

## **PARTICIPATORY PLANNING PROCESS OF THE LOCAL GOVERNMENT UNIT OF DAVAO CITY, MINDANAO, PHILIPPINES**

**Eden Z. Ascano**  
University of Mindanao  
**PHILIPPINES**  
sagizasp@yahoo.com

**Danda E. Ayob**  
University of Mindanao  
**PHILIPPINES**  
danayob21@gmail.com

**Marcelyn A. Corro**  
University of Mindanao  
**PHILIPPINES**  
corromarcelyn@gmail.com

**Katrina May F. Diesca**  
University of Mindanao  
**PHILIPPINES**  
katrinamaydiesca@gmail.com

**Dr. Joel S. Pardillo**  
University of Mindanao  
**PHILIPPINES**  
forester005365@gmail.com

### **ABSTRACT**

This study was conducted to determine the participatory planning process of the Local Government Unit (LGU) of Davao City, Mindanao, Philippines. It has utilized a chi-square test to determine the most effective participatory method in setting the vision, goals and objectives, as well as the formulation of the situation analysis and zoning ordinance. In order to generate the data, 15 respondents from the City Planning Development Office of Davao and technical working group were chosen to answer a survey questionnaire. The results of the study revealed that majority of the respondents are between 51-60 years old dominated by female, college graduates and regular employees of the LGU. The study revealed further that there are two methods of participatory planning that are effective to the setting of vision, goals and objectives of the Comprehensive Land Use Plan (CLUP - 2019-2028) of LGU - Davao City. Focused group discussion and workshops are effective tool before arriving at a consensus for a new CLUP among local stakeholders. These methods were also effective in the formulation of sectoral and physical land use activities for the situation analysis. Also, other methods that contributed were barangay meetings as well as spatial surveys. On the other hand, public hearings were found to be effective and contributed more on the formulation of the zoning ordinance.

**Keywords:** Participatory Planning, Planning process, Comprehensive Land Use Plan, Focused Group Discussion.

### **INTRODUCTION**

A sound information is critical to our policy makers and the public of how decisions affect land use changes. Due to scarcity of land, it is imperative to formulate a land use plan which is a rational approach of allocating available land resources as equitable and possible among competing groups. Land use planning activity keeps a balance on how urbanization interacts its surrounding environment and pressures on urban basic services, preservation of natural environment, food security issues and the rampant conversion of agricultural lands and climate change concern. To address issues that really matter, it necessitates the preparation of the Comprehensive Land Use Plan (CLUP). CLUP refers to the document formulated by the local government in consultation with its stakeholders, which defines or provides guidelines on the allocation, utilization, development and management of all lands within a given territory or jurisdiction according to the inherent qualities of the land itself and supportive economic, demographic, socio-cultural and environmental objectives (RA 11201). In the Philippines, all local government units (LGUs) from the province, city, and municipality are mandated to

formulate its Comprehensive Land Use Plans (CLUPs) per Executive Order No. 72 and RA 7160.

This paper assessed the citizen's participation or involvement in the various stages of CLUP preparation of Davao City (2019-2028). Davao City is a highly-urbanized city located in the southern part of the Philippines and serves as the gateway for the entire Mindanao Island. The Davao City is the capital city of Davao region and third largest city in the world.

The 12-Step CLUP process (HLURB-CLUP Manual) was adopted by the city as follows; Step 1- Getting Organized, Step 2- Identify the Stakeholders, Step 3- Set the Vision, Step 4- Analyse the Situation, Step 5- Set the Goals and Objectives, Step 6- Establish Development Thrusts and Development Strategies, Step 7- Prepare the Land Use Plan, Step 8- Draft the Zoning Ordinance, Step 9- Conduct of Public Hearing, Step 10- Review, Adoption and Approval Process, Step 11- Implement the CLUP and Step 12- Monitor and Evaluate the CLUP/Zoning Ordinance (ZO).

