



## International Conference in Urban and Regional Planning

# “Some Observations On The Fate Of The Core City Under Metropolitanization: The Case of Cebu City”

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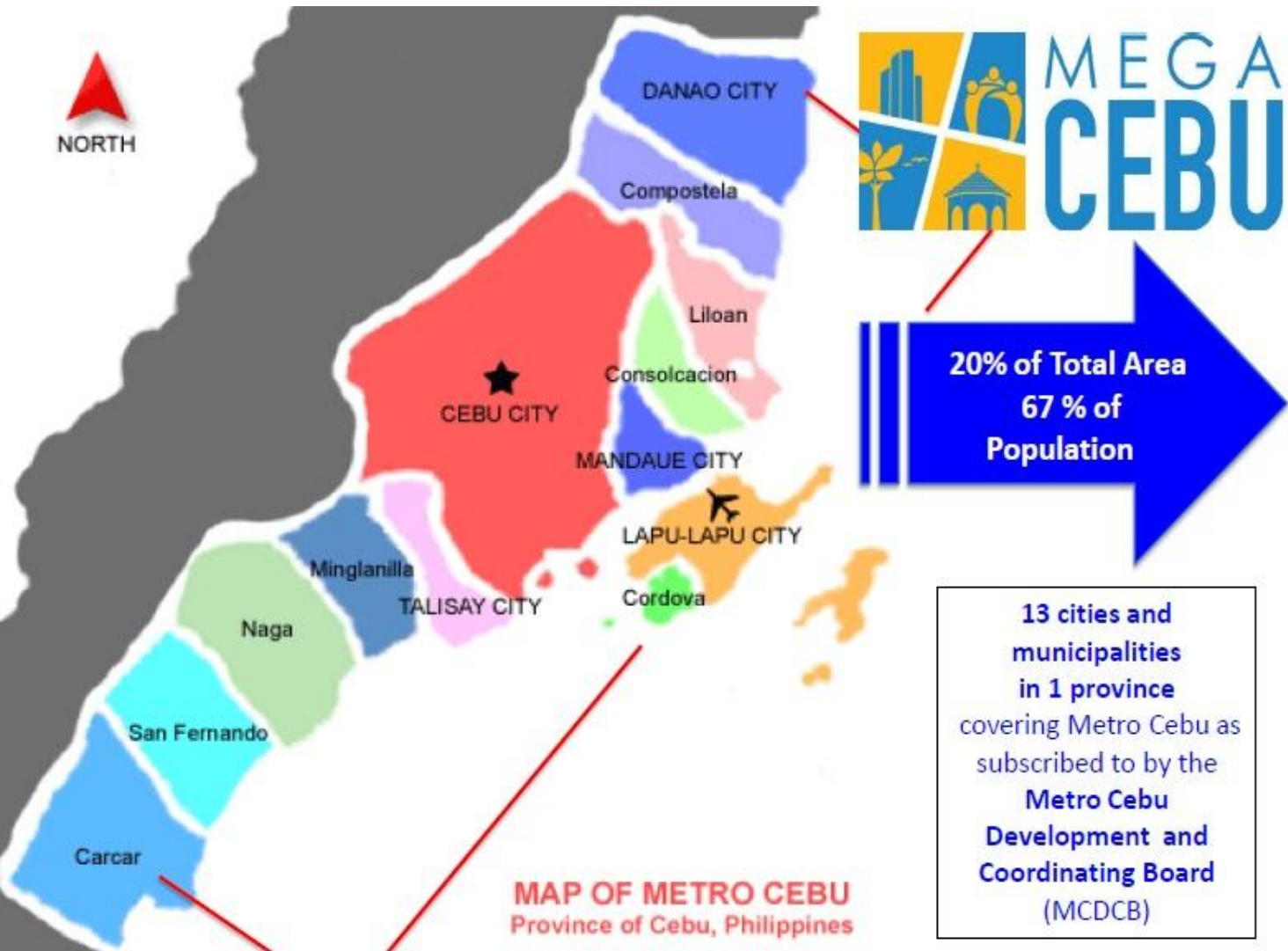
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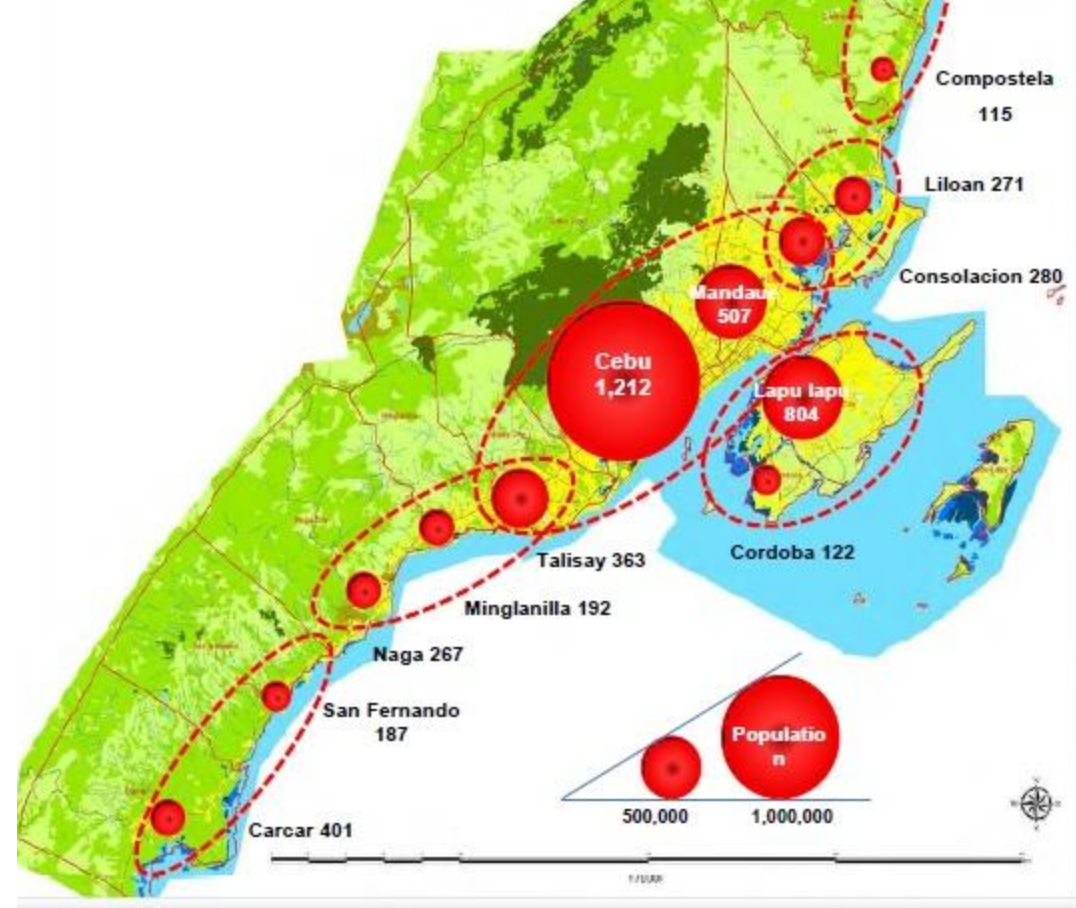
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Rapid growth, 1990s “Ceboom”, investment openness and export oriented manufacturing growth and property led boom.

JICA Japan International Cooperation Agency  
 Metro Cebu Development and Coordinating Board (MDCDB)  
 The Roadmap Study for Sustainable Urban Development in Metro Cebu



**Population Distribution and Urban Cluster System in 2050**



2017 Cebu by GDP contribution: 3.2% agriculture, 53.2% services, 30.3% manufacturing, 11.8% construction (Fajardo, 2018).

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# Basic propositions:

- urbanization needs to be well managed and monitored to reap economic benefits from globalization
- failure to provide good governance and effective urban management particularly in metropolitan regions result in significant social and environmental costs
- cities won't be able to obtain the optimize the benefits of wealth creation



***“CEBU, your gateway to global opportunities.”***



## Objectives:

- a) assess the possible trajectory of Cebu City in the near term - can it sustain a welcoming environment to continue to attract domestic and international investment?
- b) explore the possibilities in improving urban planning such that Cebu City may continue to reinforce its preeminent role as the business and administrative center of Mega Cebu

Exploratory thinking identifies key physical and institutional constraints:

- that impede further expansion in Cebu City,
- create consequences that degrade its development potential and further heighten pressures on the limited planning resources of the city.
- examine these constraints *to prompt future work* on detailed analysis on how it relates to the built environment and how planning institutions may be redesigned for greater effectiveness.
- without claiming to cover the full range of related physical constraints (e.g. sewage, water supply, air pollution) that needs to be carefully identified and studied.



# 1. Recognize the physical limits of Cebu City's expansion.

- 315 sq. km land area (\*PSA), only 8% or 23 square kilometers is *flat land*.
- ***Urban expansion in a coastal plain exerts a linear north-south expansion that leapfrogs the city's boundaries.***
- urbanization in Cebu City covers 49.7 sq. km. or 15.2% of the total land area of the city (JICA).
  - this means  $49.7 - 23 =$  ***26.7 sq. km is already in the hilly terrain of the city.***
  - of the total urbanized land (49.7 sq.km.) , 811 hectares or ***8.1 sq. km. or 30.3% of the 26.7 sq.km in the hilly terrain is considered hazardous (JICA).***
- *there are only 3.65 sq. km of land remaining that is available for future urbanization (JICA).*  
(365 hectares)
- 76.3 % of Cebu City's land is covered under the **NIPAS** (National Integrated Protected Areas System). Source: <https://www.cebucity.gov.ph/home-new/about-cebu-city>

## **We conclude**

there is little or no more room for expansion in the city. Is the solution to go vertical, i.e., build higher densities or decentralize? Build in the mountain areas thereby destroying our watersheds, displacing traffic up there?



## Cebu City (2015 census):

- population of 922,611

## Geography shapes land scarcity in Cebu City and other municipalities

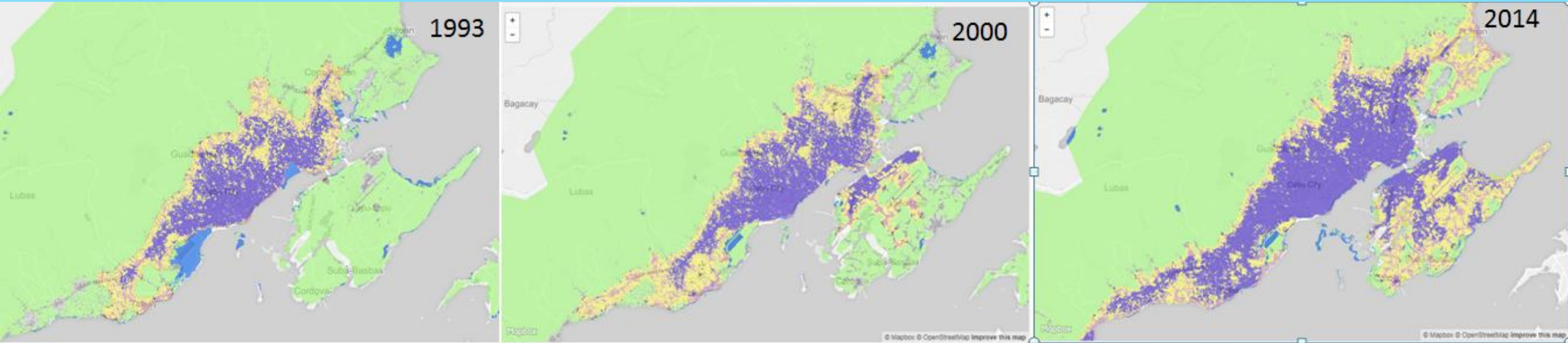
- 2/3 of population lives in 15% of the total land area
- “76% of the entire Metro Cebu is considered hazardous and not suitable for urban development”

Source: Mega Cebu 2050 RAFI <https://www.youtube.com/watch?v=lumAqjxg-z4&t=56s>



# Urban Extent of Cebu: by infill and leapfrogging – what are the environmental/economic costs?

Source: [http://www.atlasofurbanexpansion.org/cities/view/Cebu\\_City](http://www.atlasofurbanexpansion.org/cities/view/Cebu_City)



## Urban Extent

- Urban Built-up
- Suburban Built-up
- Rural Built-up
- Urbanized Open Space

## Exurban Area

- Exurban Built-Up Area
- Exurban Open Space

## Rural Open Space

- Rural Open Space

Urban sprawl has worsened inter-city traffic

Urban and Regional Planning





# Rapid growth has brought “negative externalities”

e.g., mall developers, subdivision developers who fail to take into account the traffic congestion, noise and loss of privacy they create for others = CHAOS.



“Banilad-Talamban  
Traffic: A state of  
calamity, a disaster.”

Source: <http://terminalreportecon1n.blogspot.com/>

# Saturday 'carmaggedon'

🕒 Wednesday, December 27, 2017

👤 By JUSTIN K. VESTIL



“MOTORISTS and commuters found themselves stuck for seven to 10 hours on the road due to several accidents that occurred in Talisay City and Minglanilla last Saturday, December 23, 2017. Aside from several other factors, the absence of Minglanilla’s traffic enforcers, who were attending their Christmas party that day, contributed to the gridlock, said a police official in the same town.”

