



# **Mainstreaming migration at the local level**

**The case of Naga City, Philippines**

GFMD preparatory workshop on “Factoring migration into development planning” | 12 June 2012, Mauritius

# Outline

- Development context
- The Philippine planning regime
- The Naga M&D mainstreaming project
  - Beginnings
  - Approach
- Outcomes
- Insights

# Development context

- **Not centrally located**
  - 370 kms southeast of Manila (national capital), 380 kms north of Cebu (2nd biggest urban center)
- **The core of Metro Naga**
  - A fast-growing area comprised of 14 municipalities and Naga City belonging to Metro Naga Development Council (MNDC)
- **A medium-sized city**
  - 175,000 population (2010 census)
  - Daytime population of around 300,000-400,000



# Political subdivision of the Philippines

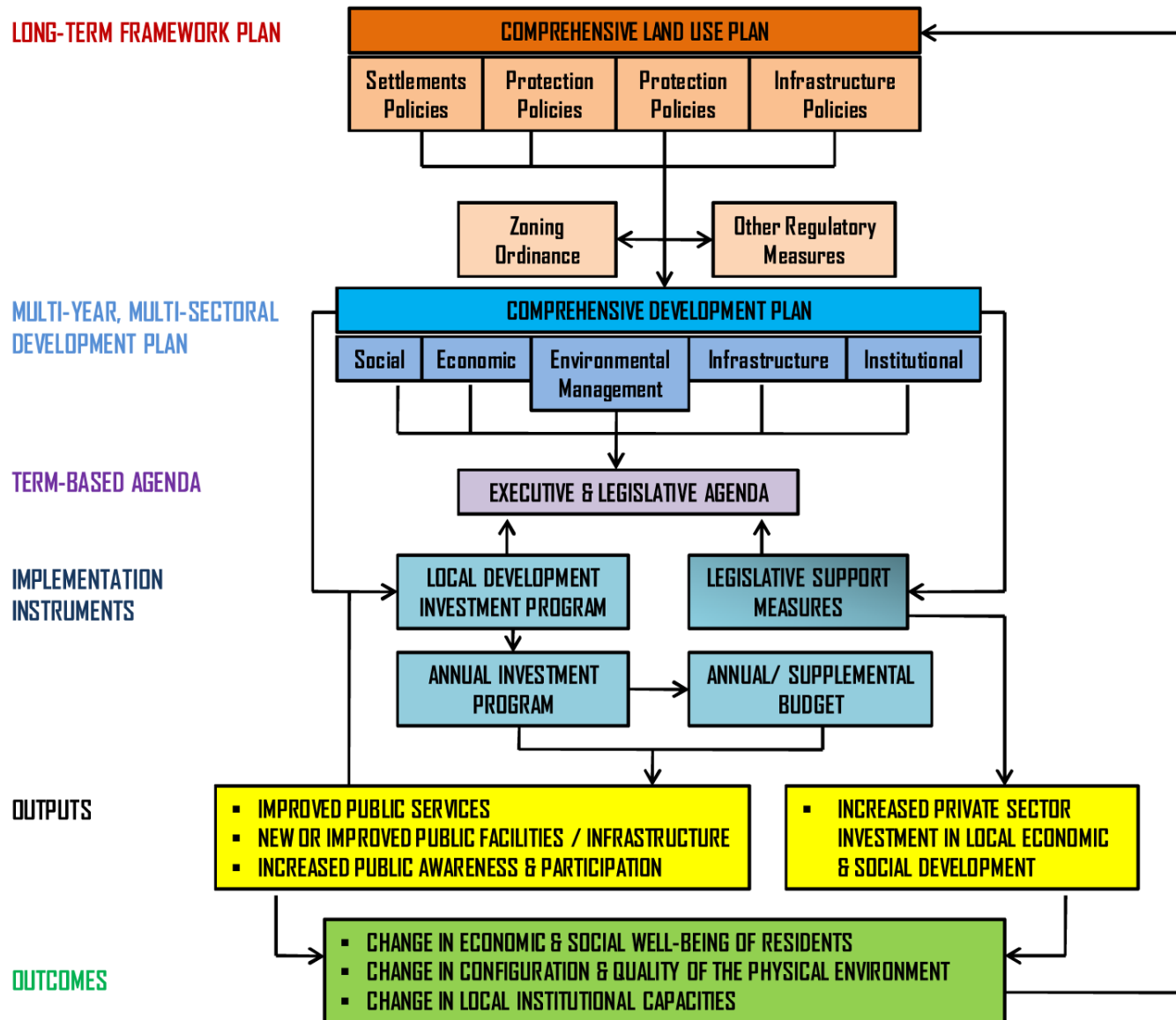
- 17 administrative regions
- 80 provinces
- 138 cities
- 1,496 municipalities
- 42,026 barangays