Of this 12 processes, this study mainly focused on citizen participations provided under Steps 3, 4, 5, and 8 where it has used participatory methods such as Focused Group discussion, barangay meetings, spatial surveys, public hearing, public consultations and workshops. Majority of the LGUs have utilized different tools in participatory planning process, however, it was not established yet what would be the most effective and appropriate tool and approaches for citizen's participation leading to the formulation of a CLUP of the local government unit. It has been said that a well-planned citizen participation have a huge positive influence over the decisions in the planning and implementation of projects.

## **LITERATURE REVIEW**

The formulation of the Comprehensive Land Use Plan (CLUP) gives recognition of the need to mainstream climate change adaptation and disaster risk reduction and the growing demand for the integration of planning for critical resources such as upland, coastal, ancestral domain, biodiversity areas, heritage and urban greening, which are not yet appropriately addressed by existing local enabling policies and planning processes. The use and management of these areas affect the LGU's and local communities' economic, social, and cultural productivity (CLUP Guidebook, Volume I).

Setting up a new CLUP vision is a participatory and iterative exercise among the key stakeholders and community members of the LGU. This process can be set-up at several levels—community, barangay and municipal levels. There is no right or wrong answer in setting up a new CLUP vision. It is a process-oriented exercise that may take several iterations or discussions, normally facilitated by an external person, before arriving at a consensus for a new CLUP vision among local stakeholders. However, what should be clear in this process is that all the necessary scientific, baseline assessment and technical information, e.g., climate change, disaster risk, biodiversity, are made available and understood by participants, key interest groups such as private sector, women, indigenous communities, children/youth, and basic sectors groups are made to participate. There are various methods of setting the vision for the city/municipality. These can be done through town meetings, community assemblies, focus group discussions, surveys, interviews, and workshops. On the other hand, the general development goals and objectives must be appropriately formulated so that these would translate the CLUP's vision into concrete and physical realities. The process of identifying the CLUP's general development goals and objectives is an iterative process similar to the revision

or formulation of the new CLUP vision. It may also take several iterations or cycles before achieving a consensus. Employ the different techniques of stakeholder participation such as the basic methods of Technology of Participation. It is suggested that the identification of the CLUP's general development goals and objectives shall be simultaneously prepared with the formulation of key outcome and output indicators (CLUP Guidebook, Volume I).

The Situation Analysis, basically answers the question "Where are we now?". It is both analytical and diagnostic, geared towards identifying issues, potentials and future development needs and spatial requirements of the city/municipality. Assessment involves technical and participatory methods. Technical assessment is based on factual data derived from surveys, official publications and records of the city/municipality, concerned national agencies and other entities. Assessment involves the use of indicators such as proportions, rates, frequency, quality/condition (e.g. severity, critical, etc.), standards and other parameters that are vital in characterizing the situations. Participatory assessment is based on the outcome/results of barangay/community consultations, focus group discussions, meetings with key informants, multi-sectoral meetings, etc. (CLUP Guidebook, Volume I).

Zoning ordinances are enacted and enforced by local, and not statewide or nationwide, authorities. City governments, town governments, village governments and the like are merely functions of the state government. It explains the duties of those involved in administering the ordinance, the zoning administrator, the governing body, the planning commission, and the board of zoning appeals or board of adjustment. It sets out rules for the use of land in each district. Most basic is the list of permitted versus special or conditional uses. If a use is deemed permitted (commonly referred to as a "by-right" or "matter-of-right" use), it needs only meet the ordinance's dimensional and any other "impact standards" such as parking, landscaping, and signage standards. They derive all of their authority from the states in which they reside. Most zoning ordinances includes Title, Authority and Purpose. This section identifies the specific state enabling provision which empowers the locality to adopt zoning; General Provisions; Zoning Districts and regulations; Nonconforming Uses, Structures, and Parcels (Dale, et.al., 2001).

Other uses of zoning ordinance may be allowed within a district provided they are granted a special or conditional use permit. The terms special exception, special use, and conditional use permit generally have the same meaning; what term you're familiar with depends on the state you live in. The zoning ordinance will set out the standards which must be met for granting such a permit. Finally, this section of the zoning ordinance includes, for each zoning district, basic development requirements. These primarily involve dimensional standards for setbacks and side yards, minimum lot sizes, and building heights (Dale, et.al., 2001).