Source: Sunstar December 27, 2017 <http://www.sunstar.com.ph/cebu/local-news/2017/12/27/saturday-carmaggedon-581354>

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## Land constraints of Cebu City = lower population growth

- of all the Highly Urbanized Cities (HUC) in Region 7, Central Visayas, Cebu City has the lowest rate of annual population growth in the last 20 years. (Table 4)
- growing scarcity of land from rapid growth in Cebu City = skyrocketing land prices = much lower population growth rates during the 2000-2010 growth period (1.88%) = even lower in 2010-2015 (1.21%), indicating that we are reaching the limits of expansion
- Commuting from surrounding LGUs therefore contributes to the perceived crowdedness

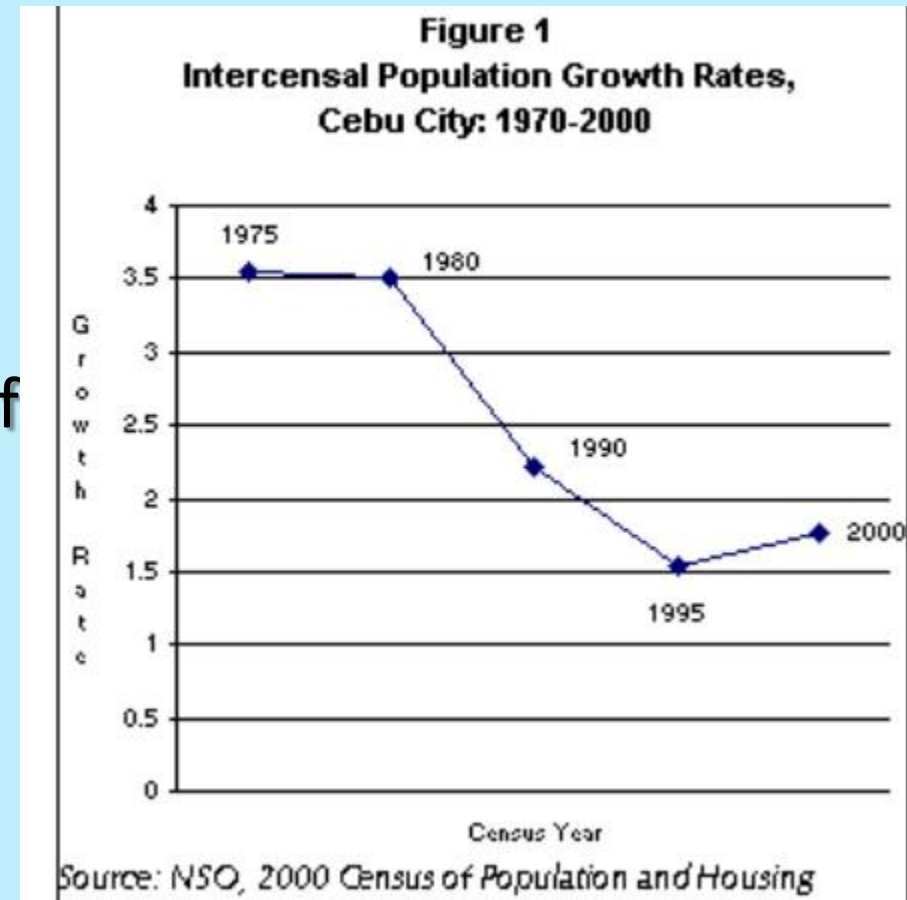


Table 4. Annual Population Growth Rate by Province/Highly Urbanized City:

Region VII - Central Visayas

(Based on the 2000, 2010, and 2015 Censuses)

Province/Highly Urbanized City	Population Growth Rate	
	2010-2015	2000-2010
Bohol	0.87	0.97
Cebu (excluding Cebu City, Lapu-Lapu City, and Mandaue City)	2.22	1.94
<i>Cebu City</i>	1.21	1.88
<i>Lapu-Lapu City</i>	2.94	4.91
<i>Mandaue City</i>	1.73	2.46
Siquijor	1.01	1.10

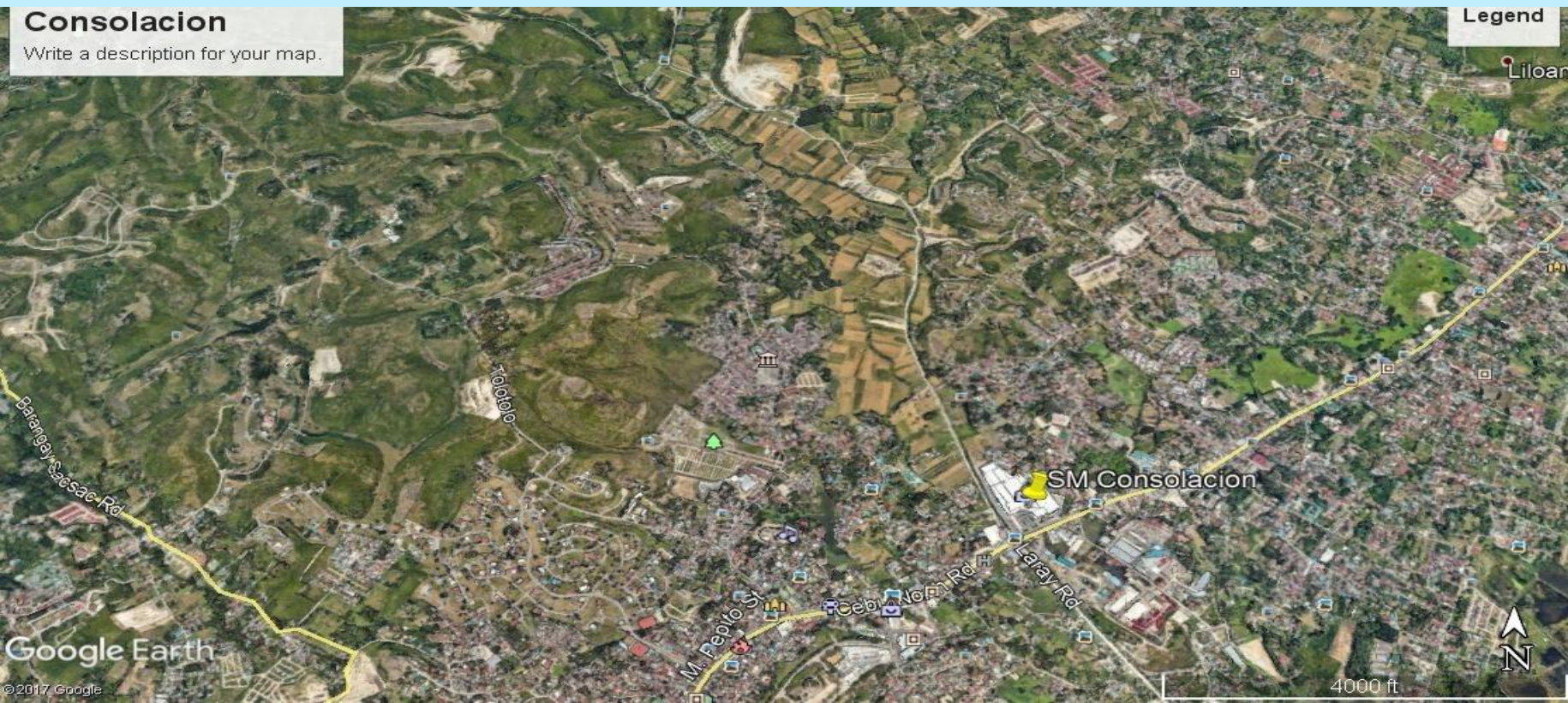


- Region VII is composed of three highly urbanized cities, seven component cities, 97 municipalities, and 2,446 barangays.

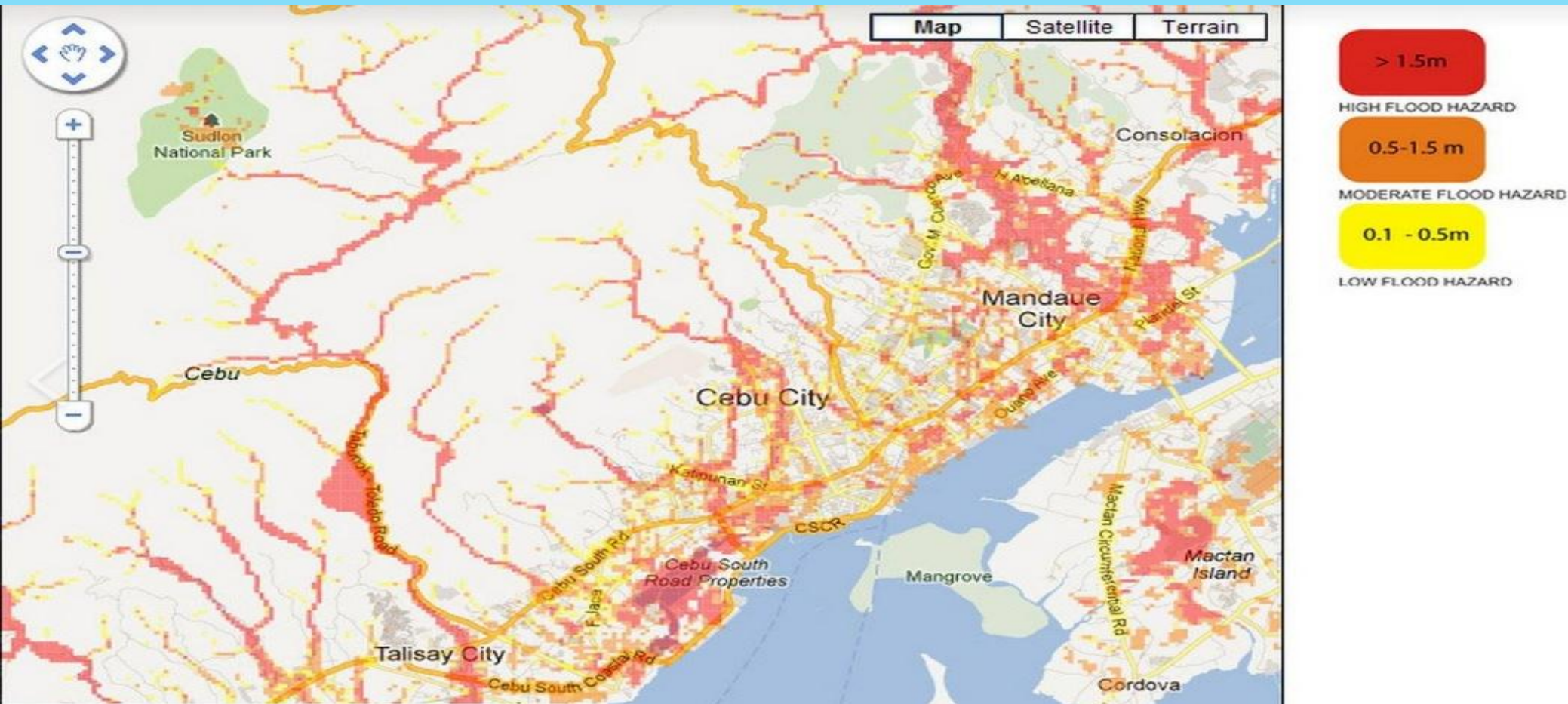
Source: <https://psa.gov.ph/content/population-region-vii-central-visayas-based-2015-census-population>



Scarcity of land puts pressure on hilly lands within and outside of Cebu City: changes in contours, vegetation clearing, more impervious surfaces. If urban limits are not demarcated, vulnerability and disaster risk from climate change will increase: e.g., runoff, floods, landslides in low lying areas.



“Flood simulations using Flo2d a Federal Emergency Management Agency (FEMA) approved flood routing application software. The inundation maps were simulated using rainfall delivered by tropical storm Ondoy on 26 September 2009 over 3 arc second topography from Shuttle Radar Topography Mission (SRTM). “ This rainfall is considered an extreme event, a 100-150 year return period. National Institute of Geophysical Science, U.P.



Source:  
<https://www.facebook.com/photo.php?fbid=10203630012204618&set=pcb.698992370188112&type=3&theater>

## According to UNESCAP (2012)

- rapid urbanization expands exposure to hazards
- it also increases people's vulnerability, especially among the poor.

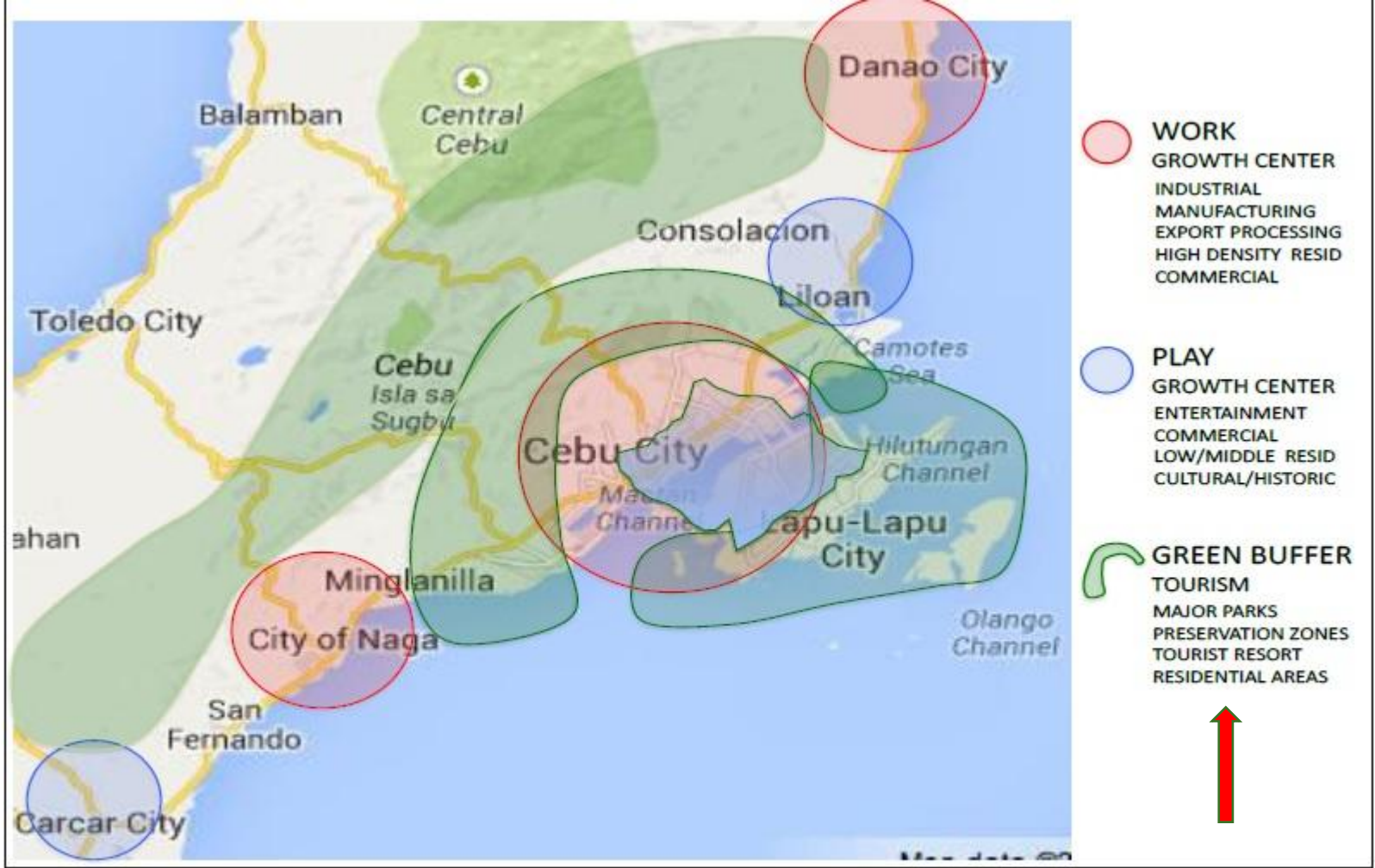
## **Housing Crisis severely affects the low-income and poor households.**

- Property led boom and land speculation led to a dramatic surge of land prices.
- inadequate provision of socialized housing units.
- led to tremendous housing backlog for low income housing.
- and thus, proliferation of high density low income neighborhoods and slums (and fire risk).  
41,000 households living in these waterways (Quintas, 2015).
- a cap on socialized housing units, citing the price of land in Metro Cebu as the major reason - defeats the main purpose of socialized housing.
- Batas Pambansa (BP) 220 defines the concept of socialized housing as a project intended for the underprivileged and homeless

Source: Sajor, E. (2001), The Real Estate Boom in the 1990s and Land Use Allocation for Socialized Housing in Metro Cebu, Philippines, UMP-Asia Occasional Paper No. 52, UNDP / UNCHS (Habitat) / World Bank URBAN MANAGEMENT PROGRAMME Regional Office for Asia and the Pacific, September.







Source: JICA Study Team.

**Figure 4.2.4 Concept of Urban Structure and Urban Functions in Metro Cebu**

Envisioned Urban Structure of Mega Cebu 2050 consisting of Work, Play, and Green Buffers.

