



NATIONAL FRAMEWORK FOR PHYSICAL PLANNING 2001-2030

Executive Summary

**NATIONAL FRAMEWORK
FOR PHYSICAL PLANNING:
2001-2030**

TABLE OF CONTENTS

I. Background	1
II. Introduction	1
III. The NFPP:2001-2030	1
1. Vision and Principles	1
2. The Planning Environment, Challenges and Strategies	4
3. Land Use Policy Guidelines	4
<i>a) Settlements Development</i>	5
<i>b) Production Land Use</i>	7
<i>c) Protection Land Use</i>	10
<i>d) Infrastructure Development</i>	12

Background

The National Framework for Physical Planning (NFPP) evolved from the National Physical Framework Plan (NPFP) which was prepared by the National Land Use Committee (NLUC) in 1992 and adopted as a planning document through Presidential Proclamation No. 65, entitled “Approving the National Physical Framework Plan for 1993 to 2022”.

The NPFP was a response to the presidential directive to formulate an integrated national land use policy agenda that would guide the allocation, utilization, development and management of the country’s physical resources. However, with the emergence of new laws, sectoral plans and policies, the NLUC recognized the urgency of refining and updating the NPFP in order to make it more responsive in guiding decisions on the use, allocation, management and development of land resources. As a result, in 1997, six interagency technical working groups (TWGs) were created to draft the document. It was, however, at this point that a National Framework for Physical Planning (NFPP) was deemed more appropriate and relevant as a planning document. After a series of meetings and workshops within and among the various TWGs to complete the NPFP, the document was further subjected to various forms of consultations from other government agencies/entities, academic institutions, private sector and non-government organizations.

Introduction

The NFPP provides the analytical parameters for the planned allocation, use and management of the country’s land and other physical resources. It is intended to serve as a framework through which the planning and management of these resources are guided at the national and subnational levels.

Specifically, the NFPP can be used in:

- Identifying physical planning issues and concerns, particularly those that are relevant to both local and national levels;
- Appreciating the physical and competitive environments

that initiate, foster, or discourage land using activities;

- Assessing the most appropriate location characteristics for major land use components;
- Recognizing inter-sectoral linkages involved in the use and allocation of land and other physical resources; and
- In general, determining the most appropriate policy options and corresponding specific strategies, measures or actions to attain the desired development objective.

The draft NFPP consists of three major parts: Part I (Vision and Principles) provides a broad long-term development vision and philosophy based on characteristics of the physical resources peculiar to the country; Part II (The Planning Environment, Challenges and Strategies) contains general strategies with which to provide directions to the overall development of the country based on natural resource endowments and market requirements; and Part III (Land Use Policy Guidelines) offers major policy guidelines and policy options for each of four major land use policy areas, namely, Protection Land Use, Production Land Use, Settlements Development and Infrastructure Development.

THE NFPP: 2001-2030

Vision and Principles

The vision of national development is anchored on sustainable development and growth with social equity. It is development that will be sustainable for all generations of Filipinos, such that the use of the country's land and other physical resources yields the greatest economic benefit to both the present and future generations.

To achieve the national vision, land use, physical, and related planning activities shall proceed within the context of the principles that support the allocation and use of land and water resources with due regard to their sustainability. These principles include:

- **FOOD SECURITY.** Utilizing the country's land and water resources in a manner that provides sufficient and affordable food products to all Filipinos of the present and

future generations through local production and/or importation;