## METHODOLOGY

**Research Design.** Quantitative research using Chi-square test. The Chi-square test of independence checks whether two variables are likely to be related or not.

**Source of Data.** The study made used of primary data which were gathered from 15 selected staff among the technical working group of the City Planning and Development Office and other interest groups in the preparation of comprehensive land use plan.

**Statistical Treatment.** The following are the statistical tools adopted during the analysis of the findings: Frequency counts and Percentage conversion were used to identify and discuss the respondents' socio-demographic characteristics while Chi-square test was used to determine the most effective citizen participation that contributed more in the formulation of the Davao City LGU's CLUP 2019-2028.

**Research Instrument.** The researchers designed and produced a survey questionnaire that were distributed to the respondents. The survey questionnaire was divided into two parts namely; the socio-demographic profile of the respondents and the set of items which were rated by the respondents. The researchers have chosen at least three steps in LGU planning processes which demonstrate public participation. The respondents then rated the items based on the indicated citizen participatory method that they find most effective according to the three (3) identified planning steps.

## DISCUSSION

### Socio-demographic Profile

The socio-demographic profile is composed of age, sex, educational attainment, and employment status.

**Age.** As shown in the table 1, majority of the respondents are between 51-60 years old which is 60 percent or 9 out of the total respondents. It is followed by 4 respondents between the age of 31-40 or 40%. Meanwhile, there were no observed respondents with age ranges from 21-30 and 41-50 years.

**Table 1. Distribution of respondents according to age**

Age Range (year)	Number of Respondents	Percentage
21-30	0	0%
31-40	6	40%
41-50	0	0%
51-60	9	60%
<b>Total</b>	<b>15</b>	<b>100%</b>

**Sex.** Table 2 shows that majority of the respondents are female which is 11 or 73.33%. The male constitutes of 4 or 26.67% only of the total respondents.

**Table 2. Distribution of respondents according to sex**

Sex	Number of Respondents	Percentage
Female	11	73.33%
Male	4	26.67%
<b>Total</b>	<b>15</b>	<b>100%</b>

**Educational Attainment.** As shown in Table 3, most of the respondents have graduated from college, which is 80% or 12 of the total respondents. The lowest number on the other hand is represented by 3 Post graduate respondents or 20% of the total respondents.

**Table 3. Distribution of respondents according to educational attainment**

Educational Attainment	Number of Respondents	Percentage
College Level	0	0%
College Graduate	12	80%
Post Graduate	3	20%
<b>Total</b>	<b>15</b>	<b>100%</b>

**Employment Status.** Table 4 shows that 15 or 100% of the respondents are employed as regular or holders of plantilla positions. There were no record of job orders or contract of service from the respondents of the Davao City Planning Development Office.

**Table 4. Distribution of respondents according to employment status**

Employment Status	Number of Respondents	Percentage
Regular/Plantilla	15	100%
Contract of Service	0	0%
Job Order	0	0%
<b>Total</b>	<b>15</b>	<b>100%</b>

**Participatory Planning Process of the Local Government of Davao City, Philippines to the formulation of vision, goals and objectives.** The table 5 shows the counts and percentage of the responses of the respondents regarding the participatory method that found effective for the setting of vision, goals and objectives by the Davao City LGU.

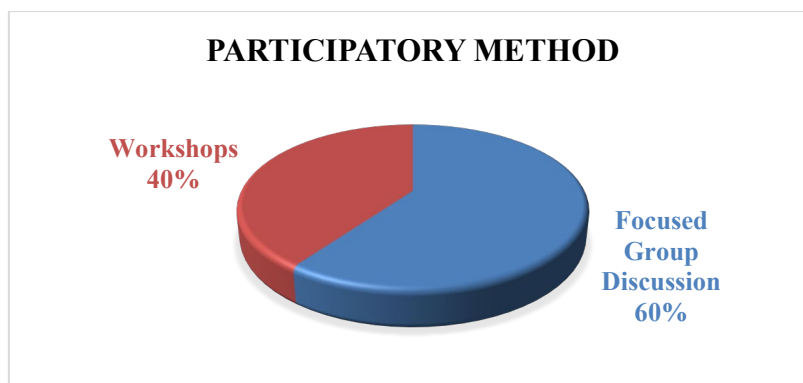
5 Admin Staff, 5 IT/Stat/Econ Staff, and 5 Technical Officer from the City Planning and Development Office (CPDO) answered the survey questionnaires to be able to determine the effective participatory method based on their experiences. As such, 40% or 6 out of the 15 respondents preferred to use the FGD method, while 60% chose workshops as the most effective method among the others.