Source: JICA (2014), Metro Cebu Development and Coordination Board (MCD CB), The Roadmap Study for Sustainable Urban Development, INTERIM – III REPORT, Volume II: Main Text, December. p.4-6



# Highest density barangays are in Cebu and Mandaue cities

Barangays in Metro Cebu whose density (2015) exceeded Dhaka, Bangladesh 44,100 per square kilometer (2016)



## Fire Risk?

Photo source:  
<https://cebudailynews.inquirer.net/187786/188-houses-razed-afternoon-fire-lower-kamputhaw>

Data from Dr. Connie Gulltiano, Office of Population Studies, USCTC, using the latest 2015 PSA data. Data for Bangladesh rank  
<http://www.demographia.com/db-worldua.pdf>

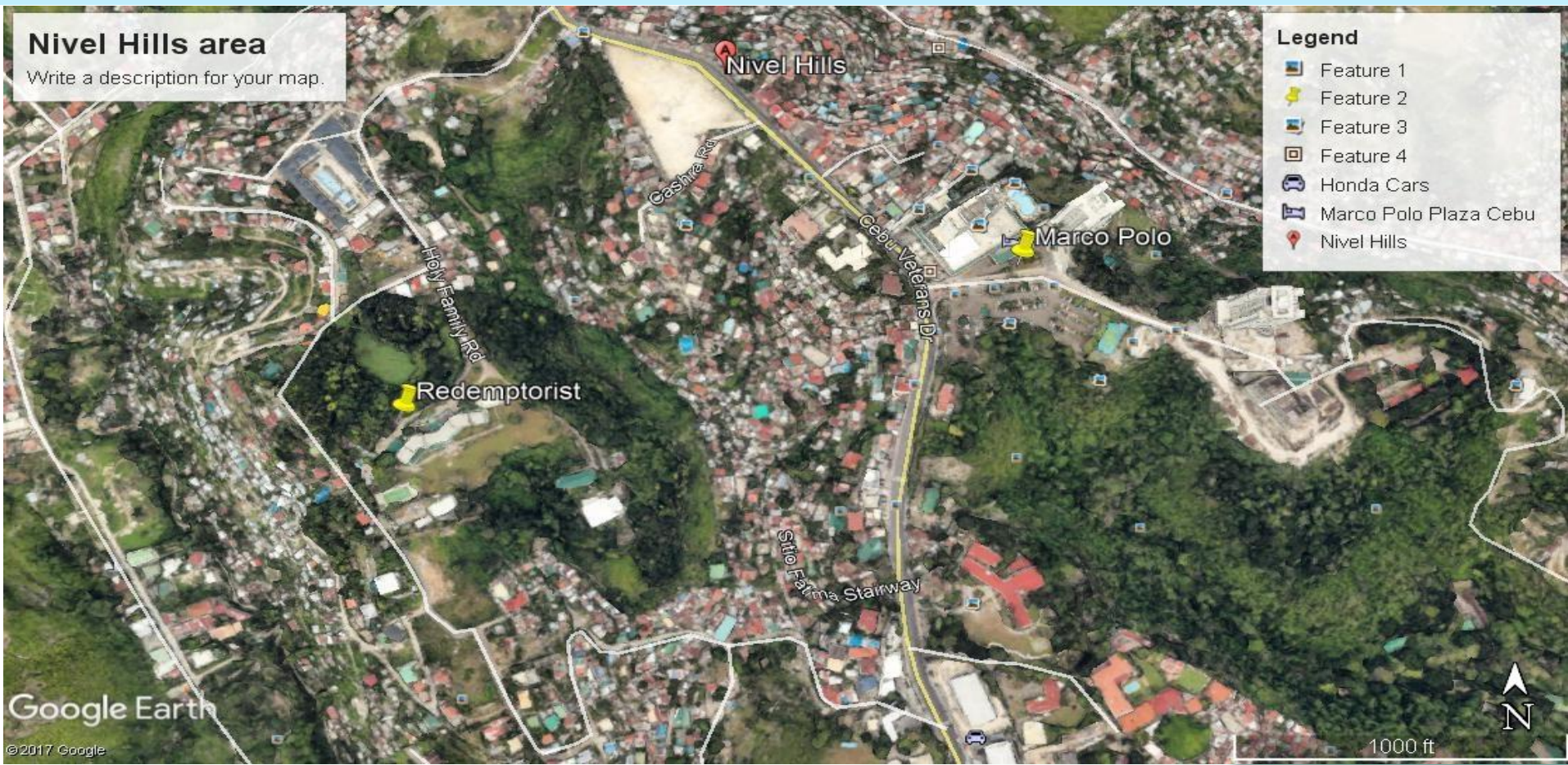
BARANGAY Name	Persons per sq. km.*
1. Tipolo, Mandaue	188,400
2. Suba, San Nicolas, Cebu City	137,825
3. Pasil, Cebu City	107,413
4. Lorega, Cebu City	65,961
5. Mambaling, Cebu City	63,851
6. Sawang Calero, Cebu City	58,993
7. Centro, Mandaue	56,383
8. Duljo, Cebu City	53,527
9. Pahina San Nicholas, Cebu City	53,267
10. Poblacion South, San Fernando	51,838
11. Looc, Mandaue	50,421
12. Apas, Cebu City	50,186
13. Labangon, Cebu City	47,824
14. Luz, Cebu City	45,783



Barangays in Metro Cebu whose density (2015) exceeded that of Mogadishu, Somalia (2016), the 10<sup>th</sup> most dense city in the world at 25,000 persons per square kilometer

Barangay	Persons per sq./km.
1. Tejero (Villa Gonzalo), Cebu City	43,927
2. T. Padilla, Cebu City	40,242
3. Basak, Pardo, Cebu City	39,622
4. Subangdaku, Mandaue City	38,509
5. Carreta, Cebu City	38,052
6. Cogon, Pardo, Cebu City	37,993
7. Tinago, Cebu City	37,461
8. Guizo, Mandaue City	37,012
9. Sambag I, Cebu City	34,446
10. Basak, San Nicolas, Cebu City	30,802
11. Alang-alang, Mandaue City	28,632
12. Linao, Minglanilla	26,965
13. Tulay, Minglanilla	26,871
14. Day-as, Cebu City	26,761

Unplanned and uncontrolled land uses, dense settlements in hillsides, loss of vegetation, flood & landslide threats. This pattern exacerbates the impact of intense weather due to climate change.



JICA (2015:II-19)  
“many people will try to live on hilly areas if distance to workplaces is reasonable”.

Sajor (2001): “*Metro Cebu: A Case of State Failure to Regulate Growth*”





Informal settlements, first tier hills of Cebu City



# Danger of favelalization of our hills: This is Rocinha favela in Rio De Janeiro.



Average Annual Rainfall

Rio de Janeiro:  
1172.9 mm

Cebu City:  
1,636.70 mm. in the old  
Lahug Airport, and  
1,609.70 at the Cebu  
Custom House

<http://www.rio-de-janeiro.climatemps.com/precipitation.php>

<https://www.cebucity.gov.ph/4-about-cebu/government/4548-about-cebu-city?showall=&start=1>

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Source: <https://static.guim.co.uk/sys-images/Guardian/Pix/pictures/2014/6/23/1403524154991/Rocinha-favela-in-Rio-de-015.jpg>



Victoria Peak, Hong Kong, Elevation (552 m (1,811 ft)). By contrast, Tops Lookout (2,000 ft), Brgy. Busay (997 ft) – Note: clear demarcation of urban boundary



## 2. Respect Protected Areas - The case of the Central Cebu Protected Landscape.

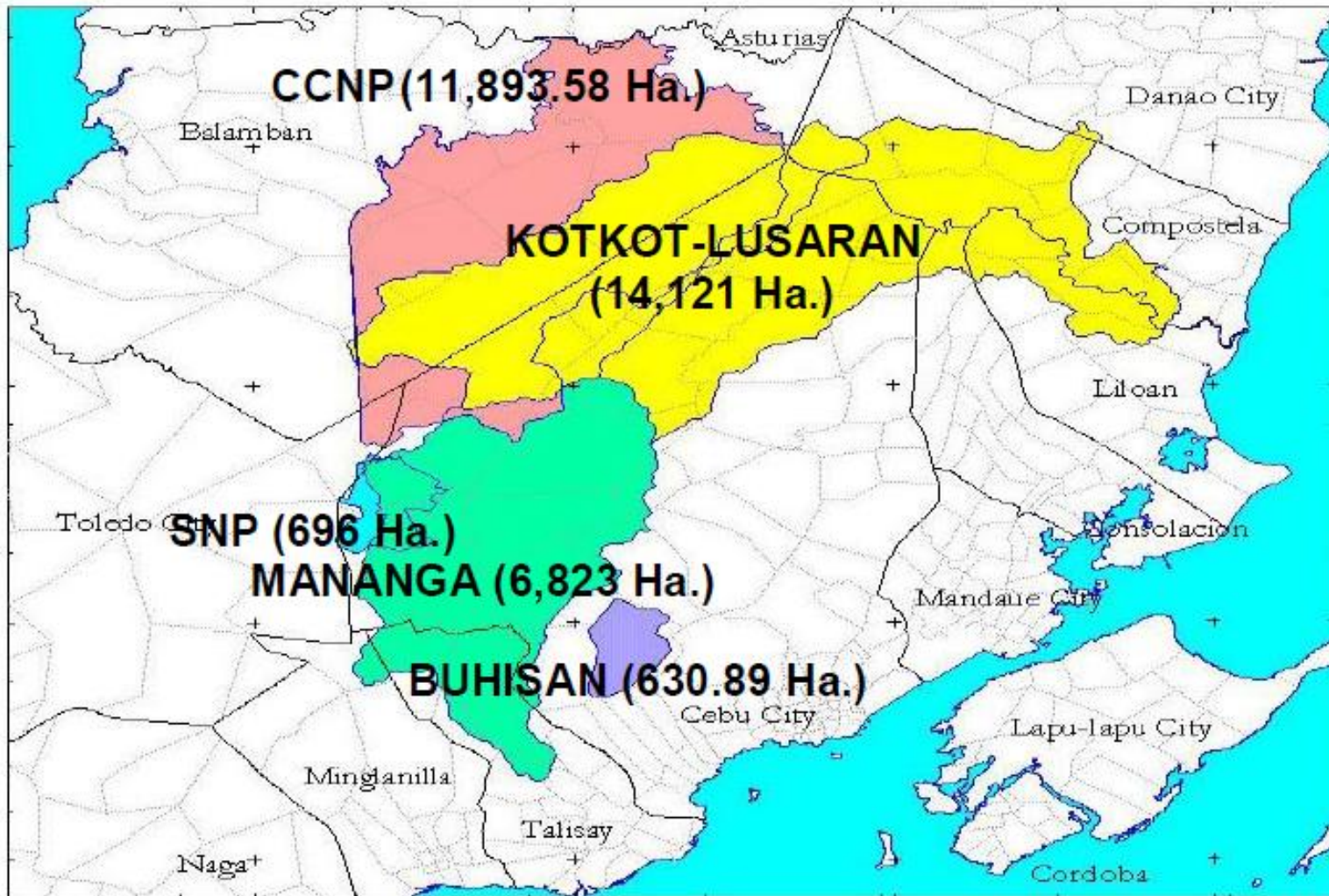
- The CCPL includes 4 watersheds: Mananga, Kotkot-Lusaran, Sudlon National Park and Buhisan watersheds, plus the Central Cebu National Park.
  - important sources of water for Cebu City and the rest of Metro Cebu.
- 23 of Cebu City's 80 barangays are totally or partially located in the four watershed areas of the CCPL. (*see Protected Area Management Zone Map next page*)
- According to DENR Memorandum Order No. 2011-04, the titling and processing of all public land applications (PLAs) are suspended in a protected area.

Source: <http://www.philstar.com/cebu-news/773965/denr-pushes-declare-protected-areas>

How to rationalize land ownership within these areas of the CCPL? Need input from real estate industry.



## LOCATION MAP



PROTECTED AREAS OF CENTRAL CEBU

	Central Cebu National Park
	Kotkot-Lusaran Watershed Forest Reserve
	Mananga Watershed Forest Reserve
	Sudlon National Park
	Cebu Watershed Reservation (Buhisan)

Total Area of PA = 29,060 has or 40%  
Total Area of Metro Cebu = 73,175 has

CCPL - a critical habitat known for its biodiversity in flora and fauna

Activities and land uses in protected areas are regulated

- to preserve the biodiversity of the identified areas,
- provide life support systems,
- maintain the natural beauty of these areas (NIPAS)

About 40% CCPL is inside Cebu City boundary

Reminder to ourselves:

The Revised Forestry Code provides that no land of the **public domain** 18% in slope or over shall be classified as **alienable** and **disposable**; these are classified as forest lands.

Source: <http://realestatelawyer.com.ph/classification-of-properties/>

Alienable and Disposable (A&D) Lands - those lands that can be acquired or issued title.

