papers as well as the results of the Action Plan firmed up during the City Consultation should also be presented at this point to the CLUP stakeholders and technical working group for validation. Through SWOT and force field analysis, a plan for the environment sector complete with an implementation and monitoring scheme should be formed.

PHASE	ACTIVITY	TIMEFRAME	OUTPUT
Organization of	■ Pool/detail staff from different departments if there is no Environment and Natural Resources Office yet through the issuance of an Executive Order	1month	L-EPM unit organized with the following composition (enumerate items)
L-EFM UNIT	Pool staff from the different divisions of the office through an office order by the department head	2 weeks	
Drafting of Action Plan	■ Newly-organized L-EPM Unit sets targets, milestones and the corresponding activities to meet such targets. The action plan must be based on the concepts, processes and methodologies of L-EPM, Sustainable Cities Program, Agenda 21 and Philippine Agenda 21.	Tweek	L-EPM Unit Action Plan drafted, presented to the City Administrator and approved by Local Chief Executive
	Staff study L-EPM, SCP, Agenda 21 and PA 21, including concepts on public consultation and development planning	1-2 months	
Identification of	Get names of non government organizations, people's organizations and government agencies whose work is related to environment	1week	Stakeholders Identified
stakeholders	Gather the business names of establishments and industries whose work affects or is affected by the environment from the Finance Office	3 months	
Invitation of Stakeholiters Orientation Meeting on L-FPM	 Prepare and send out invitations (send letter, follow up with a visit and then a phone call) Produce and disseminate primers to invited stakeholders 	2 days depending on the	■ Invitations sent out ■ Good attendance of Stakeholders during the Orientation Meeting on
	TOTACE STILL STORE THE STORE OF	number of stakeholders	L-EPM
Orientation Meeting on L-EPM	 Prepare venue; display materials about L-EPM and SCP on "Read Me" corners of the place Prepare program, making sure that the L-EPM champions in the local government are on hand to welcome the stakeholders Identify secretariat, facilitators and documenters and brief them on their specific roles and responsibilities 	1 day Tutay including consultations w/ the experts 2 days	 L-EPM Orientation Meeting conducted Secretariat, facilitators and documenters identified and briefed
Information, Education and Communication Campaign	 Produce multi-media briefer on L-EPM (power point, video, transparencies, primers) and soon after the meeting (focusing on the outputs of the activity), and during milestones of the process Arrange for media interviews Invite media to cover the milestones of L-EPM or arrange a press conference 	1 day	 Multi-media briefer on L-EPM (power point, video, transparencies, primers) Adequate coverage of L-EPM activities

PHASE	AGTIVITY	TIMEFRAME	OUTPUT
	Organize stakeholders into 7 ecosystem groups	1 hour	■ Clearer picture of the environmental situation of each of 7 ecosystems
Brawing State of	Have each group choose their chairperson/facilitator and a reporter. Assign a facilitator and documenter to each of the ecosystem grouping.	1hour	Identified Issues and concerns that threaten each ecosystem.
Environment	Each ecosystem group holds discussion sessions. First, to identify issues and concerns affecting or enabling their ecosystem; Second, to gather data related to their ecosystem and validate these.	3 days	
	Each ecosystem group forwards issues and concerns as well as the validated data to the L-EPM IEC specialist and GIS expert for inclusion in the Community Environment Profile.	1 day	
30 111111111111111111111111111111111111	 Stakeholders hold City Consultation where each ecosystem group will present the state of their ecosystem, including the prioritized issues and concerns affecting or threatening their ecosystem. 	5 days	■ City Consultation meting on State of ecosystem held
Writing of Proposition Papers	Stakeholders pinpoint the issue affecting the most number of ecosystems Stakeholders sign declaration of commitment	1 day	 Prioritized list of common issues and concerns Declaration of commitment
	■ Stakeholders conduct SWOT analysis, field force analysis	2 days	■ Proposals to address the issues and concerns confronting the
Strategy/Action Planning	Stakeholders identify their preferred future for the environment and what they want to achieve in a certain agreed timeframe including how to achieve these	1 day	community's environment Action plan with time frame
	■ Tap stakeholders as members of the CLUP technical working group for the environment sector		■ L-EPM stakeholders take part in the CLUP process
Integration of L-EPM with GLUP	TWG of the CLUP Environment Sector for validation and inclusion in the sectoral situational write-up, in the same way that L-EPM stakeholders gather and validate data for the environment sector	1 day	Presented and validated proposition papers
	 Studenolial write-up. Come up with environmental management programs and projects of the environment. 		■ CLUP with Integrated L-EPM

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