# Hierarchy of Philippine plans

|                       | Physical plans                     | Socioeconomic development plans  | Investment programs                    |
|-----------------------|------------------------------------|--|--|
| National level        | National Physical Framework Plans  | <ul style="list-style-type: none"> <li>• National Development Plan</li> <li>• Medium-Term Philippine Development Plan</li> </ul> | Medium-Term Philippine Investment Plan |
| Regional level        | Regional Physical Framework Plans  | Regional Development Plan  | Regional Investment Plan               |
| Provincial/City level | Provincial Physical Framework Plan | Provincial Development Plan  | Provincial Investment Plan             |
|                       | City Land Use Plan                 | City Development Plan  | City Investment Plan                   |
| Municipal level       | Municipal Land Use Plan            | Municipal Development Plan   | Municipal Investment Plan              |

# The 2007 local planning machinery



# Typical sectors of the CDP

| Social  | Economic  | Infrastructure  | Environment Management   | Institutional  |
|---|---|---|--|--|
| <ul style="list-style-type: none"> <li>• Education</li> <li>• Health and Nutrition</li> <li>• Social Welfare and Development</li> <li>• Shelter</li> <li>• Public Order and Safety</li> <li>• Sports, Recreation, Arts and Culture</li> </ul> | <ul style="list-style-type: none"> <li>• Primary               <ul style="list-style-type: none"> <li>– Agricultural Crops</li> <li>– Livestock</li> <li>– Fisheries Forestry</li> </ul> </li> <li>• Secondary               <ul style="list-style-type: none"> <li>– Mining and quarrying</li> <li>– Manufacturing</li> <li>– Construction</li> <li>– Electricity, water, gas, utilities</li> </ul> </li> <li>• Tertiary               <ul style="list-style-type: none"> <li>– Wholesale and retail trade</li> <li>– Transportation and communication</li> <li>– Finance, insurance and related services</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>• Economic Support               <ul style="list-style-type: none"> <li>– Irrigation systems</li> <li>– Power generation</li> <li>– Roads, bridges, ports</li> <li>– Flood control and drainage</li> <li>– Waterworks and sewerage systems</li> <li>– Telecoms</li> </ul> </li> <li>• Social Support               <ul style="list-style-type: none"> <li>– Hospitals</li> <li>– Schools</li> <li>– Public socialized housing</li> <li>– Facilities for disadvantaged sectors</li> </ul> </li> <li>• Public Admin Support               <ul style="list-style-type: none"> <li>– Government buildings</li> <li>– Jails</li> <li>– Freedom parks and Public assembly areas</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>• Lands</li> <li>• Forest Lands               <ul style="list-style-type: none"> <li>– Protection forests</li> <li>– Production forests</li> </ul> </li> <li>• Mineral Lands</li> <li>• Parks, Wildlife and other Reservations</li> <li>• Water Resources</li> <li>• Air Quality</li> <li>• Waste Management</li> </ul> | <ul style="list-style-type: none"> <li>• Organization and Management</li> <li>• Fiscal Management</li> <li>• Legislative Output</li> <li>• LGU-CSO-PSO Linkages</li> </ul> |