Source: <http://lmb.denr.gov.ph/frequent.html>

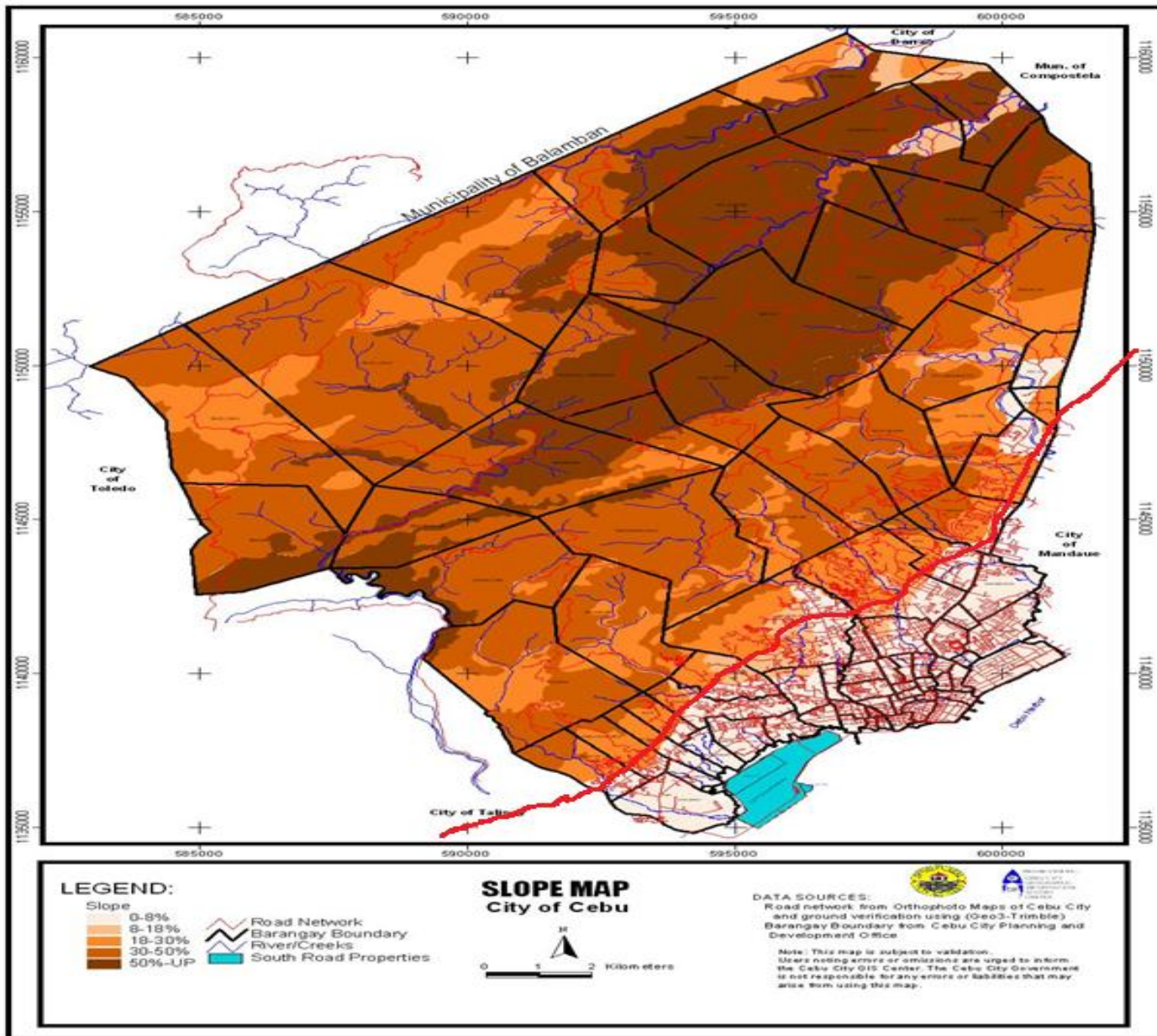
In principle, only A & D Lands are suitable for future urban use. (HLURB)

Source: [http://www.cookbook.hlurb.gov.ph/files/04.09.01\\_LandClassification.pdf](http://www.cookbook.hlurb.gov.ph/files/04.09.01_LandClassification.pdf)

Above the red line is 18% slope or more. It should be a “no build zone”. (HLURB CLUP Vol1:159)

- no conversion of uplands agricultural lands for tourism, commercial, and residential purposes

- unless there are strict mitigation measures and strict development controls so that development does not intrude into hazard prone areas & impact lowland areas

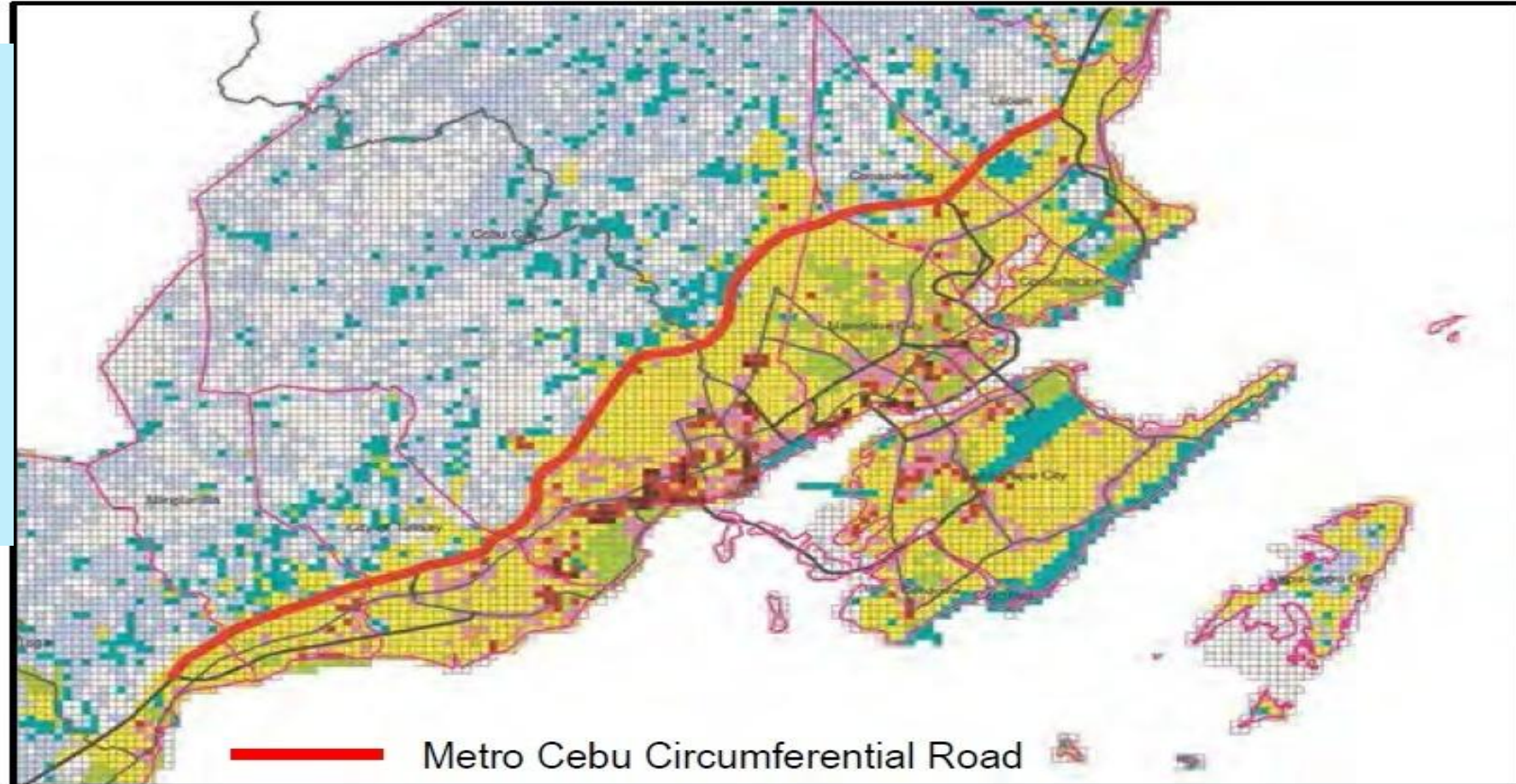


### 3. The idea of “URBAN LIMITS”: Controlling upland development

“Urban Limits are set on slopes so as to form less hazardous urban space from landslides and flood. The proposed Metro Cebu Circumferential Road in particular will be able to control urban development when NO arterial road is planned at the upper lands above the circumferential road.” \*

To preserve our water catchment areas, reduce disaster in the uplands, floods in lowlands, and therefore enhance land values overall , EXEMPTIONS (“special permits”) should NOT be allowed.

\*Source: JICA/MCDCB (2015), *The Roadmap Study for Sustainable Urban Development in Metro Cebu, Final Report Main Text*, ALMEC Corporation, Oriental Consultants Global Co., Ltd., June 2015. page II-24



## II. Guides on Setting Land Use Zones and Development Regulations

### A. No-Build Zones and Expanded Easements

#### 1. Determining No-Build Zones

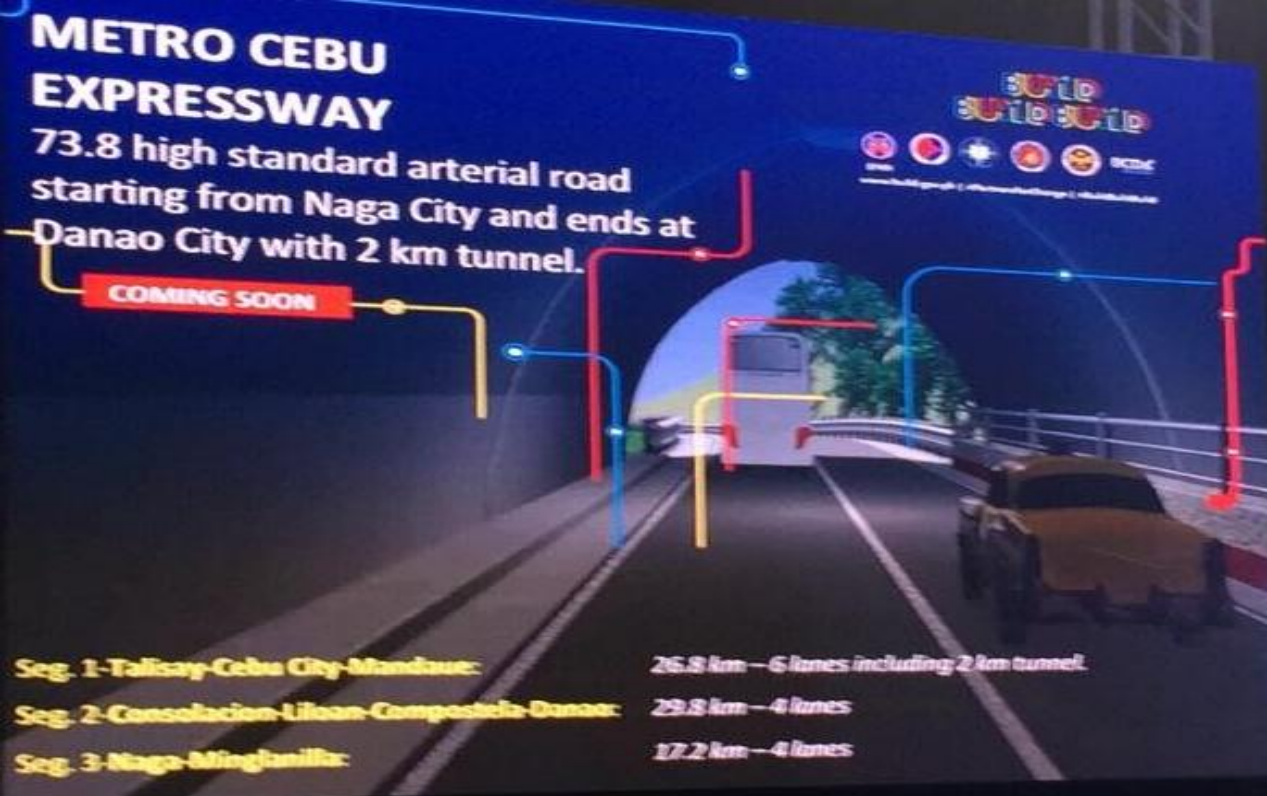
Areas highly susceptible to hazards where risk is unmanageable or unacceptable can be designated as Parks and Recreation, but to emphasize the danger and the restrictions on use, the term No-Build Zone can be used for areas where building is not allowed.

It is applicable for areas which are relatively undeveloped or severely damaged from past disasters. For already developed or built up areas, the declaration of Areas for Priority Action (See Section D) may be explored. The following are the proposed criteria for declaring No-Build Zones:

- Easements (as required by law or expanded by the LGU—see item 2—Determining Expanded Easements)
- Designated Floodway or High Susceptibility to Flood (where risk is unmanageable due to high water level, velocity and potential debris, which can damage structures severely and make evacuation impossible)
- Projected permanent inundation area for sea level rise and coastal erosion
- High Susceptibility to Storm Surge
- High Susceptibility to Landslides
- High Susceptibility to Lahar
- Permanent Danger Zone around volcanoes (as defined by PHIVOLCS)
- Earthquake Fault easement. This is a set distance from a fault as defined

Source: CLUP Guidebook, A Guide to Comprehensive Land Use Preparation, Vol 1 The Planning Process, HLURB (2013), p. 142.





# Metro Cebu Expressway

74 kms. high standard arterial road

Talisay-Cebu-Mandaue: 26.8 kms., 6 lanes

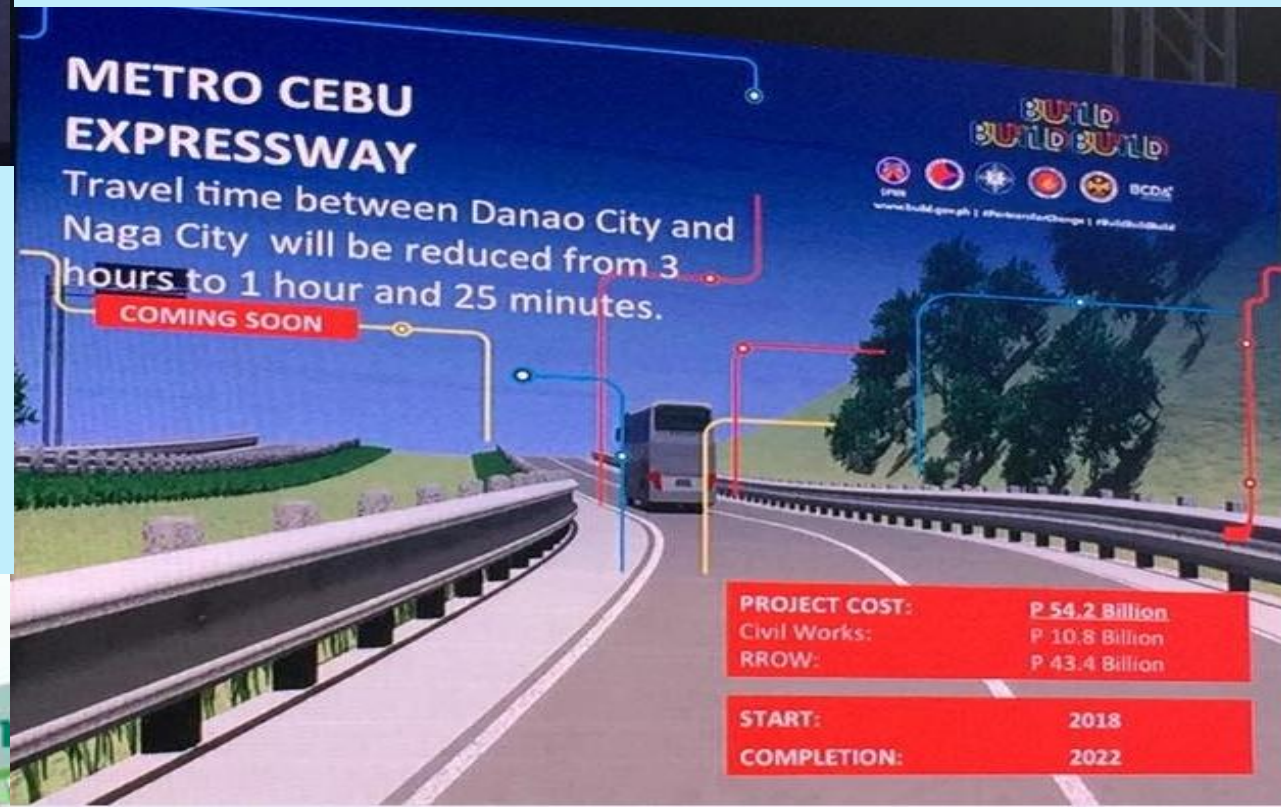
Consolacion-Liloan-Compostela-Danao: 29.3 kms., 4 lanes

Naga-Minglanilla: 17.7 kms., 4 lanes

**Project Cost: 54.2 Billion pesos**

Civil Works: 10.8 Billion pesos

RROW\*: 43.4 Billion pesos



Source: <http://www.skyscrapercity.com/showthread.php?t=1991381&page=2>

## 4. Perennial Flooding in Cebu City



“Mo baha ra man pud kong mo uwan, mo hubas ra man pud na ang tubig.”