- **ENVIRONMENTAL STABILITY AND ECOLOGICAL INTEGRITY.** Achieving environmental stability through the observance of appropriate standards, and ensuring ecological integrity through effective natural resource management and balancing the demand of land using activities vis-à-vis preservation of ecosystems;
- **RATIONAL URBAN DEVELOPMENT.** Encouraging the sustainable growth of cities and large town while complementing the growth of rural areas by adopting alternative urban development approaches;
- **SPATIAL INTEGRATION.** Linking consumption and production areas to achieve physical and economic integration through appropriate infrastructure systems;
- **EQUITABLE ACCESS TO PHYSICAL AND NATURAL RESOURCES.** Ensuring equitable access to resources through a just distribution of the country's resources and by providing equal opportunities to all Filipinos in the use and acquisition of land and other resources;
- **PRIVATE-PUBLIC SECTOR PARTNERSHIP.** Encouraging shared responsibility between the government and the private sector in the development and management of the country's physical resources;
- **PEOPLE EMPOWERMENT.** Establishing pragmatic, appropriate, flexible and dynamic structures or mechanisms that involve the participation of key stakeholders.
- **RECOGNITION OF THE RIGHTS OF INDIGENOUS PEOPLE.** Ensuring the indigenous people's right to develop, control and use lands within their ancestral domain; and
- **MARKET ORIENTATION.** Adopting the interplay of market forces within the framework of ecological and intergenerational factors as a basic parameter in the allocation and use of land and physical resources.

The Planning Environment, Challenges

and Strategies

The overall physical planning challenge as far as the NFPP is concerned is to provide policy guidelines towards the envisioned growth of the country in a manner that is efficient, equitable, and sustainable. It is a challenge that has to address the fundamental condition that the country faces - that of limited physical and economic resources and increasing demands from a population that continues to grow to unprecedented levels. In particular, the policy guidelines need to address the following specific challenges: increasing urban population, density, and demand for urban services; unplanned expansion of settlement areas; declining agricultural productivity; land degradation; limited access to land; outdated land use plans and the increasing role of local government units in planning; and lack of institutional linkages.

These challenges require a set of strategies that would provide direction to the overall development of the country where: the geographically-fragmented islands are economically integrated; social, cultural, political and economic interaction takes place beyond local, regional and even national boundaries; comparative advantages and regional resource endowments are fully harnessed without destroying their assimilative and regenerative capacities; and access to productive opportunities and minimum desirable levels of social welfare is guaranteed.

The challenges and desired development directions suggest several strategies including, among others, the promotion of national dispersion through regional concentration, strengthening of urban-rural linkages, resource area-based development, and installation of mechanisms for effective regional development.

Land Use Policy Guidelines

The Land Use Policy Guidelines form the core of the NFPP. It covers the four major land use components of Settlements development, Production Land Use, Protection Land Use, and Infrastructure Development. As presented, each component includes discussions on the current situation, physical planning issues and concerns, and policy options/guidelines.

Settlements Development

Settlements are areas where concentrations of population engage in economic, political, cultural, and other social activities. They vary from small, agriculture-based villages to metropolitan urban centers that accommodate millions of people and serve as industrial, market, and administrative centers. For the most part, the type and scale of activities as well as the conditions of the physical environment where these take place directly reflect the quality of life of a settlement's population.

Settlements Development focuses on the spatial distribution of shelter, infrastructure and networks, and services. It is also concerned with the interrelationships of settlements as they develop and establish functional linkages based on their respective resource endowments and comparative advantages. The primary concerns of Settlements Development are to help ensure, for the present and future generations of Filipinos: (a) an effective integration of activities within and among settlements, allowing efficient production and movement of people and commodities through the provision of appropriate land, infrastructure, and facilities; and (b) the access of the population to housing, education, health care, recreation, transportation and communication, sanitation, and basic utilities such as water, power, waste disposal and other services.

The major issues/concerns and the corresponding policy guidelines in planning for settlements development are the following:

PLANNING WITHIN THE CONTEXT OF A NATIONAL NETWORK OF SETTLEMENT. The shift from the previous national policy of defining a role-specific hierarchy of settlement to one that encourages local development initiatives in development planning increases the need for local planners to make strategic decisions that involve regional or national considerations. Some of the basic policy guidelines that need to be considered are the following:

- (a) Formulate individual town or city plans within the context of a national hierarchical network of settlements where there will always be differences in the level and scale of activities. Despite such differences, however, opportunities for economic growth and improving the delivery of services and the overall quality of life relative to other settlements can be locally initiated;

- (b) Guide the formulation of physical plans by the close relationships between local economic growth and production efficiency, market access, and the provision of basic services; and
- (c) Establish and maintain external linkages to increase inter- and intra-regional integration that leads to improvements in local production and market access.