# Beginnings

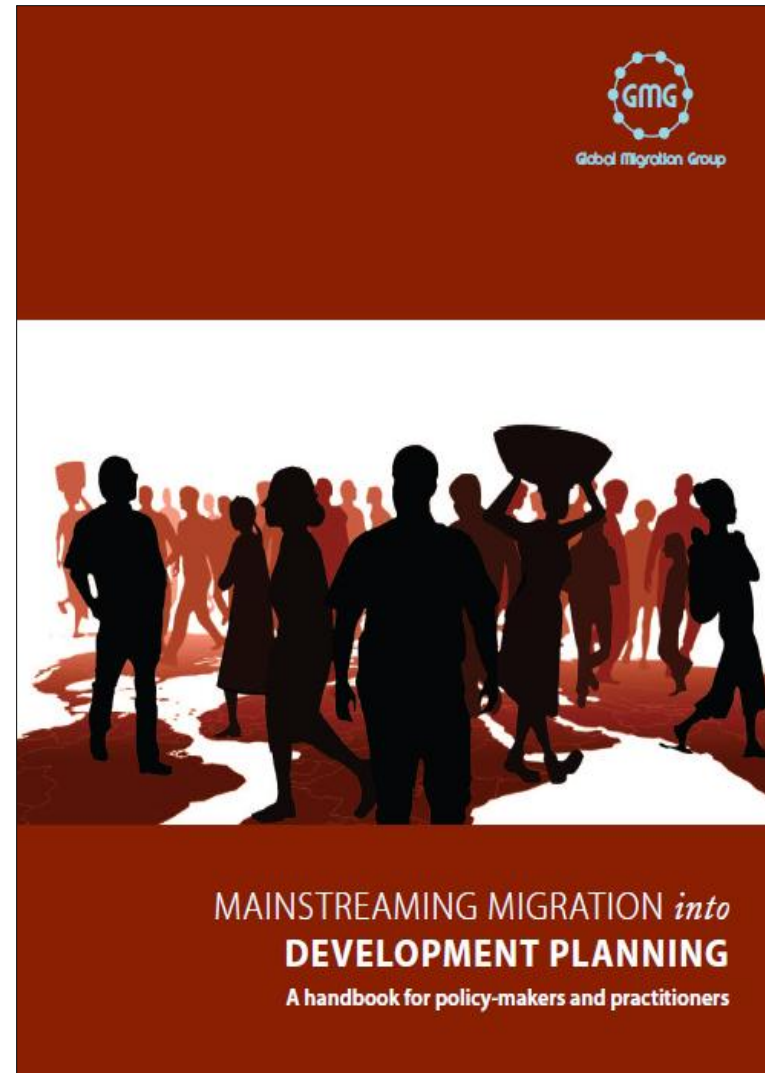
- Built on **initial CDP effort to cover migration statistics** in Naga
  - Triggered by Scalabrini Migration Center event at Ateneo de Naga University (Aug 24, 2010)
  - One of three Migrants' Associations and Philippine Institutions for Development (MAPID) Project Dissemination Fora in the Philippines
  - City government, through CPDO, committed to incorporate migration issues the CDP
- **Attracted IOM's interest** in piloting a project to mainstream migration issues in local development
  - Addressed a key capacity gap as local planning office has limited capability in treating M&D issues
  - Existing data limited to NSO surveys focused on internal migration



# IOM-Manila's Mainstreaming Migration in Local Planning Project

## OBJECTIVES

- To facilitate multi-sectoral consultations at the national and local levels
- To conduct capacity building, technical assistance activities on integrating migration in development planning with Naga City as pilot project area
- To support drafting of the Naga City local development plan for 2011-2012
- To draft and disseminate a process documentation paper on Naga's experience in mainstreaming migration in local development planning



# Approach

- **Leveraged, enhanced Naga's participative processes:**
  - Creation of multisectoral TWG
  - Sectoral consultations
    - business sector
    - urban poor and civil society organizations
    - OF children;
    - academe, school guidance counsellors and alumni;
    - remittance channels, banks
  - Multi-sectoral prioritization event: **identified priority areas for local action**

- **DOTMocracy** Tool for Participative Decision making
  - Deployed in the multi-sectoral event to facilitate prioritization



# Timeline

## DRAFTING

- Five sectoral workshops in 2010 provided foundational inputs into CDP
  - Local Government (Aug 26)
  - Demographic and Environment (Sept 1)
  - Infrastructure (Sept 3)
  - Economic (Sept 7)
  - Social (Sept 9)
- Consolidation of inputs (Oct 2010)
- Writing of planning document (Nov-Dec 2010)
- Presentation of draft CDP to City Development Council (Jan 25, 2011)
- Submission to SP (Jan 2011)