*(Translation: ‘It only floods when it rains, and besides the water will subside after a few hours’)*

Flood in E Mall, Sanciango St. ,September 21, 2017 rain

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Source: <https://www.facebook.com/cebuflashreport/photos/a.773024286142221.1073741829.752105254900791/1318218681622776/?type=3&theater&ifg=1>

# Flood in front of Cebu Coliseum arcade, Sanciango St., Sept 9 2017 rain Inadequate drainage, overbuilding in uptown areas and hillsides

- will get worse with intense weather patterns.
- If infrastructure is lagging, why continue to allow unrestricted growth?
- should growth match our capacity and pace to retrofit the city infrastructure?





Flood after 4-hour rain April 3, 2017: “Vehicles navigate through floodwaters in Barangay Tipolo, Mandaue City following a downpour yesterday morning. Flooding is a perennial problem in the city. **Joy Torrejos**” (The Freeman)



# Flood during Tropical Depression Crising April 2017, Reclamation Area.



PHOTO COURTESY: RONAMAE JUNGCO

Source: <http://cnnphilippines.com/regional/2017/04/16/at-least-7-dead-in-cebu-flooding.html>

# Even highlands get flooded. Floods and landslides in Busay. (October 4 & 5, 2017)



Why were building permits granted in hazard prone areas? If variances were given, what geotechnical engineering mitigating measures were required?

Source: Left, 2 photos: <https://www.facebook.com/banatnewsce>  
Right, 3 photos: <https://www.facebook.com/confused.with.herse>



Aftermath of heavy rains.  
Landslide area in Sitio Graje,  
Barangay Busay. October 6,  
2017

Failure of retaining and  
riprap walls with no tieback  
anchors

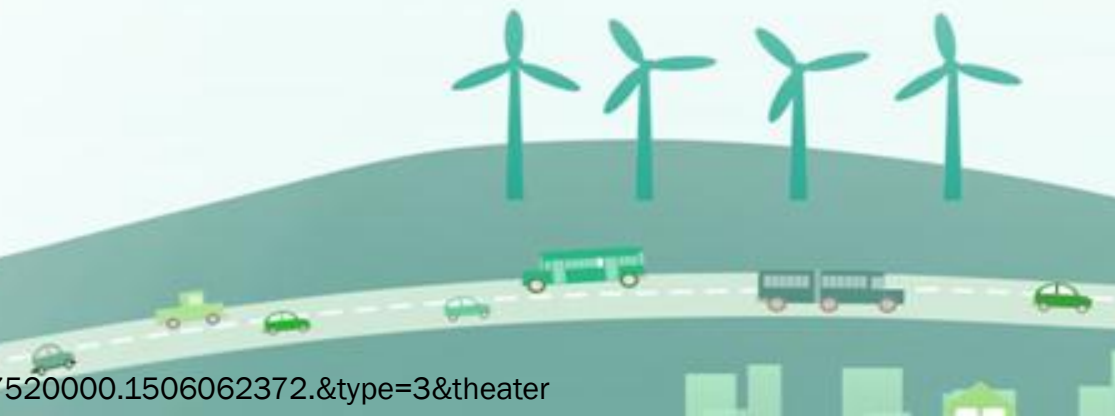
Source:  
<http://cebudailynews.inquirer.net/149693/heavy-rains-cause-floods-traffic-gridlock-metro>.





Even churches get flooded.

Gethsemani Church, Mandaue  
Easter Sunday mass, 5:00 am  
April 17, 2017  
Photo © Rappy Yapp



“STILL MORE FUN IN PH? A foreign visitor and his wife board a wooden cart for P20 per person to cross knee-deep flood water outside SM City in the North Reclamation Area, Cebu City after Monday’s afternoon downpour lasted over an hour. (CDN PHOTO/ JUNJIE MENDOZA)”  
July 27, 2015 flood



Book Now

# 'Swift, Relentless' action against flooding, traffic

By: Carmel Loise Matus, Jose Santino S. Bunachita, Victor Anthony V. Silva

10:42 PM July 6th, 2016

@cebudailynews



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VIEW COMMENTS

### RECOMMENDED

Gwen eyes legal remedies to fight off dismissal order

Terminals filled with stranded passengers

Palma to priests: Open churches to storm victims

150 couples take the plunge in Pag-IBIG's 'Kasalang Bayan'

Palma exempts Cebuano Catholics from abstinence on Chinese New Year

Palma: Ponder on God's love which is true and pure



### POPULAR

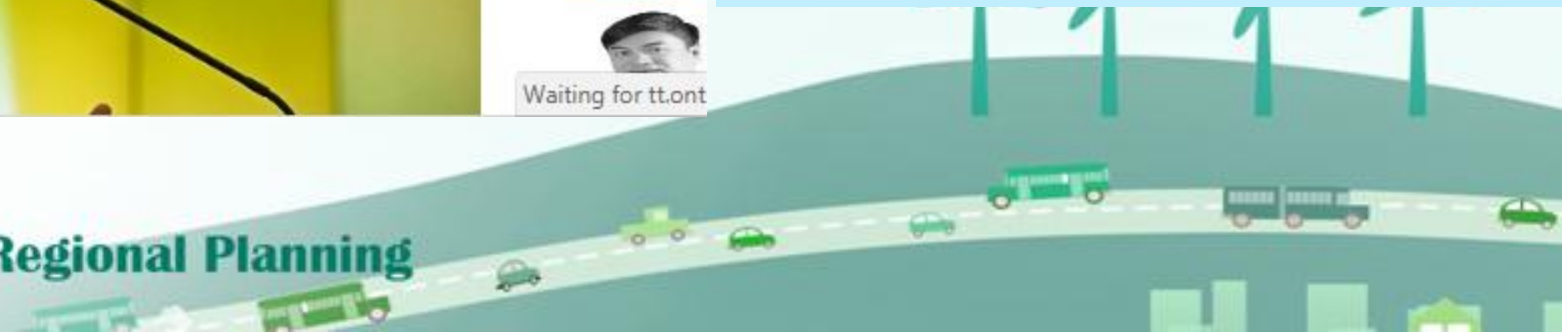


Waiting for tt.ont

Metaphor malfunctions:

After a particularly heavy 55-millimeter rainfall in early July 2016 that caused massive flooding and traffic gridlocks in many parts of Metro Cebu, DPWH Sec. Mark Villar made this promise to the Mega Cebu stakeholders meeting.

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In Cebu City, priority in the 2018 budget is garbage collection over flood control program while the extant Cebu City Mayor does not think flooding in other LGU's is his concern.

# GARBAGE OVER FLOOD



SHARES: 43  
VIEW COMMENTS

By: [Jose Santino S. Bunachita](#), [USJ-R Intern Rosalie Abatayo](#)  
[@cebudailynews](#)

11:35 PM October 16th, 2017



In this file photo aste pickers sort out garbage at the Inayawan Sanitary Landfill. (CDN photo/Junjie Mendoza)

## Osmeña hit for prioritizing garbage collection over flood control program in 2018 budget

It takes only 20 minutes of heavy rain for floodwaters to reach knee-deep in downtown Cebu City.

Yet flood control appears to be not a priority of the city government based on the proposed 2018 budget.

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### POPULAR

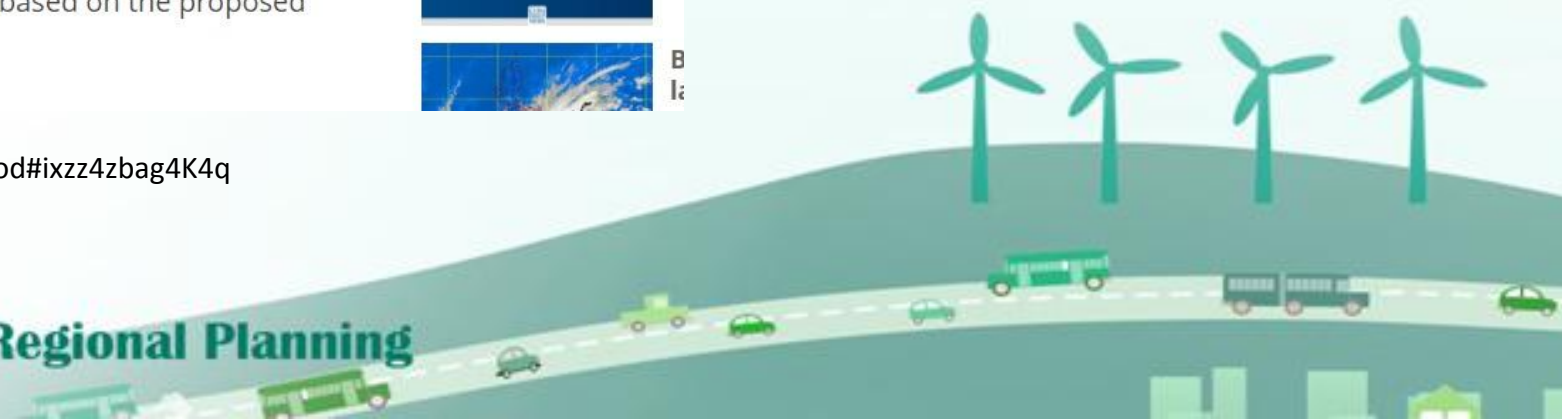


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Source: <http://cebudailynews.inquirer.net/151051/garbage-over-flood#ixzz4zbag4K4q>

Source:

<https://www.philstar.com/the-freeman/cebu-news/2016/07/07/1600404/must-cebu-solve-flood-problem-dams-drainage#ThgA6djJ36QIm7tF.99>





# Labella asks CCMRB to stop quarrying in city mountain villages

\*Cebu City Mining Regulatory Board

Planning for disaster or resiliency?



By: Inna Gian Mejia  
@cebudailynews

10:43 PM August 12th, 2017

SHARES: 35



A 2013 photo of the Binaliw-Agsungot Road shows the road being closed because of soil erosion. Recently, Vice Mayor Edgardo Labella (inset) has asked the City Mining and Regulatory Board to stop small-scale limestone quarrying activities in Barangays Binaliw, Kalunasan and Pulangbato because these have caused soil erosion in these areas which pose a danger to the residents there. (CDN FILE PHOTO)



Environmental responsibility or irresponsibility to reduce risk and impact of disaster?

Upper right photo source: <https://news.mb.com.ph/2017/03/30/scarred-hillside/>

Lower right photo source: <http://www.abogado.com.ph/court-asked-to-stop-illegal-quarry-activity-in-cebu/>

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9 of the 27 Cebu City Barangays (33.3%) identified to be located in “hilly” terrain have annual growth rates (2010-15) over 2.5% .

- *Binaliw (4.42%),*
- *Pit-os (3.6%),*
- *Taptap (3.57%),*
- *Kalunasan (3.15%),*
- *Lusaran (2.84%),*
- *Mabini (2.83%),*
- *Agsungot (2.8%),*
- *Busay (2.71%), and*
- *Buhisan (2.68%).*

Source: Dr. Connie Gultiano, Office of Population Studies, USC, Talamban using PSA Data.

## 5. The limited road network and the superblock effect

- a study of the transportation infrastructure of Cebu City observed “The city nowadays has the same basic road network with that of the pre-war” Kishiue et al (2003:3300).
- **few arterial roads create the “superblock effect”**

“Rush hour traffic on Escario St. in Cebu City, whose landmarks include a popular church, can sometimes require saintly reserves of patience.”

(Sun.Star File Photo/Amper Campaña)



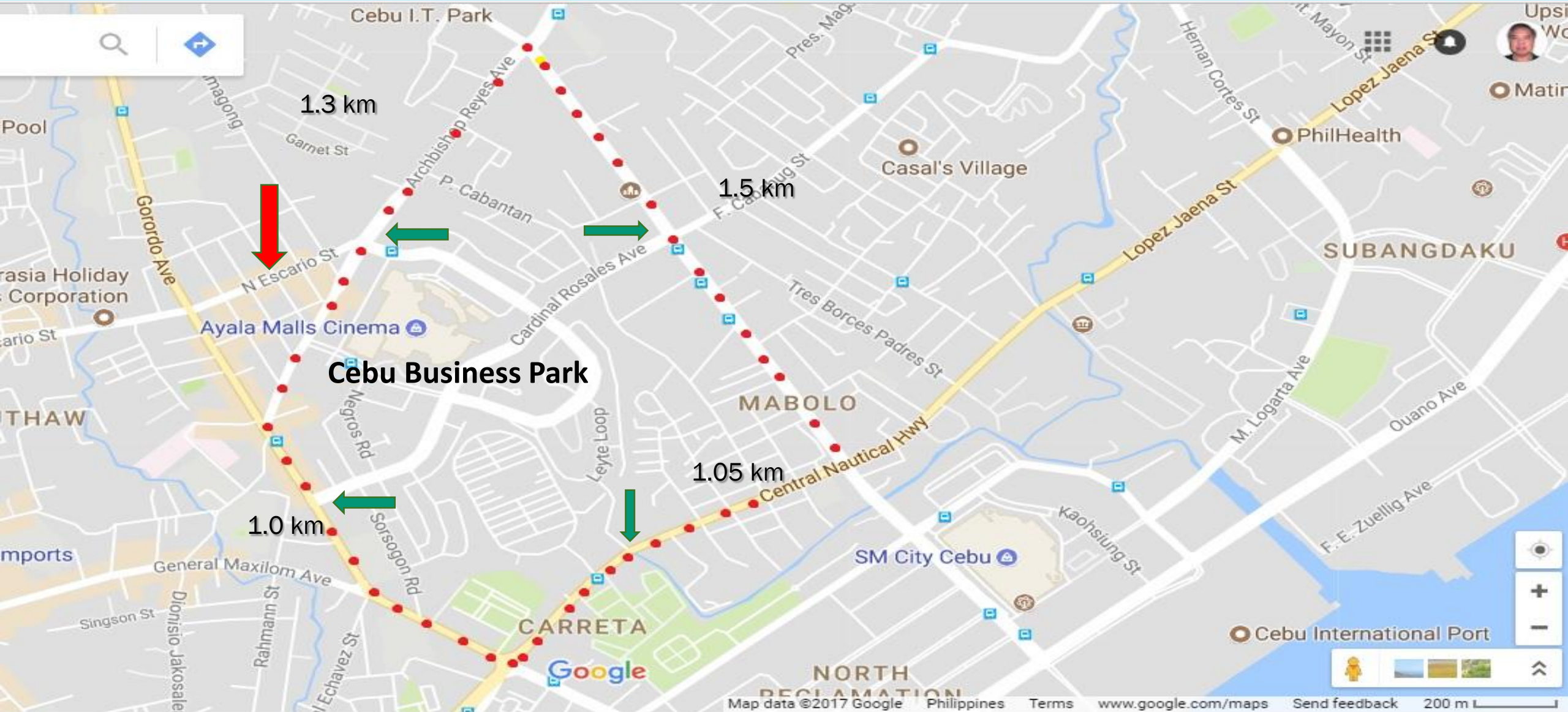


## Escario St. Cebu City

Strip development of mixed commercial, residential uses with no density limitations along a major arterial road.