As mentioned in the CLUP Guidebook-Volume I, setting up a new CLUP vision is a participatory and iterative exercise among the key stakeholders and community members of the LGU. It may also take several iterations or cycles before achieving a consensus. Hence, stakeholders prefer to undergo some series of workshops to be able to expound their thoughts and tackle simultaneously the key outcome and output indicators for goal and objectives formulation

**Table 5. Participatory method that found effective for the formulation of vision, goals and objectives by the Davao City LGU.**

Respondents			Participatory Planning Method		Total
			FGD	Workshops	
City Planning Development Office (CPDO)	Admin Staff	Count	2	3	5
		%	40.0%	60.0%	100.0%
	IT/ Stat / Econ Staff	Count	2	3	5
		%	40.0%	60.0%	100.0%
	Technical Officers	Count	2	3	5
		%	40.0%	60.0%	100.0%
<b>Total</b>		<b>Count</b>	<b>6</b>	<b>9</b>	<b>15</b>
		<b>%</b>	<b>40.0%</b>	<b>60.0%</b>	<b>100.0%</b>

The figure 1 shows the portions of the preferred choices of the responders about the participatory method that found effective for the setting of the vision, goals and objectives by the Davao City LGU. 40% chose FGD, while 60% chose Workshops. With this, majority of the respondents said that Workshops are the most effective method for the formulation of the situation analysis by the Davao City LGU. Workshops are preferred as the most effective method for setting the vision, goals and objectives due to the hands on participation of the concerned stakeholder (CLUP Guidebook, Volume I)



**Figure 1. Pie Chart of Participatory Methods for the formulation of Vision, Goals and Objectives**

**Chi-Square Test.** The table 6 shows the result of the chi-square test on the participatory planning methods in setting of vision, goals and objectives. As shown, there is no significant difference among the participatory planning process of the LGU of Davao City

**Table 6. Chi-square test on the participatory planning methods for the formulation of vision, goals and objectives**

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	.000 <sup>a</sup>	2	1.000 <sup>ns</sup>
Likelihood Ratio	.000	2	1.000
N of Valid Cases	15		

a. 6 cells (100.0%) have expected count less than 5. The minimum expected count is 2.00.

**Participatory Planning Process of the Local Government of Davao City, Philippines to the formulation of situation analysis.** The table 7 shows the counts and percentage of the responses of the respondents regarding the participatory method that found effective for the formulation of the situation analysis by the Davao City LGU.

Among 5 Admin Staff who responded to the survey, no one chose Barangay Meetings, 2 chose FGD, 2 chose Spatial Surveys and only 1 chose Workshops. Among 5 IT/Stat/Econ Staff, no one chose Barangay Meetings, 2 chose FGD, 1 chose Spatial Surveys and 2 chose Workshops. Among 5 Technical Officers who responded to the survey, 1 chose Barangay Meetings, 1 chose FGD, no one chose Spatial Surveys and 3 chose Workshops. In totality, among the 15 respondents, 1 chose Barangay Meetings, 5 chose FGD, 3 chose Spatial Surveys and 6 chose Workshops. As such, majority of the responders said that Workshops are the most effective method for the formulation of the situation analysis by the Davao City LGU.

