

Observance on zoning ordinance and priority projects of Municipality of Lingayen, Pangasinan, Philippines

Asia Pacific Journal of
Multidisciplinary Research
Vol. 6 No.1, 76-81
February 2018
P-ISSN 2350-7756
E-ISSN 2350-8442
www.apjmr.com

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Date Received: May 30, 2017; Date Revised: January 11, 2018

Abstract – *The Municipality of Lingayen being the capital town of the Province of Pangasinan is an attractive site not only because of its rich history but the present tourism and trading condition that makes it more welcoming. As the municipality becomes a better place to live and to invest, increase of population is an inevitable phenomenon that needs legislative and administrative measures in order to have less negative consequences in the future. The Municipal Zoning Ordinance and the Comprehensive Land Use Plan are the two important documents in this research. These are guides in the construction of survey instrument. This research looked into the provisions that make concerned local offices responsible in implementing and monitoring the priority projects. It was conducted in the Municipality of Lingayen from January to April 2014. It found out that all the provisions stated in the Municipal Zoning Ordinance were observed and the priority projects of the municipality are in on-going status. It is recommended that there should be monitoring and assessment activities to be done in order to remind those in-charge of the projects to finish them according to plan. Also, partnership with private enterprises and other local government units should be strengthened in order to implement the priority projects.*

Key words – *land use, zoning, urban plan, urban system, residential*

INTRODUCTION

The expansion of urban areas in the Philippines means increasing demand for residential, industrial, commercial and community land use [1]. This is intended to accommodate the increasing number of people both by birth and movement to another place. When people are moving to a place seeking employment and business opportunities, urbanization takes place. Urbanization is the convergence of population in industrial centers. The establishment of more housing in the cities to accommodate the influx of workers is an industrialization phenomenon. It is a requirement of growth and at the same time its consequence [2].

Previous administrations took initiatives to address issues on urbanization and land use. Former President Joseph Estrada recognized the urgency of a national land use plan and made its formulation one of his priority objectives. Also, former president Fidel Ramos treated land use plan as personal priority during his term. During his directive, the National Land Use Coordinating Council was created to review and

evaluate a proposed draft National Land Use Code. After several rounds of consultations, the Council released a finalized draft in 1995 entitled, the “National Land Use Act of the Philippines” [3].

A measure instituting a national land use policy and providing for the implementing mechanism has been approved by the Committees on National Resources, on Housing and Urban Development and on Agrarian Reform in a joint meeting held in 2005. To be known as the National Land Use Act of the Philippines, the measure aimed to rationalize the utilization, management and development of the country’s land resources and ensure their optimum use consistent with the principles of sustainable development. The Act includes sections that consolidate existing legislation governing the conversion of agricultural lands as well as those that define the roles of national government agencies and the responsibilities of LGUs. A relevant policy was also crafted. Republic Act 7279 or the Urban Development and Housing Act mandate all local government units to conduct an inventory and identify

lands suitable for the development of socialized housing and resettlement areas.

Looking at the national level, the seven most populous cities of the country in 1993 are Quezon City, Manila City, Davao, Caloocan, Cebu, Zamboanga and Pasay. In Metro Manila, development planning is the responsibility of the MMDA. Manila City used to be the center of trade and industry. It expanded its coverage because of increasing trade and population growth. Consolidated into a metropolitan region, Metro Manila or the NCR is the center of the country's political and economic arena [4]. Most government offices were relocated in Quezon City while manufacturing industries were relocated in its suburban cities. Makati City is the central business district of NCR and Alabang, formerly an agricultural area, was developed as business district. Today, Metro Manila particularly Quezon city, Manila and Caloocan City bagged the top 3 most populous cities in the Philippines [4].

Urban systems change as population grows. To control migration, growth centers like industrial estates and export processing zones and economic zones were established in different regions of the country. New industries developed outside Manila were given incentives. Industrial restrictions as to distance from the NCR were also imposed [1].

Since the late eighteenth century, increase in world population has been viewed with increasing alarm. It was feared that food supplies could not keep up with population growth. Then social critics expressed concern that growing population would lead to class and ethnic struggle as number overwhelmed resources. By the second half of the twentieth century population growth was increasingly seen as a threat to environment [6]. Population is both a cause and result of land use development.

Thirty-two barangays in Lingayen are all urban as classified by the 1995 NCSO census. Lingayen has a density of 12.07 persons per hectares. Barangay Poblacion has recorded the highest population density with 75 persons per hectares followed by barangay Maniboc, Tonton, Libsong East, and Libsong West. The concentration in Barangay Poblacion may be due to economic development, material resources and job opportunities present in the Area (CLUP Lingayen). According to Population Commission, as of August 2010, the population of Lingayen is 98,740. The growth rate is 0.69% per year [5]. The total land area of the municipality is 6,689.68 has. Of this total, residential

land covers 1,776.78 hectares, commercial land is 10.03 hectares, the industrial area is 40.14 hectares, the institutional land is 78.94 hectares, open spaces measure a total of 21.41 hectares, agricultural lands cover 3,188.30 hectares, while the wet lands 1,574.08 hectares.

Lingayen just like Metro Manila is an established commercial district. During the Spanish era Lingayen was the primary center of commerce, for it had a thriving Chinese community engaged in many industries. It was also the center for the construction of boats used in the internal trade [8]. However, people from Lingayen do not want to experience the same fate happened in Metro Manila.

The Metropolitan Manila approved in 1977 the Metro Manila Transport, Land Use and Development Planning Project sponsored and financed by the World Bank. It includes comprehensive plan along transport traffic, land use, flood control and strategic plans [8]. The plans were totally disregarded by some or all the cities because of development, population explosion and urbanization. When typhoon Ondoy poured massive rains in 2009 resulting to excessive flooding due to clogged drainage and blocked waterways, administrators and planners speak of a better land use and urban planning.