SPATIAL DISTRIBUTIONS AND PLANNING FOR FUTURE POPULATION GROWTH.

Given demographic growth trends, virtually all settlements will experience a continuing growth of its population. The selection of spatial strategies to accommodate future growth, however, lacks consideration for the specific economic and environmental characteristics of the area concerned. Thus, physical plans become unrealistic and difficult to implement. Four policy options or planning approaches that may be utilized by planners depending on corresponding environmental and economic conditions that coincide with the local situation are: (a) redevelopment/renewal; (b) growth of other towns/cities; (c) urban expansion/metropolitan growth; and (d) new town/city development.

INFRASTRUCTURE AND BASIC SERVICES. There is currently a wide gap between the provision of infrastructure and basic services and the demand of the existing population. Faced with such reality, it is essential to adopt a more strategic approach to planning for the land and infrastructure requirements of basic services. This means maximizing the benefits of investments in these requirements in terms of: (a) the number of people served; (b) the extent to which they promote and support regional and local physical framework plans; and (c) the opportunities for private sector participation.

HOUSING AND INFORMAL SETTLEMENTS. Rapid urbanization, low income levels and lack of areas allocated for affordable residential developments have led to the proliferation of unplanned, informal and overcrowded settlements. This may be addressed, in part, by increasing the supply of land, particularly to those in need of affordable housing, through (a) direct allocation, (b) improving infrastructure to access unutilized land, (c) encouraging mixed use and higher density developments in selected areas, and (d) improving services and infrastructure support to existing residential areas. In addition, physical plans should identify disaster-prone and other environmentally-critical

areas and define appropriate residential development limits and specifications to reduce safety risks.

ENVIRONMENTAL IMPACTS. The growth and development of settlements have adverse impacts on the physical environment. Given current urbanization trends, and as recent studies have shown, developing countries such as Philippines may expect or are already experiencing a shift in the type of environmental problems that need the most attention. Physical planners need to be aware and prepared to deal with this shift, which is from natural resource-based type of problems to those dealing primarily with urbanization and industrialization – industrial pollution, vehicular emissions, encroachment into disaster-prone areas, sanitation and health problems caused by the lack of water supply, sewerage, and waste disposal services, and even erosion of cultural/historical resources. These may be reduced or mitigated by (a) delineating land available for or restricted from settlement expansion, (b) identification and management of environmentally critical areas, (c) matching of land uses and densities with environmental and service infrastructure capacities, and (d) encouraging appropriately planned mixed use developments, transit use, pedestrianization, and cultural/historical preservation in large urban centers.

FOOD SECURITY AND LAND CONVERSION. Settlement planning can assist in the attainment of the food security objective by helping protect key agricultural production sites; enhancing productivity; and improving the efficiency of the distribution network.

Production Land Use

Production Land Use refers to the direct and indirect utilization of land resources for crop production, fishery, livestock and poultry production, timber production, agroforestry, mining, industry, and tourism. Lands under this category include agricultural areas, coastal and marine zones, production forests, mineral lands, industrial and tourism development areas where productive activities could be undertaken to meet the country's requirements for economic growth.

The primary objective of planning for Production Land Use is to determine the most efficient and equitable manner of utilizing and managing land resources such that there is adequate and accessible space for sustainable food production, forest and mineral resource

extraction, industry, and tourism, with the end in view of meeting the material and other requirements of the population.

The physical planning issues and concerns are grouped into four categories: food security, levels of production and productivity, industrialization, and environmental impacts.