A workshop is usually brief intensive educational program for a relatively small group of people that focuses especially on techniques and skills in a particular field. This is perhaps most preferred method because it is where the participants can have a brainstorming of their environmental goings-on. ([www.merriam-webster.com](http://www.merriam-webster.com))

Spatial Survey is about measurement, management and analysis and presentation of spatial and location based information. It describes the Earth, its physical features on both land and water and our man-made environment. Spatial Science is a collection of academic subjects or disciplines including surveying, GIS, satellite. (NZIS, 2021)

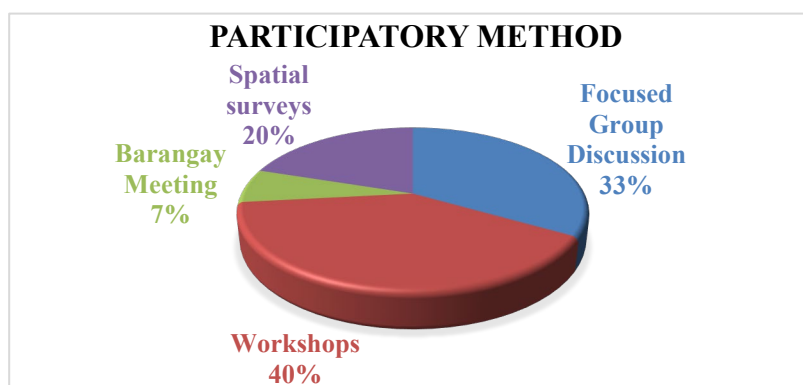
Focus Group Discussion or FGD is a discussion of a group of persons guided by a facilitator, also called moderator, during which group members talk freely and spontaneously about a certain topic fixed in advance in a group environment. Meanwhile, Barangay Meetings are where people of the barangay are gathered to discuss particular issues concerning them. (www.iedunote.com)

**Table 7. Participatory method that found effective for the formulation of the situation analysis by the Davao City LGU.**

Respondents			Participatory Planning Methods				Total
			Barangay Meetings	FGD	Spatial Surveys	Workshops	
City Planning Development Office (CPDO)	Admin Staff	Count	0	2	2	1	5
		%	0.0%	40.0%	40.0%	20.0%	100.0%
	IT /Stat /Econ Staff	Count	0	2	1	2	5
		%	0.0%	40.0%	20.0%	40.0%	100.0%
	Technical Officers	Count	1	1	0	3	5
		%	20.0%	20.0%	0.0%	60.0%	100.0%
<b>Total</b>		<b>Count</b>	<b>1</b>	<b>5</b>	<b>3</b>	<b>6</b>	<b>15</b>
		<b>%</b>	<b>6.7%</b>	<b>33.3%</b>	<b>20.0%</b>	<b>40.0%</b>	<b>100.0%</b>

The figure 2 exhibits the portions of the choices of the responders about the participatory method that found effective for the formulation of the situation analysis by the Davao City LGU. 7% chose Barangay Meeting, 33% chose FGD, 20% chose Spatial Surveys and 40% chose Workshops. As such, majority of the responders said that Workshops are the most effective method for the formulation of the situation analysis by the Davao City LGU.

Workshops are preferred as the most effective method for formulation of situational because it is where the participants can have a brainstorming of their environmental goings-on.



**Figure 2. Pie Chart of Participatory Methods for the formulation of the Situation Analysis**

**Chi-Square Test.** The table 8 shows the result of the chi-square test on the participatory planning methods formulation of the situation analysis. As shown, there is no significant difference among the participatory planning process of the LGU of Davao City.

**Table 8. Chi-square test on the participatory planning methods formulation of the situation analysis**

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	5.400 <sup>a</sup>	6	.494 <sup>ns</sup>
Likelihood Ratio	6.453	6	.374
N of Valid Cases	15		
a. 12 cells (100.0%) have expected count less than 5. The minimum expected count is .33.			

**Participatory Planning Process of the Local Government of Davao City, Philippines to the formulation of the Zoning Ordinance.** Table 9 shows the counts and percentage of the responses of the respondents regarding the participatory method that found effective for the formulation of the zoning ordinance by the Davao City LGU.

Further, the table showed that 40% of Admin Staff prefers to use the Public Hearing and FGD methods in the formulation of zoning ordinance, while the other 20% voted for Public consultations. Also, 80% of IT/ Stat /Econ Staff prefers Public Hearing, while only 20% of the staff preferred FGD. On the other hand, 60.0% of Technical Officers chose Workshops as an effective tool in formulating zoning ordinance. However, 20% of the officers prefer either public hearing or Spatial Surveys.