## REVIEW

- Sectoral reviews (Feb-Dec 2011)
  - Gender and development (NCCW)
  - Climate change (CEnergy Project, GHG inventory and accounting)
  - **Migration and development (IOM project)**
  - Capital investment prioritization and programming (CDIA Project)
  - Sectoral Councils (Enhanced CDC, per EO No. 2011-026 issued on Aug 8)
- Adoption by SP (1<sup>st</sup> Semester 2012)

# The Technical Working Group

- **Team Leader:** City Planning and Development Coordinator
- **Deputy Team Leader:** Metro PESO Manager
- **Members:**
  - Two City Councilors
  - Representative, Catholic Bishops Conference of the Philippines – Counseling Center for Women and Children in Crisis
  - Chairman, Naga City People's Council
  - DILG Naga City Director
  - Ateneo Social Science Research Council Director
  - President, Camarines Sur Bankers Club
  - Representative, Metro Naga Chamber of Commerce and Industry
  - Regional Director, OWWA Bicol Region
- **Secretariat:** City Planning and Development Office

# TWG institutionalization

- Formalized through [Executive Order No. 2011-025](#) issued by Mayor John Bongat
  - Main function: Assume responsibility over attainment of project targets
- Later institutionalized into the **City Advisory Committee on Overseas Filipinos (CACOF)** under [Executive Order No. 2012-006](#)
  - A city councilor becomes chair
  - Two co-chairs from academe and national government agencies
  - Added city administrator and Department of Foreign Affairs regional office representative as members

## CACOF Functions

To assist the City Government in

- **establishing and maintaining a database of local OF sector;**
- **provide expert advice and strategic guidance** in the continuing effort to mainstream migration in local planning and policymaking, program development, and project implementation;
- **strengthening, institutionalization of local OF sector;**
- **networking with local, national and international migrants and migration organizations** towards successful implementation of the city's plans, programs and projects for the local OF sector; and
- **coordinate with all local and national government agencies, as well as other stakeholders** in society, in mobilizing the support and resources required in the performance of its functions.

# Key enhancements in Naga's revised CDP

- **Enhanced migration data** – highlighted in a separate “Migration” subsection of “Quick facts about Naga”
- **Reviewed Naga's vision statement from the lens of migration and development**
  - Reaffirmed the relevance of “Maogmang Naga” vision to concerns of the OF sector
- Established **strong linkage between draft CDP and the M&D thrusts of the 2011-16 PDP**
- Separate **“Migration/Overseas Filipino”** subsector in the Social Sector Development Plan
- **Incorporated priority projects and activities in City Development Plan** (Social, Economic and Development Administration Sectors)

# Migration profile

## INTERNAL

- Naga is becoming **a city of migrants**
  - In 1990, only around 4 of every 10 (39%) are migrants
  - In 2007, almost 6 of every 10 (57%) are migrants
- Migration accounts for **60% of Naga's population growth**

## INTERNATIONAL

- Around **12-15% of city's household population have OFW members**
- Naga City ranks no. 1 (accounting for **18% of total**) in the region, followed by Iriga City, Legazpi City and Nabua

## OWWA-registered OFWs (Jan 2011)

| LAND-BASED |        |       | SEA-BASED |        |       | TOTAL |
|------------|--------|-------|-----------|--------|-------|-------|
| Male       | Female | Total | Male      | Female | Total |       |
| 1,274      | 1,840  | 3,114 | 750       | 32     | 782   | 3,896 |

# Migration profile

- In terms of **destination**
  - 55% of the OFWs are working in the Middle East
  - Southeast Asia (22%)
  - Europe (8%)
  - North Asia (6%)
  - the Americas (4%)
  - Oceania (3%), and
  - Africa, Central and Western Asia (1% each).
- In terms of **specific countries**
  - U.A.E. (22%), Saudi Arabia (20%), Singapore (7%), Hong Kong (6%), and Japan (5%) are the top five destinations, accounting for 61% of the total.