# Superblock phenomenon - all roads lead to the edges of the superblock and end there.



A grid system is *more* efficient in distributing traffic in a city

Source: <http://spacing.ca/toronto/2013/01/22/is-a-grid-the-most-efficient-street-layout/>

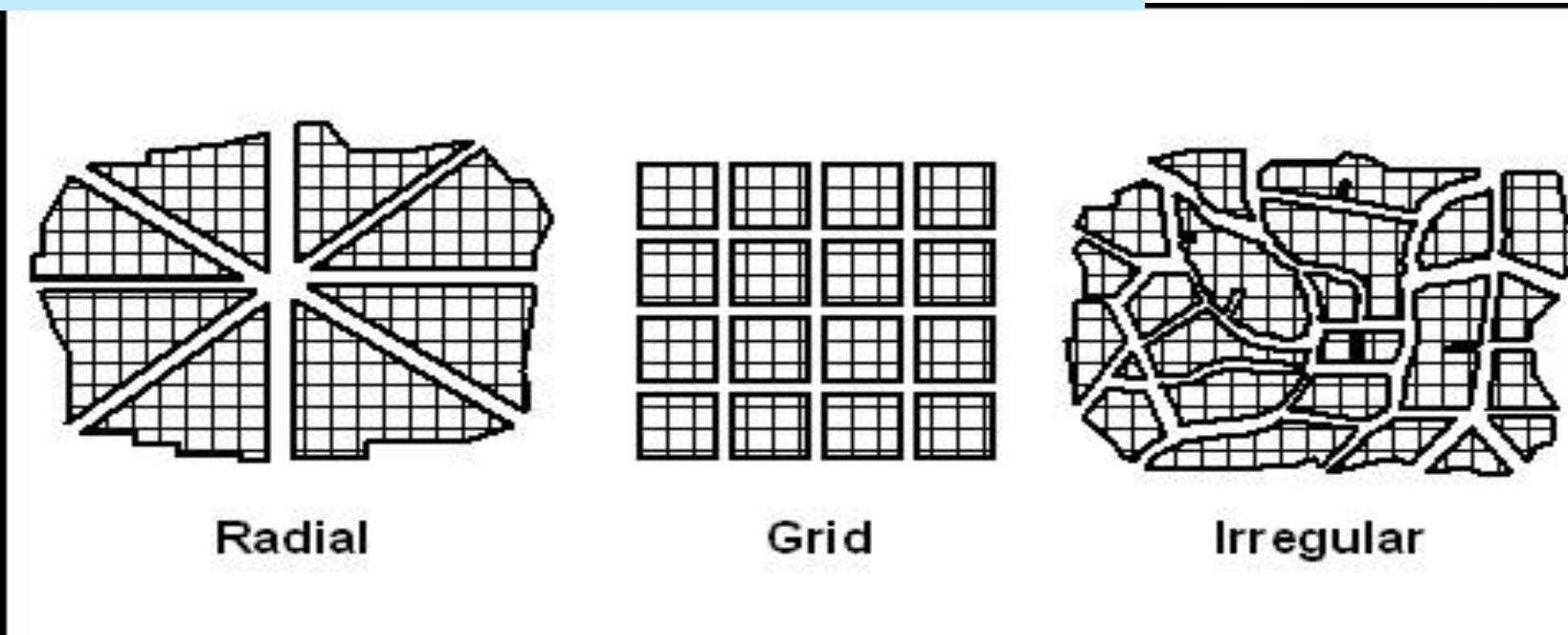
### Study Area – Street Views

1 Sidestreet view of a small real estate offices, a tiny supermarket and chicken restaurant (not pictured).

2 Pedestrian path – no bicycles allowed.

3 Main street is not an active retail street – its only purpose is to transport vehicles.

← Main Road   ← Side Road   ← Pedestrian Path   Bus Stop   130 m



This is Mango Ave.  
How will traffic  
look like if we are  
going to make this  
an “avenue of  
skyscrapers”?

(VCR-Volume Capacity Ratio)

Source: <http://cebudailynews.inquirer.net/files/2014/12/traffic.jpg>



but even wide roads won't help.....



“the principle of traffic generation, the mathematical rule that any highway built to alleviate congestion on an earlier existing road, would only succeed in generating a larger aggregate amount of traffic for all roads.”

Kunstler, James Howard (2013-09-13). The Geography of Nowhere: The Rise and Decline of America's Man-made Landscape (Kindle Locations 1588-1589) Kindle Edition.

**International Conference in Urban and Regional Planning**

Photo source <http://cebudailynews.inquirer.net/files/2015/03/n0311mandauetraffic.jpg>



## 6. The State of Cebu City's Comprehensive Land Use Plan (CLUP)

- last official Land Use Plan for Cebu City was in **1983** (outdated, obsolete).
- **approved zoning ordinance in 1996.**
- "While the Cebu City Government claimed in 2013 that it has a CLUP that was approved in 2006, HLURB 7 and 8 has questioned this since the city could not show an HLURB or Sanggunian Resolution to prove that it has such."
  - There was a revision of a portion the 1996 zoning ordinance in **2006.**
- Why so lax an attitude?
  - CLUP is required in the Local Government Code, but NO penalties for not having an updated CLUP and zoning ordinance
- Since both the official 1996 Zoning Ordinance and 1983 Land Use Plan are obsolete by now, variances are frequently issued.
- Under Mayor Rama, the CLUP was updated in **2013.** nothing has been heard about it.

# Our building permit process is in disarray. There seems to be no such thing as “violations”, only “deficiencies” and “lapses”.

## On the CCMC (Cebu City Medical Center):

“My concern is, make it legal so we will follow the regulations of the Building Code. Strikto-strikto ta sa ubang building unya ang atong building walay (permit) (We’re very strict with other building owners, yet our own building doesn’t have a permit),” acting OBO chief Josefa Ylanan said.”

Schools don’t even have building permits. “The permits will follow.”

## CCMC building permit hits obstacle

Source: <http://www.sunstar.com.ph/cebu/local-news/2016/06/17/ccmc-building-permit-hits-obstacle-479976>

“delos Santos said the suspension of works for the CCMC is temporary as the city government settles the lapses committed by the administration of outgoing mayor Michael Rama.

“Once the lapses will be corrected, the CCMC project will continue without any violation being committed in order not to waste government time, effort and money,” she said.

## ‘CCMC will be completed’



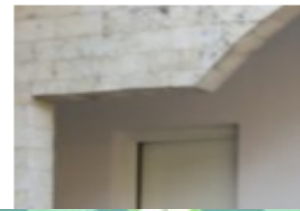
SHARES: 86  
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By: **Nestle L. Semilla**  
@cebudailynews

10:39 PM June 29th, 2016



DESPITE having no building permit and other deficiencies, the Cebu City Medical Center (CCMC) will be completed, Councilor Mary Ann delos Santos said yesterday.



## International Conference in Urban and Re

Source: <http://cebudailynews.inquirer.net/96789/ccmc-will-be-completed>

But even if we have updated Land Use Plans (CLUP) – why worry?

JICA (2014) recognizes that

“land use planning and control is very weak and will remain so for a very long time. Although LGUs are required to enact their own Comprehensive Land Use Plans and corresponding ordinances, ***these are considered suggestions rather than prescriptions to be followed seriously.*** A large property developer can always get an exemption from zoning ordinance, if that is an obstacle. Thus, one can see the phenomenon of high-rise high-density buildings accessed by narrow public roads designed for low-density dwellings.”

# 7. The need to change Urban Design/Zoning paradigms:

## Strip Development

a linear pattern of retail businesses strung along major roadways characterized by dependence on automobiles for access and/or public transportation:

PROBLEMS: congestion, pollution, un-walkable and PARKING!

Source: <https://urbanland.uli.org/economy-markets-trends/the-future-of-the-strip/>



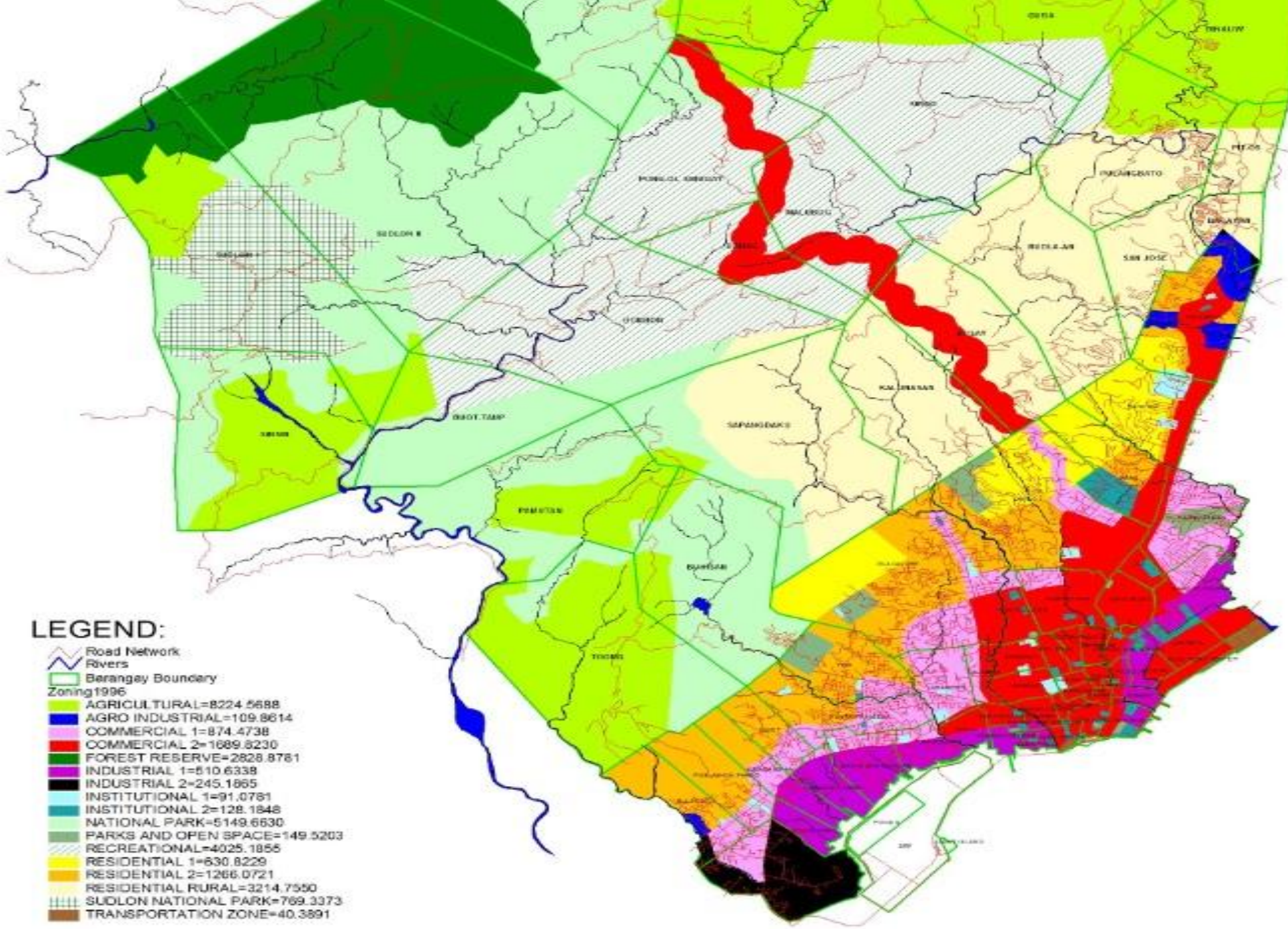
## Mixed Use cluster TOD

The new paradigm: mixed use, accessible by both cars and pedestrians (“walkable”).

Example: TOD = transit oriented development. (with our BRT – around BRT stations)

Source: [http://www.goodyclancy.com/wp-content/uploads/2014/05/alexandria\\_braddock-metro-plan\\_goody-clancy-900x615.jpg](http://www.goodyclancy.com/wp-content/uploads/2014/05/alexandria_braddock-metro-plan_goody-clancy-900x615.jpg)





# 1996 Cebu City Zoning Map

- Preference for commercial strip development – is that the best way to maximize income producing properties?

- the Cebu City government has reclassified watershed & protected area as residential and also to declare 200 meters of both sides of the whole length on the Transcentral Highway that cuts this area, as a commercial strip. (Sajor 2001)

# Urban Spatial Plan Cebu City

## Strip development pattern along major roads

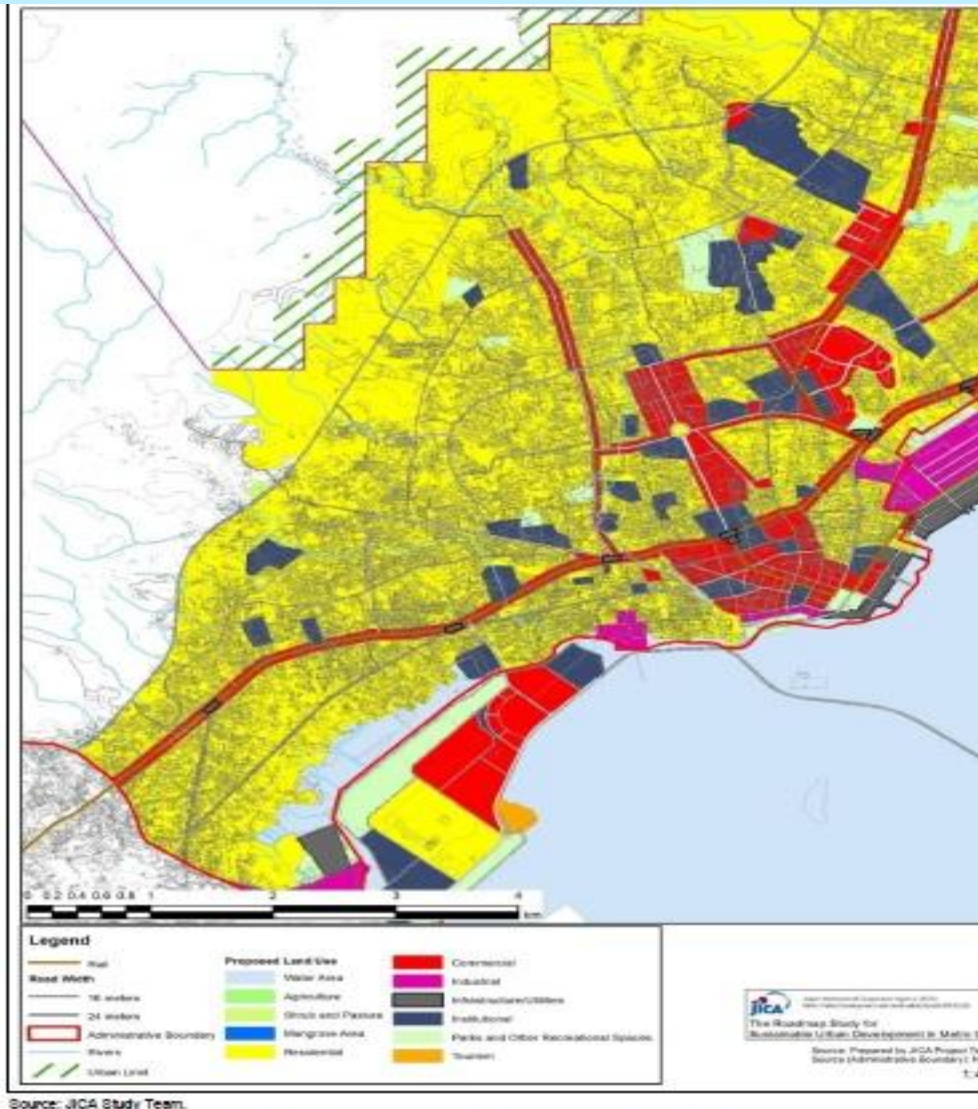


Figure 4.4.5 Draft Urban Spatial Plan for Cebu City (South)