FOOD SECURITY. Concerns on food security range from the extent to which food security will be achieved through local food production or importation to land conversion, productivity-land deficit and limited land supply. The following policy guidelines seek to address such concerns:

- (a) Implement Strategic Agriculture and Fisheries Development Zones (SAFDZs), adopt a shift from the traditional commodity production approach to “seed to market” approach, and protect SAFDZs from conversion through land use and infrastructure planning and zoning;
- (b) Identify existing agricultural lands, assess their production and productivity levels, and to the extent practicable and possible, protect these from conversion;
- (c) Identify potential agricultural expansion areas and, with due consideration for competing land uses, protect these from conversion;
- (d) Identify marginal lands for agricultural production and provide these with appropriate technologies for basic subsistence requirements giving primary strategic importance to generating livelihood and other activities that would support basic needs of farmers, farm workers, and fisherfolk;
- (e) Consider marginal lands as expansion areas for non-agricultural activities to reduce the pressure of land use conflict arising in the SAFDZs; and
- (f) Provide infrastructure support that would link production areas to other land uses, and implement other measures to increase productivity in SAFDZs, and in existing and expansion production areas.

LEVELS OF PRODUCTION AND PRODUCTIVITY. There is a need to increase the levels of production and productivity in agriculture, forest, mining, industry and tourism sectors in order to address existing supply gaps, increasing demand brought about by increasing population and per capita consumption levels, and increasing competition from foreign investors. These objectives may be approached and attained through the following policy guidelines:

- (a) Identify and delineate existing and potential agricultural, forest, and mining production areas, assess supply and demand requirements, implement measures to improve efficiency, and provide support infrastructure and other facilities to production activities;
- (b) Promote water security through focused irrigation programs, research and development, and the development and improvement of a water database; and
- (c) Identify and delineate existing and potential tourism areas, assess current economic performance vis-à-vis social and environmental impacts, determine areas where tourism development should be pursued further or discouraged, and provide infrastructure support.

COMPETITIVE AND STRATEGIC INDUSTRIALIZATION. The issues facing the planning for industrial sites include: the type of industrial activities for regional and local physical plans; extent of land to be allocated; and the location of industries. These issues may be address by following policy guidelines:

- (a) Review the performance of existing industrial areas towards a decision on whether they should be maintained and supported, expanded, or used for alternative activities;
- (b) Explore alternative uses for non-performing industrial areas;
- (c) Encourage the growth of information technology industries as an economic activity by not prematurely constraining their locational preferences, and providing infrastructure support and other appropriate incentives;
- (d) Adopt a market-oriented dispersal strategy at the regional/national level to guide the overall location and distribution of industries;
- (e) Utilize local development and land use plans, land

suitability, existing and potential industrial sites and support infrastructure, and environmental impacts at the local level to guide industrial location; and

- (f) Solicit the inputs and participation of the private sector and other stakeholders in planning for industrial sites.

ENVIRONMENTAL IMPACTS. Production activities require extraction and utilization natural resource that results in some form of environmental degradation. Such degradation is exacerbated by the effects of natural calamities. The following policy guidelines seek to mitigate the negative impacts of various production activities:

- (a) Identify proper location of production activities by considering protected and hazard-prone areas and other potential environmental impacts; and
- (b) Adopt and implement land use policies and zoning regulations that encourage the use of disaster mitigation and environmental protection, mitigation, and rehabilitation measures during production.

Protection Land Use

Protection Land Use refers to the rehabilitation, conservation, and management of sensitive/critical ecosystems to preserve their integrity, to allow degraded resources to regenerate, and to protect the human population from environmental hazards.

Protection Land Use policy guidelines seek to achieve environmental stability and ecological integrity; ensure balance between resource use and the preservation of some educational, cultural and historical significance and protect people and man made structures from the ill effects of natural hazards. They cover the following protected areas: NIPAS, non-NIPAS and hazard-prone areas.