This implies that among the planning methods, the most preferred is the public hearing. Public hearings engaged a wide audience in information sharing and discussion. They can be used to increase awareness of an issue or proposal, and can be a starting point for, or an ongoing means of engaging, further public involvement. These also help build a forum to inform the entire community of the outcome of the Environmental Assessment of proposed project, to verify the EIA findings in relation to ground reality, and confirm that stakeholders have been adequately consulted and have been part of the decision-making processes.

**Table 9. Participatory method that found effective for the formulation of the Zoning ordinance by the Davao City LGU.**

Respondents			Participatory Planning Methods					Total
			FGD	Public consultations	Public Hearing	Spatial Surveys	Works hops	
City Planning Development Office (CPDO)	Admin Staff	Count	2	1	2	0	0	5
		%	40.0%	20.0%	40.0%	0.0%	0.0%	100.0%
	IT/ Stat /Econ Staff	Count	1	0	4	0	0	5
		%	20.0%	0.0%	80.0%	0.0%	0.0%	100.0%
	Technical Officers	Count	0	0	1	1	3	5
		%	0.0%	0.0%	20.0%	20.0%	60.0%	100.0%
<b>Total</b>		<b>Count</b>	<b>3</b>	<b>1</b>	<b>7</b>	<b>1</b>	<b>3</b>	<b>15</b>
		<b>%</b>	<b>20.0%</b>	<b>6.7%</b>	<b>46.7%</b>	<b>6.7%</b>	<b>20.0%</b>	<b>100.0%</b>

The Pie chart showed that Public Hearing, was preferred and the most effective among the Planning methods in the formulation of the Zoning ordinance of the Davao City LGU. In this method, planning practice theory; communicative planning; brings the data forward from the rational planning practice so that from the beginning and everyone has a mutual understanding of facts. The government must then bring together a large number of people representing different stakeholders and viewpoints and to facilitate, talk, and mediate toward a consensus. When practicing the communicative planning theory, it is important to involve people early in the process and empower them as much as possible (Arnstein, S., 1969).



Other methods have disadvantages and least preferred by the planners like FGD, Public Consultations, Spatial surveys and workshops. FGD is more expensive to execute; participants can't voice their opinion freely; hard to get honest opinions for sensitive topics; results are biased; might not be a true representation of your target group and not ideal for b2b research. (Chelber, A., 2020).

Public Consultations has disadvantages due to barriers like professional elitism, time and financial costs, lack of interest and skills among proponents and planners, and uncertainty about the results of public involvement (Jaffray, 1981).

Spatial surveys are technical in nature that may portray results as being more reliable than they actually are and the errors and the assumptions can be hidden, leading to a lack of questioning into the results.

According to Grace Baysinger (1997), Planners also have difficulties in attending workshops due to broad range of skills (computer and language) and may have difficulty getting a room if classroom space is in short supply. These be hard to fit everything that you want to cover into a single workshop. Handling large group for hands-on practice may be difficult.

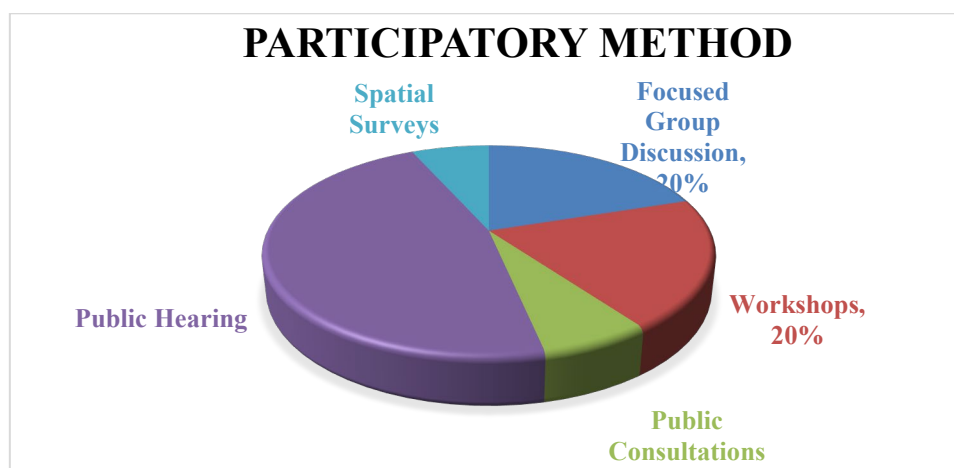


Figure 3. Pie Chart of Participatory Methods for the formulation of the Zoning Ordinance

**Chi-Square Test.** The table 10 shows the result of the chi-square test on the participatory planning methods for the formulation of the zoning ordinance. As shown, there is no significant difference among the participatory planning process of the LGU of Davao City.