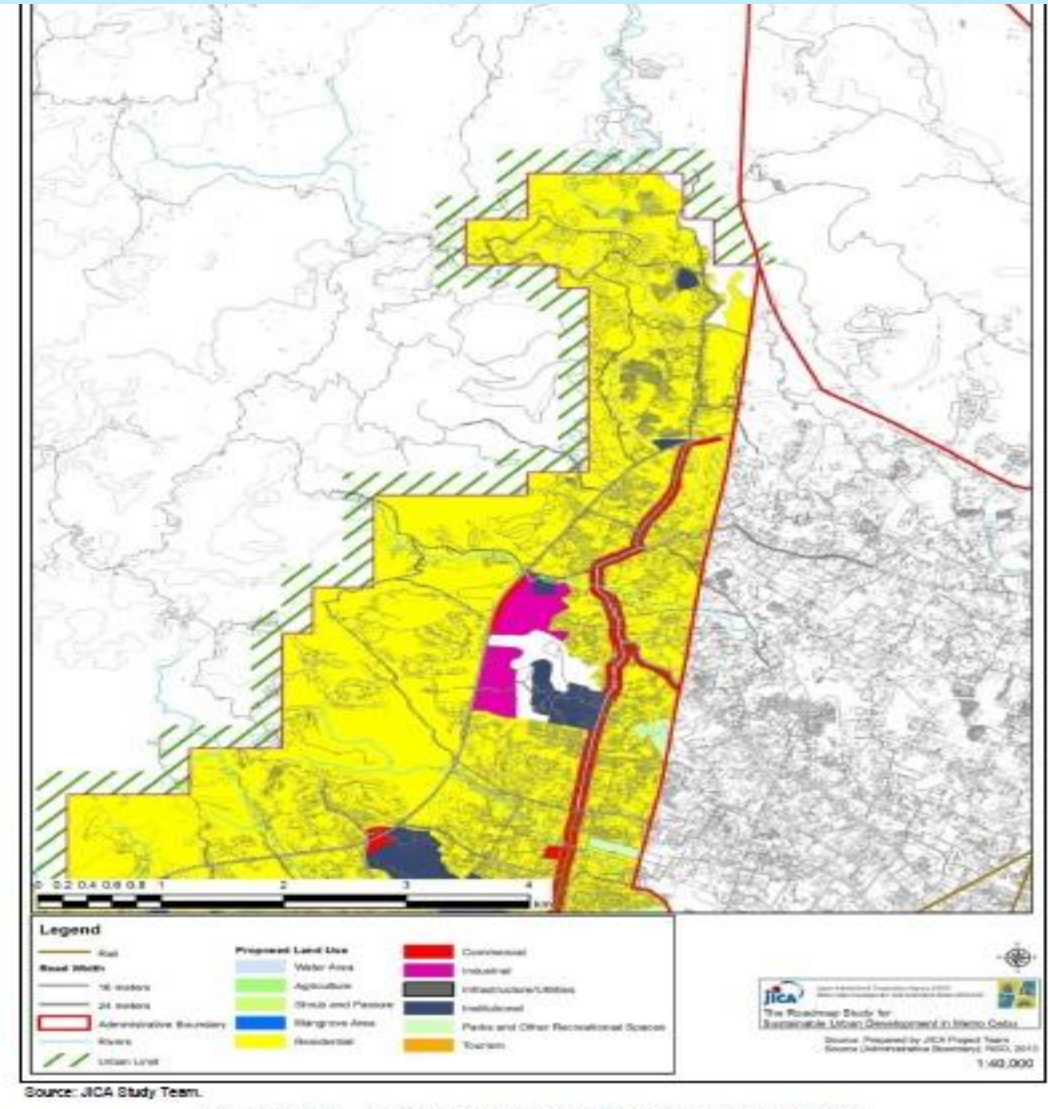
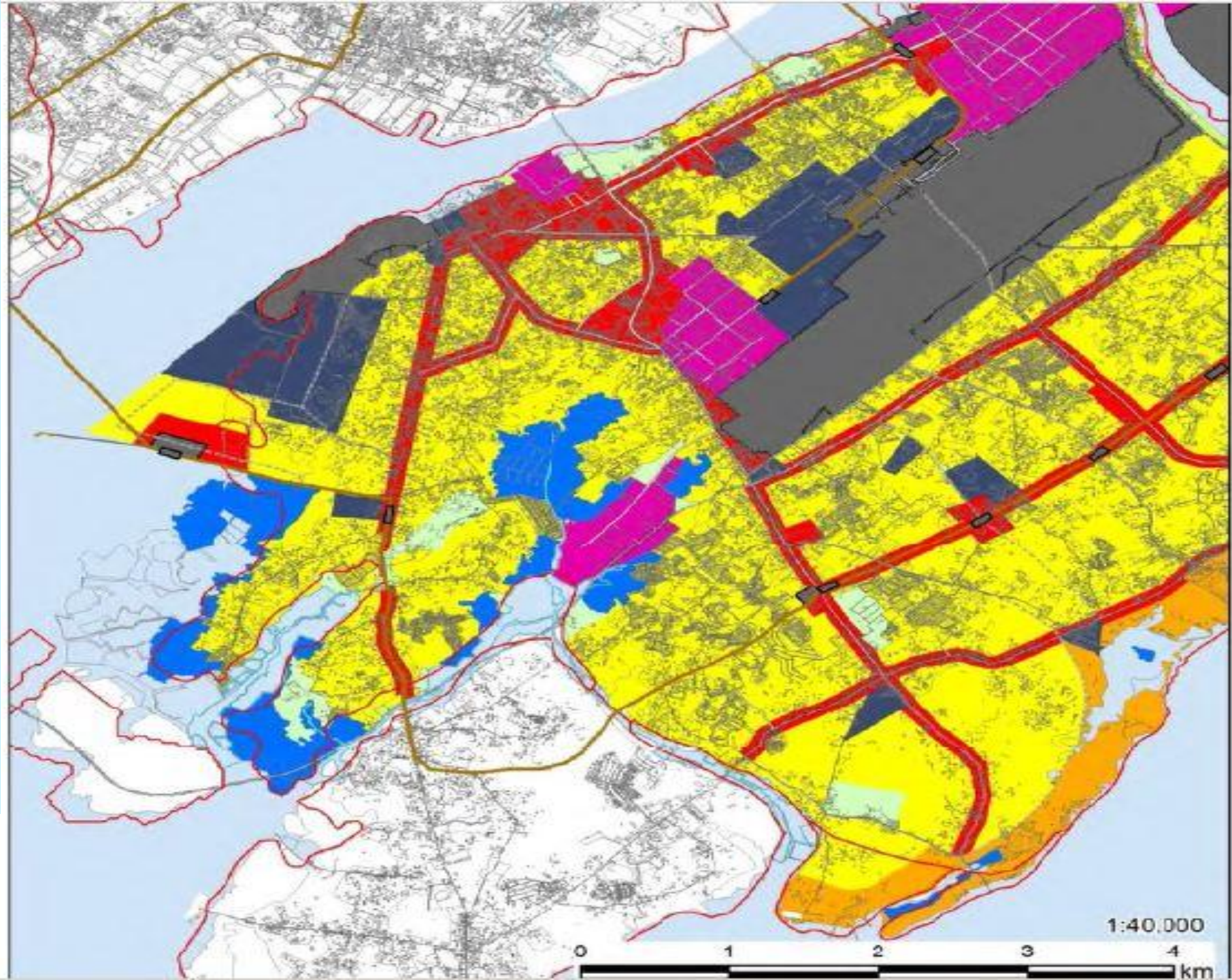


Figure 4.4.4 Draft Urban Spatial Plan for Cebu City (North)

# Draft Spatial Plan for Lapu-Lapu City (West) 2015

The same strip commercial development pattern along main roads

Source: JICA/MCDCB (2014), *The Roadmap Study for Sustainable Urban Development in Metro Cebu, Interim – III Report, Volume II: Main Text*, ALMEC CORPORATION, ORICONSUL, December.



# Transit Oriented Development

BRT – high potential zone for creating new mixed-use residential, office, work spaces, commercial clusters up to within 250 meters from station



## V. RAMA STATION

Transit Oriented Development - TOD  
approx. 250 meters around station

## Issues:

- 1) Does the city have the local planning capacity to plan, guide and incentivize mixed use development? Example: revise zoning standards such as FAR, density to encourage more housing units, sidewalks for pedestrian access (with landscaping) and movement
- 2) Promote land consolidation
- 3) Planners, real estate practitioners, developers, community should get together to effect orderly transformation



# Small players warned against mall devt's

🕒 Friday, October 27, 2017

👤 By KATLENE O. CACHO

“Cebu is awash with malls. There are more square meters than people,” said Professor Eric Soriano, executive director at W+B Advisory. Like shifting the focus from vertical to horizontal developments, Soriano discouraged new entrants from venturing into big mall developments, as there is already a shift to neighborhood malls.”

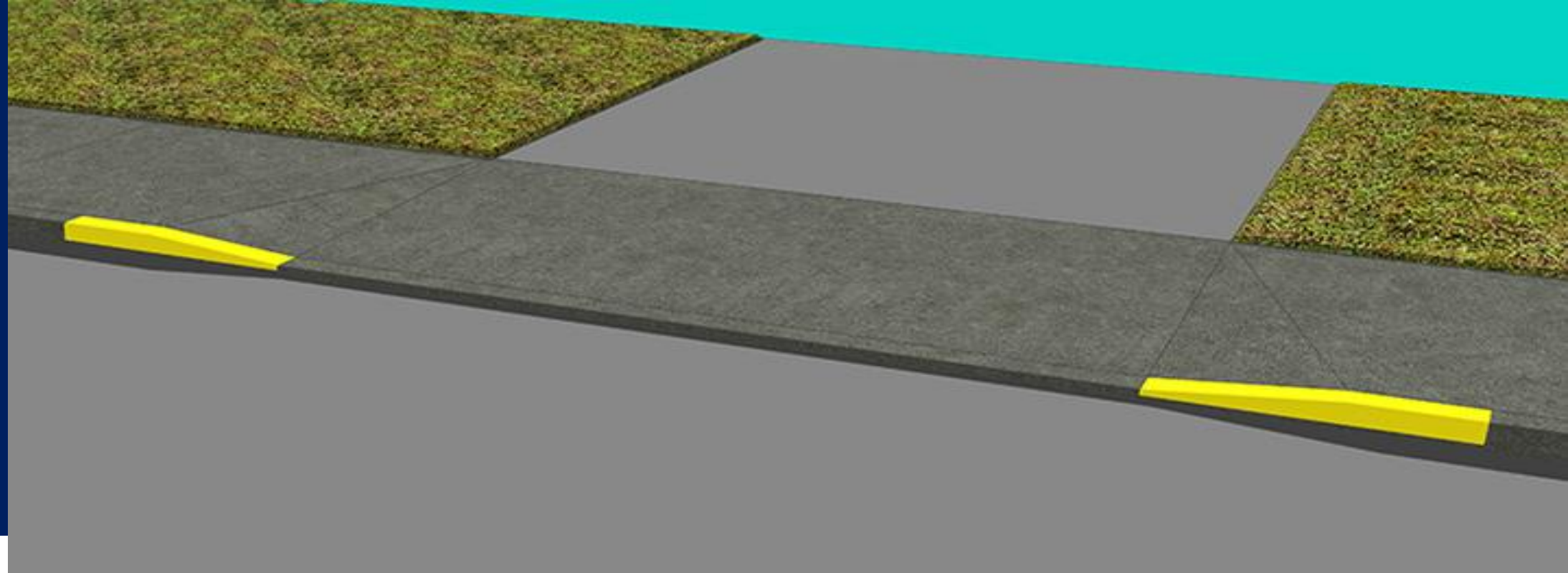
TOD – ideal for neighborhood malls – “convenience and proximity to their houses or to where they work”

Source: <http://www.sunstar.com.ph/cebu/business/2017/10/27/small-players-warned-against-mall-devts-571753>



# Curb Cuts

are related to minimum lot frontage standards



- **Land consolidation** needed for narrow lots zoned commercial (C1) or high density residential R3, R4, R5 along major roads (e.g. Bantal Rd) to prevent ***frequent curb cuts that create numerous Left Turn conflicts*** that hinder the flow of traffic (esp. rains/flood)
- also OBO (Office of the Building Official) requires parking in new building construction to have “nose in, nose out” entry/exit of vehicles.





Not a very good pattern. “Nose in, rear out parking” right at a busy intersection.