There are four major physical planning issues/concerns within Protection Land Use: (a) non-demarcation of boundaries of protection areas; (b) conflict resolution within protection areas; (c) disaster mitigation, use of resources and its impact on protection areas; and (d) information, education and communication campaign.

NON-DEMARCATON OF BOUNDARIES OF PROTECTION AREAS. While protected areas have been mapped out, these areas have yet to be marked on the ground. The identification and demarcation of the boundaries of protected areas, non-NIPAS areas and hazard-prone areas on the ground leads to the resolution of conflicts insofar as defining the extent to which certain activities are to be allowed in protected areas. Demarcation should be prioritized according to the following order: hazard-prone areas; boundaries between protection and non-protection areas; and boundaries within protection areas.

CONFLICT RESOLUTION WITHIN PROTECTION AREAS. Areas that pose extreme and frequent danger to the most number of people, whether direct or indirect, should be given priority in resolving land use conflicts within protected areas. Between NIPAS and non-NIPAS areas, the former should prevail. Subsequent priority should be given following the management schemes outlined in the NIPAS Act. Further, to support such measures, parameters and databases that aid the identification and management of high-risk, hazard-prone areas and the application of appropriate planning measures should be established and disseminated.

DISASTER MITIGATION, USE OF RESOURCES AND ITS IMPACT ON PROTECTION AREAS. Appropriate physical planning measures as part of comprehensive disaster mitigation plans for hazard-prone areas should be identified and implemented. This includes the identification of allowable activities that have minimal impact on the environmental quality of non- NIPAS areas.

INFORMATION, EDUCATION AND COMMUNICATION CAMPAIGN. Public awareness on the values of protection areas and disaster preparedness should be intensified and public participation in conservation and disaster mitigation efforts within their communities should be increased.

Infrastructure Development

The role of infrastructure in national development is to provide the built-up environment that allows production, consumption, and service activities to take place. Infrastructure is the physical entity that enables economic processes, supports and guides urban and rural

development, integrates the various communities of the archipelago into the Philippine nation, and links the country to the global community. In this manner, the state of infrastructure, including the way it enhances and complements the natural environment, provides a physical measure of national and local development and, ultimately, of the quality of life.

Infrastructure is the common, physical link among the production, protection, and the settlements components of the NFPP.

Infrastructure development in the NFPP covers five subsectors: transportation, communications, energy, water resources, and social infrastructure. Its basic concerns are the provision of basic services, fostering economic and other forms of integration necessary for producing or obtaining the material requirements of Filipinos, and the development of an efficient, responsive, safe, and ecologically friendly built environment. The major planning concerns and corresponding policy guidelines in infrastructure development are:

STRATEGIC ROLE OF INFRASTRUCTURE

- (a) Prioritize and implement infrastructure projects that support the policy of national dispersal through regional concentration;
- (b) Promote inter-modal transportation systems, taking into account compatibility, economic feasibility, comparative advantage and linkages of desired transportation modes to facilitate smooth transfer of people and goods between designated transfer points;
- (c) Prioritize and implement infrastructure projects that allow increased access to basic social and other development services while catering to the productive sectors and market-based industry putting the entire population into the mainstream of sustainable development;
- (d) Ensure compatibility of infrastructure with local land use and development plans, giving priority to projects with the most strategic impacts; and
- (e) Protect infrastructure right-of-way.

FOOD SECURITY AND AGRARIAN REFORM OBJECTIVES. Prioritize and

implement strategic rural/regional infrastructure that supports food security and agrarian reform objectives by enhancing local production and market linkages.

PROTECTION AND DISASTER MITIGATION.

- (a) Promote infrastructure compatibility with NIPAS and other production areas, mitigating potential negative effects of infrastructure projects, while ensuring the operational efficiency of such projects and protecting them from the harmful encroachment of other activities.
- (b) Incorporate disaster mitigation principles in infrastructure development.

LOCAL AND PRIVATE SECTOR PARTICIPATION. Promote local and private sector participation in infrastructure planning and implementation.