# 'Maogmang Naga'

By 2020, Naga City shall be the recognized model of:

- **Good governance and responsible citizenship**
  - driven by a shared development direction crafted, implemented and continually improved in an **inclusive manner**
  - sustained by a citizenry that asserts and accepts their roles and responsibilities in nation-building
- **People-centered development**
  - anchored on quality and accessible services in health, education and other social services, especially for the marginalized and **the vulnerable**;
  - that enables the private sector to generate the **best value from local** talents, technology and **resources**, and provide gainful jobs and entrepreneurial opportunities for the Nagueno; and
- **Abiding faith**
  - that expresses itself in social solidarity and a culture of excellence flourishing in a city that is peaceful, safe and in accord with nature; where cultural values are nurtured and religious diversity respected; and where technology enables the Nagueno to be **part of a global community of people and nations**.

# Proposed OF programs, projects

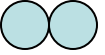
## Social protection (1, 2)

- Counseling services
  - For OFs (pre-departure, pre-employment, remittance channels, etc.)
  - For OF families and children (financial literacy, available social services/networks)
  - Various modes of delivery: center, school, etc.
- Regularization of illegal migrants
- Housing, education, health services
- Emergency reintegration programs



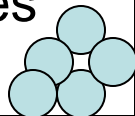
## Economic devt (1, 3)

- Development of specific investment projects, products and services
  - Tourism, agriculture, retirement
- Sound financial advice (TWG ⇒ OF advisory council)
- More effective, efficient land titling and administration
  - Land Management Council
- Mechanisms for financing local development projects
  - Tapping support of Overseas Bicolano Associations



## Migrant services (2)

- One stop-shop OF center
  - OWWA, POEA, DFA, TESDA. PESO/NCIB, MNCCI, REBAP, etc.
  - Travel services, Passport renewal, Money changing, Real estate brokerage, Training services, Internet and communications, etc.
- Improved remittance services (accreditation)



## Institution building (4)

- Quality migration data (disaggregated at barangay level)
- Organization of OF sector. Annual OF Day
- Partnerships/networking with national, international migration organizations
- OWWA/POEA regional office in Naga



# Further enhancements after local, national stakeholder review

- **Social Sector Development Plan.** Reconfigured “Migration/OF Subsector” to reflect the three phases of migration, following comments during the September 2011 Dialog with National Stakeholders:
  - (1) Pre-departure
  - (2) In-service, and
  - (3) Return and reintegration
- **Local Development Investment Plan.** Incorporated
  - (1) Establishment of OF and Land Administration One-Stop-Shop Center within City Hall,
  - (2) Operationalization of “Anduyog Fund” as local vehicle for diaspora philanthropy, and
  - (3) Strengthening of the Naga City OF Federation

| SOCIAL   |                        |
|--|------------------------|
| Programs/Projects  | Estimated Project Cost |
| <b>Universal Preschool Coverage</b><br>25 new Educare Centers  | 54.2                   |
| <b>Nutrition Programs</b><br>Nutri-Dunong<br>Nutri-Nanay, Nutri-Ataman, Other Feeding Programs             | 80.8<br>2.5            |
| <b>QUEEN</b><br>Pupil Retention Program  | 154.1                  |
| <b>Summer Enrichment</b>   | 15.4                   |
| <b>Tertiary Scholarship Program</b><br>College<br>Techvoc  | 135.7<br>30.5          |
| <b>City Tertiary Institutions</b><br>Naga City TechVoc Academy<br>Expansion of Naga City Community College | 32.0<br>28.0           |
| <b>Conversion of NCH to Secondary</b><br>Infra, Additional Staff   | 37.5                   |
| <b>PhilHealth Coverage</b><br>Coverage of Lowest 10% of Households<br>Barangay Health Centers (5)          | 608.7<br>10.0          |
| <b>Upgrading of UPAO to HSDO</b><br>Social Housing (KsK Settlement Development)<br>Additional Staff        | 277.9<br>35.0          |
| <b>Subtotals</b>   | <b>1,502.6</b>         |