Table 10. Chi-square test on the participatory planning methods for the formulation of the zoning ordinance

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	14.000 <sup>a</sup>	8	.082 <sup>ns</sup>
Likelihood Ratio	15.759	8	.046
N of Valid Cases	15		
a. 15 cells (100.0%) have expected count less than 5. The minimum expected count is .33.			

## CONCLUSIONS

The study concluded that there were two methods of participatory planning that are effective to the setting of vision, goals and objectives of the Davao City CLUP 2019-2028. Focused group discussion and workshops are effective tool before arriving at a consensus for a new CLUP among local stakeholders. These methods were also effective in the formulation of sectoral and physical land use activities during the situation analysis. Also, other methods that contributed to the analysis were barangay meetings as well as spatial surveys. On the other hand, public hearings were found as a great method on the formulation of the zoning ordinance. This was followed by using the focused group discussions, workshops, public consultations and spatial surveys. However, the study shows no significant difference to the participatory planning process of the LGU of Davao City. Further study with correlation to other LGUs are recommended.

The dynamics of a well-planned vision, goals and objectives, as well as formulation of the situation analysis and zoning ordinance provides a huge positive influence over the decisions in the planning and implementation of projects. Hence, participatory planning methods that were found effective in this study will be of great assistance to future CLUP preparations.

## REFERENCES

- Arnstein, S. (1969) A Ladder of Participation. *Journal of the American Planning Association*.
- Baysinger, G. (1997) Teaching Chemical Information: Tips and Techniques [Accessed 6<sup>th</sup> November 2021] Available at World Wide Web: <https://web.stanford.edu/group/swain/cinf/workshop97jun/slbibcit.html>.
- Chelber, A. (2020) Disadvantages of Focus Groups (And How To Avoid Them): The Complete Guide [Accessed 6<sup>th</sup> November 2021] Available from World Wide Web: <https://www.revuze.it/blog/disadvantages-of-focus-groups/>.
- Dale, G. & Chandler, M. (2001) Zoning Basics, Article #265 [Accessed 30<sup>th</sup> October 2021] Available from World Wide Web: <https://plannersweb.com/2001/04/zoning-basics/>.
- Housing and Land Use Regulatory Board (HLURB) (2013) CLUP Guidebook, Volume 1. The Planning Process. Quezon City, Philippines.
- Housing and Land Use Regulatory Board (HLURB) & Housing and Urban Development Coordinating Council (HUDCC) (2019) The Implementing Rules and Regulations of the Department of Human Settlements and Urban Development Act (R.A 11201). Quezon City, Philippines.
- iEduNote (2021) Focus Group Discussions [Accessed 6<sup>th</sup> November 2021] Available from World Wide Web: <https://www.iedunote.com/focus-group-discussions>
- Jaffray (1981) Benefits and disadvantages of public participation, 6 cited in Sarkissian, Walsh et al. [Accessed 6<sup>th</sup> November 2021] Available at World Wide Web: <https://www.doc.govt.nz/Documents/science-and-technical/sfc308a.pdf>
- Merriam-Webster Dictionary “Workshop.” [Accessed 6<sup>th</sup> November 2021] Available from World Wide Web: <https://www.merriam-webster.com/dictionary/workshop>.
- NZIS (2021) About Surveying and Spatial [Accessed 6<sup>th</sup> November 2021] Available from World Wide Web: [https://www.surveyspatialnz.org/Attachment?Action=Download&Attachment\\_id=2699](https://www.surveyspatialnz.org/Attachment?Action=Download&Attachment_id=2699)