Leads to

- unsafe backing
- obstruction of through traffic



8 Differential growth : fast growing hilly barangays and decaying spaces in the inner core of Cebu City

The number of subdivision projects increase after the 5 km circle from the CBD (cheaper land)

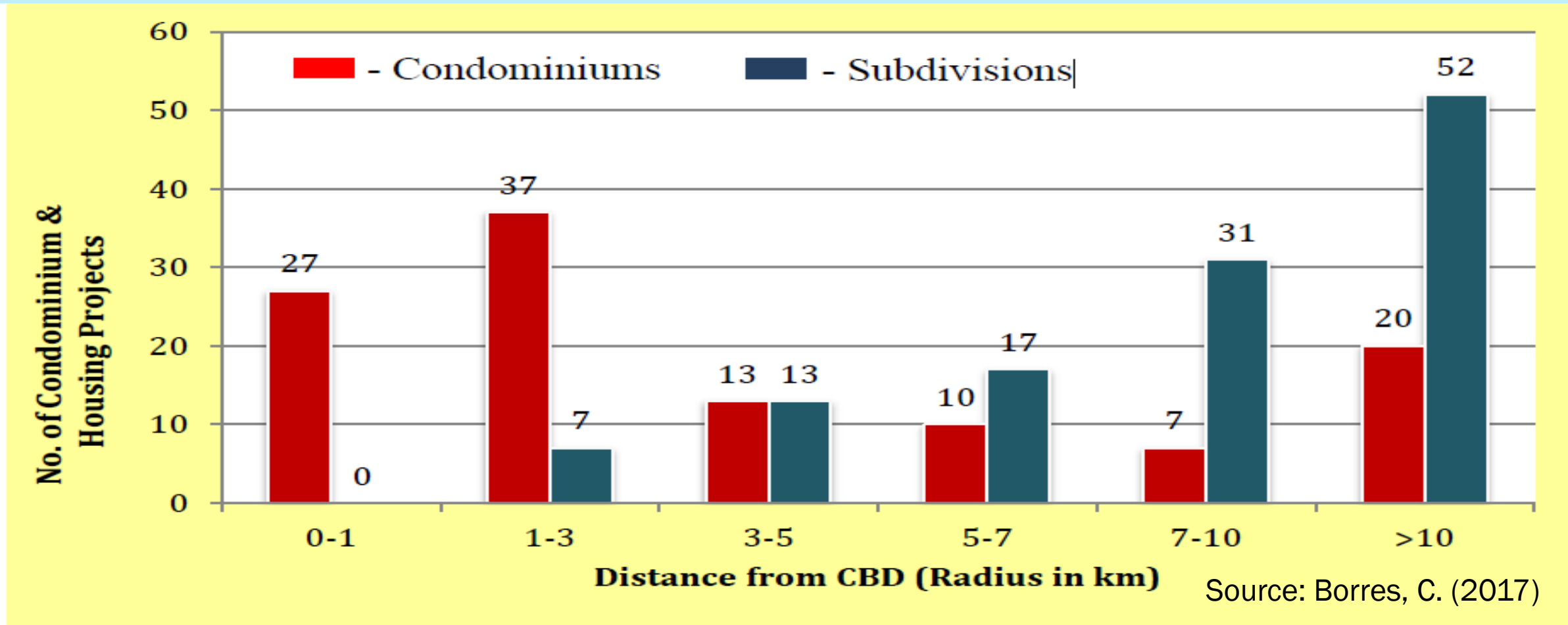
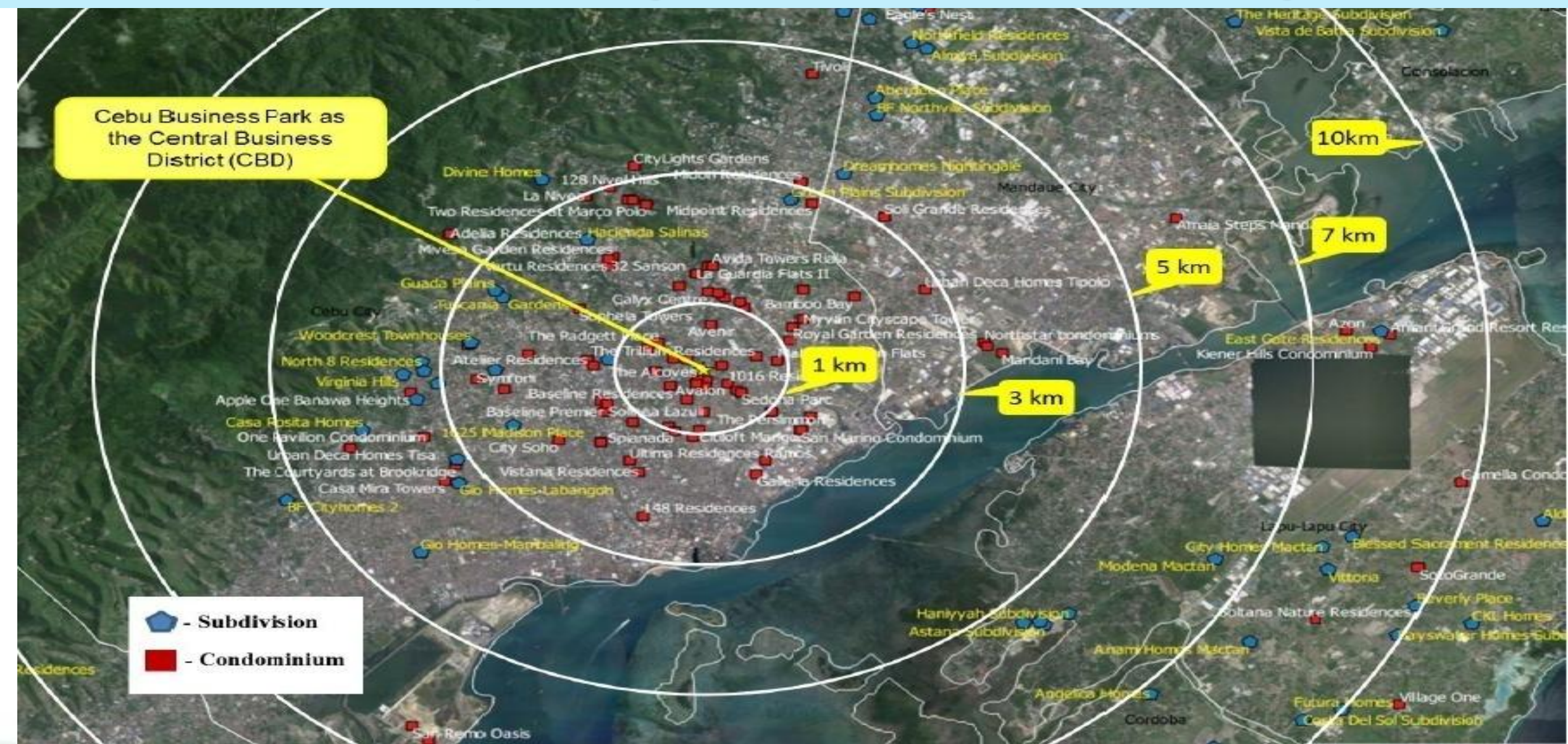


Figure 2. Graph of the spatial distribution of the subdivision and condominium project.

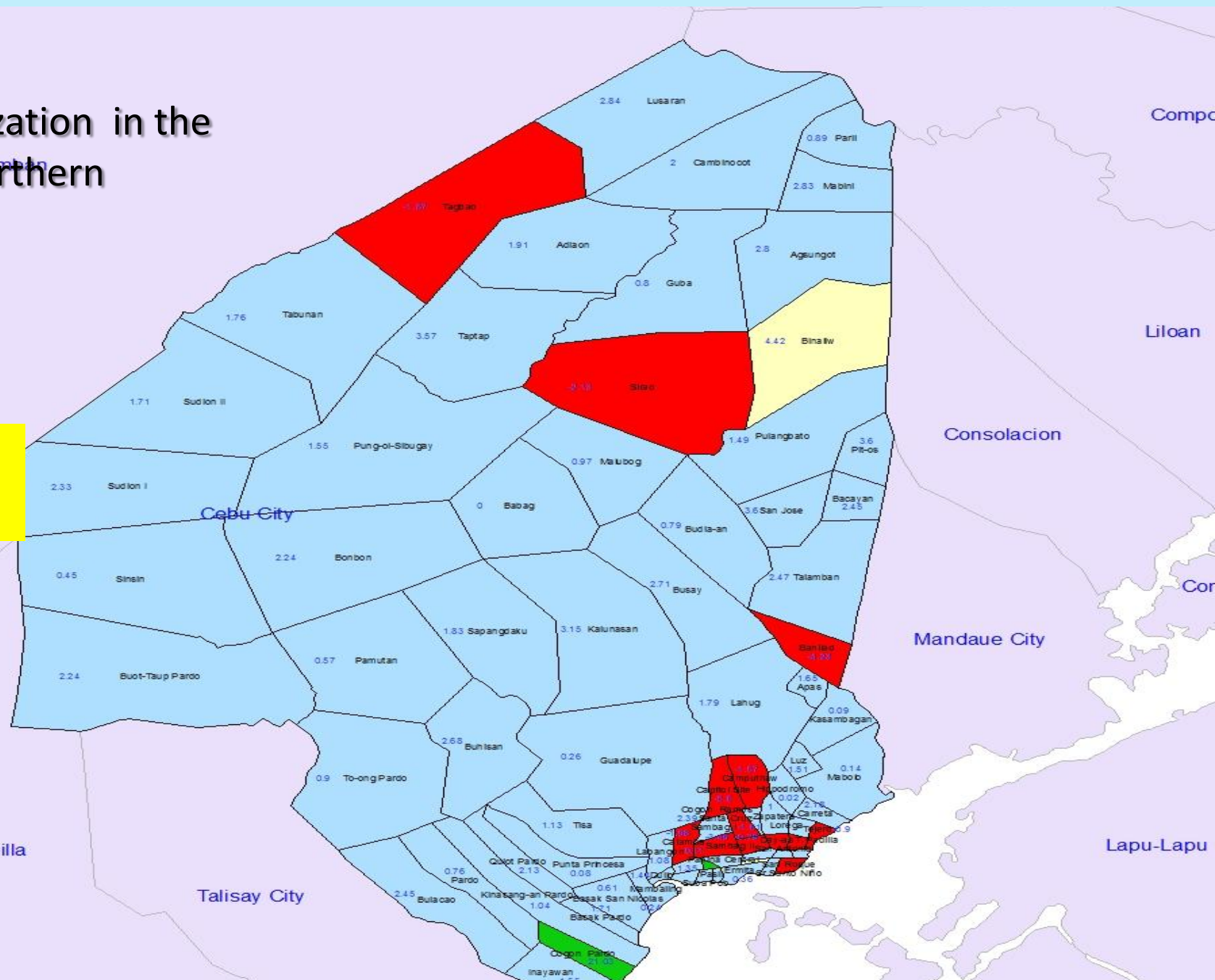
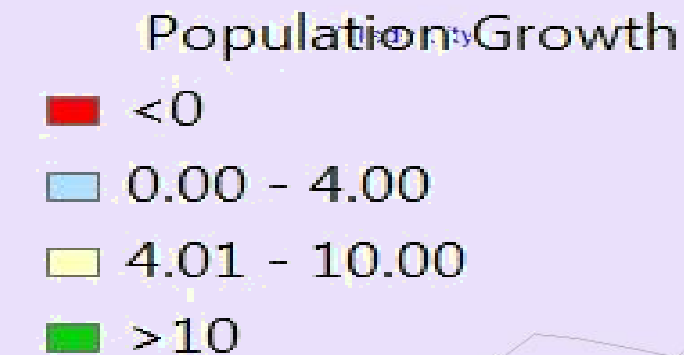
Note: subdivision development outside Cebu City, some located in hilly areas. But these are “bedroom communities”, no job-housing balance, therefore leads to commuting.



# INNER CITY TRENDS: NEGATIVE GROWTH 2010-2015

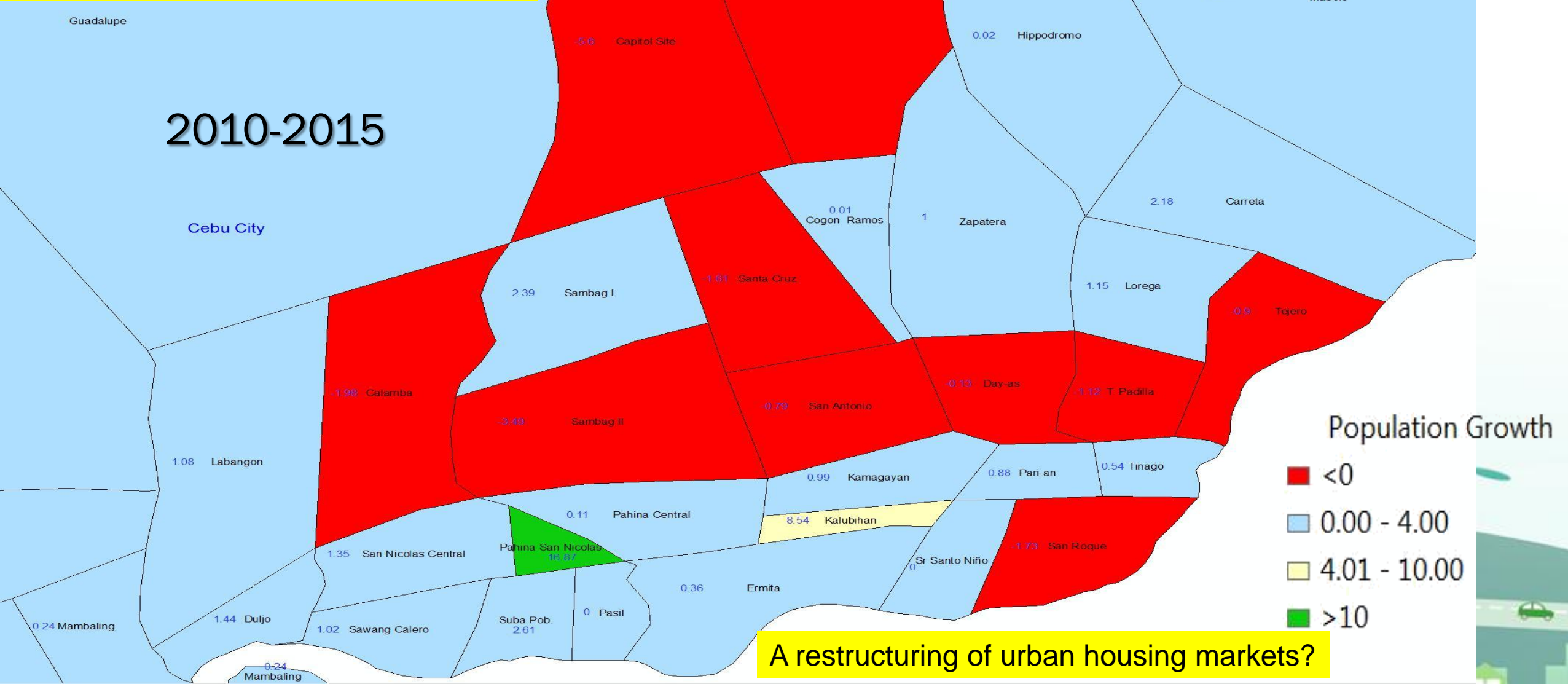
Uncontrolled and unplanned urbanization in the hilly barangays particularly in the northern boundary of Cebu City above Pit-os where growth is relatively high.

Negative Annual Growth in Inner City barangays





# Negative Annual Growth in Inner City Barangays



# Some tentative conclusions

- **main challenge: how to resolve the chaotic urban growth resulting in our participation in the global economy**
  - **based on a spatial form of the bygone era of a provincial city**
- **engineering and redesign of inadequate urban infrastructure - the “easier” part.**
- **the more complex tasks are:**
  - **the growing urban income inequalities in the form of decaying inner city neighborhoods**
  - **spatial differentiation that push lower income residents to the farther suburbs (more commuting)**
  - **land in the core city becomes a tempting target for property market for “gentrification”. Further reduction in affordable housing stock**

If Cebu City and other LGUs cannot manage problems from rapid growth and implement good urban governance –

- it may lead to decline in city competitiveness individually and collectively as a Metropolitan region, cause *reversals* in the economy, income and employment generation.
- recent competitiveness ranking Cebu #9, Bacolod #8

## A few specific recommendations:

- need to strengthen and build institutional capacity for good urban management
  - Professionalize the occupation of planning (improve training and planning education), given it autonomy just like the legal profession.
    - how can we have urban resilience or disaster risk reduction if we invite disaster by no planning, *little or no development controls & regulations?*
  - open the planning process to more inclusivity and collaboration from civil society organizations and other professional groups
- Strengthen the CLUP process especially the *land classification process rather than surrender everything to the market.*
- tighten the building permit and variance processes, completely arms length process (no special relationships).
- *rethink our zoning paradigms and regulations* (need inputs, coordination and cooperation from real estate industry)

END