| INFRA & PHYSICAL DEVELOPMENT   |                                     |
|--|-------------------------------------|
| <b>Water Services</b><br>Universal access to WatSan Services   | 17.3                                |
| <b>Power</b><br>Waste-to-Energy Power Plant<br>Access Road to WTE Plant<br>Retail Energy Aggregation   | 3,150.0<br>20.0<br>70.0             |
| <b>Urban Development</b><br>CBD I Urban Renewal (incl. Parking Facility)<br>Pedestrian Bridges (2 units)   | 130.0<br>50.0                       |
| <i>Enhanced Road Links</i><br>Widening, Maysaysay-Roxas Avenue   | 21.3                                |
| <i>C-2 Network</i><br>Calauag (Villa Karangahan)-San Felipe, 1.032 km<br>Balatas-Concepcion Road, 0.987 km<br>Almeda Highway-Mabolo Bypass, 2.099 km<br>ROW acquisition (3 road links)<br>New Tabuco-Mabulo Bridge | 5.2<br>4.9<br>10.5<br>30.9<br>150.0 |
| <i>New Road Links</i><br>Enhanced CBD 1 & 2 connectivity<br>Concepcion Grande (Ramaida Village)-Balatas<br>Maogmang GK-Leon Aureus Road<br>Upper Pacol-Carangcang Road   | 7.5<br>6.0<br>6.0<br>2.5            |
| Naga River Revitalization Project<br>BRT Study   | 300.0<br>5.0                        |
| <i>Bicol Riverfront Development and Flood Control Project</i><br>Revetment and Flood Control Project<br>Naga City Riverpark<br>Naga South District Market (10000 sqm, 2 storey)<br>Medium-Rise Housing (7 units)   | 75.0<br>25.0<br>300.0<br>378.0      |
| <b>Subtotals</b>   | <b>4,765.0</b>                      |

| ECONOMIC   |                      |
|--|----------------------|
| <b>SARIG Program</b><br>Agricultural Lending Program   | 48.4                 |
| <b>Tourism</b><br>Branding<br>Visitors Center  | 5.0<br>5.0           |
| <i>East Highlands Development</i><br>Malabsay Falls Access Road<br>Panicuason-MNIP Site Development<br>Panicuason-Yabo, Carolina Road      | 10.0<br>17.0<br>30.0 |
| City Museum  | 6.0                  |
| <b>Commerce and Trade</b><br>Micro-lending Program<br>Naga City Bagsakan Center (NCPM)<br>NCPM Improvements (Roofing, Drainage, Ramp, etc) | 14.6<br>30.0<br>28.7 |
| <b>Subtotals</b>   | <b>194.7</b>         |

| ENVIRONMENTAL   |                       |
|---|-----------------------|
| Sanitary Landfill<br>Upgrading of City, NCPM MRFs<br>Establishment of Barangay MRFs | 90.0<br>136.2<br>12.5 |
| <b>Subtotals</b>  | <b>238.7</b>          |

| INSTITUTIONAL   |                                 |
|---|---------------------------------|
| <b>Institutional Development</b><br>Civic Education Program<br>Business Taxmapping<br>Operationalization of Anduyog Fund<br>Strengthening of City OFW Federation<br>HR Development                  | 6.0<br>6.0<br>3.0<br>1.0<br>7.5 |
| <b>Physical Plant Improvement</b><br>City Health Office Building and Lab<br>SWMO Office, Workbay, Bio-inoculant Lab, IEC<br>LAM/OFW One-Stop-Shop<br>Acquisition of new equipment, service vehicles | 20.2<br>14.4<br>10.0<br>44.0    |
| <b>Subtotals</b>  | <b>112.1</b>                    |
| <b>TOTALS</b>   | <b>6,813.2</b>                  |

# Other developments

- **Celebration of annual Migrant Workers Day** (Sept 2011, June 2012)
- Organization of **interim officers of city OF association**
- **Signing of MOU** between city government, association of barangay councils and OWWA **for establishment of OF Family Circles in 27 villages of the city**
- Academe-led **regional summit on migration and OFs**
- **Scaling up of Naga experience on M&D mainstreaming in local planning** through the Department of the Interior and Local Government
- Preliminary talks with Mr. F Colayco, OF fund manager, for **possible investments in Naga**

# Insights

- Migration is **both a national and local issue**
- For locals, it is a **'big elephant in the room.'**  
**Limited local capacity** to mainstream M&D **a key constraint**
- **Local champions can accelerate** the process.  
They **can be developed**
- Successful local M&D mainstreaming **can provide template, guidelines** for national policies to scale them up
- **Empowered, enlightened local governments can facilitate greater coordination** among local actors. Probably better than among departments at national level (?)