In the Municipality of Lingayen, the flood prone and erosion prone areas cover an approximate land area of about 1,897.7 hectares. It occurs on areas of Aliwekwek, Balangobong, Balococ, Basing, Capandan, Domanalandan East, Dorongan, Dulag, Lasip, Tumar and Wawa. From 1999 until 2000, the Municipal Social Welfare and Development office served 341 displaced families due to natural disaster, 2000 families at risk and backing preparedness for disaster, 1023 urban poor families or squatter, and 10 evacuees. There are expected 233 housing units loss due to calamities and disasters. Hence, assessment of land use, urban systems, projects and problems related to land use was made [6].

OBJECTIVES OF THE STUDY

This study aimed at describing the observance on zoning ordinance as well as the status of priority projects based on the Comprehensive Land Use Plan of Municipality of Lingayen. It specifically described the observance on zoning ordinance based on the perception of officers and staff of Municipal Planning and Development Council (MPDC), Municipal Environment and Natural Resources Office (MENRO),

Municipal Agriculture Office (MAO) and Municipal Disaster and Risk Reduction Management Council (MDRRMC). The study also determined the completed, on-going and on-the-planning stage priority projects of the municipality. The problems encountered by the concerned officers and staff were also determined.

METHODS

This study described the observance on land use plan of Municipality of Lingayen, Pangasinan, Philippines using a survey instrument. This instrument was crafted using the 2001 Comprehensive Zoning Ordinance and 2000 Comprehensive Land Use Plan of the Municipality of Lingayen. The officers and employees of MPDC, MENRO, MAO and MDRRMC served as respondents of the study. The researcher left these instruments to the respective offices of the respondents and waited for several days for retrieval. The researcher retrieved nine research instruments from MDRRMC, three from MPDC, one from MENRO and 10 from MAO. This study was conducted in the Municipality of Lingayen from January to April 2014.

RESULTS AND DISCUSSION

Thirteen or 100 percent of the respondent- officers and staff agree that provisions stated in the Municipal Zoning Ordinance regarding the density and placement of major infrastructures in institutional, residential and commercial are observed. In institutional area, government offices, schools including hospitals and academic centers can be found. The density of dwelling units per hectare in the identified residential area is also observed. Respondents are also convinced that commercial area in the municipality accommodated appropriate trade and business opportunities. However, when it comes to appropriateness of infrastructure placement in residential, salvage and commercial areas, more than half of the respondents perceived that these are observed.

Table 2 presents the priority projects of Municipality of Lingayen, Pangasinan in the Philippines. There are completed local projects along commercial, transportation and residential. Seven or 54 per cent of respondents agree that the two storey public market is completed. Others said that this project is on-going because of the implementation of its second phase. For acquisition of additional one hectare of land for the slaughter house, 12 or 92 percent of respondents believed that this project has been carried out. The newly acquired site is located in Domalandan West.

Table 1. Observance on Municipal Zoning Ordinance in terms of residential, institutional and recreational area

Provisions	Observed	Not observed	Total
1. Cluster of residential units and its amenities in the municipality are along the residential neighborhood	8 (62%)	5 (38%)	13 (100%)
2. Trading/services/business are located in commercial area like in Alvear and the public market	8 (62%)	5 (38%)	13 (100%)
3. Government offices, schools, hospital/clinics, academic/research and convention centers are situated along the institutional area	13 (100%)	0 (0%)	13 (100%)
4. Parks and playground or recreational area for diversion/amusements are located along Alvear, Maramba and capitol area	11 (85%)	2 (15%)	13 (100%)
5. Tourism area is placed in Alvear, Maramba and capitol	11 (85%)	2 (15%)	13 (100%)
6. Low density residential area in Don Antonio, Heroes and Bengson principally for dwelling purposes with a density of 20 dwelling units and below per hectare	13 (100%)	0 (0%)	13 (100%)
7. Medium density residential area in Panfilo, Sto. Nino, and Primicias for dwelling/housing purposes with a density of 21 to 65 dwelling units per hectare	13 (100%)	0 (0%)	13 (100%)
8. Low density commercial area in Solis and public market principally for trade, services and business activities ordinarily referred to as the central business district	13 (100%)	0 (0%)	13 (100%)
9. Medium density commercial area within the municipality with quasi-trade business activities and service industries performing complementary functions to principally commercial zone	13 (100%)	0 (0%)	13 (100%)
10. Salvage zone is found along the Lingayen Gulf	8 (62%)	5 (38%)	13 (100%)

Table 2. Priority projects of Municipality of Lingayen

Commercial	Completed	On going	Planning stage	Total
1. Construction of two storey public market	7 (54%)	0 (0%)	6 (46%)	13 (100%)
2. Acquisition of additional lot for expansion of slaughterhouse	12 (92%)	1 (8%)	0 (0%)	13 (100%)
3. Widening of Torres St. to Governor St.	0 (0%)	0 (0%)	13 (100%)	13 (100%)
4. Establishment of alternate route to decongest traffic within the central business district	0 (0%)	1 (8%)	12 (92%)	13 (100%)
5. Expansion of commercial area in central buss district	0 (0%)	11 (85%)	2 (15%)	13 (100%)
6. Upgrade and rehabilitation of road networks of potential growth centers	0 (0%)	11 (85%)	2 (15%)	13 (100%)
Industrial				
1. Increase the area for industrial development in barangays Baay, Tonton, Libsong West, Libsong East, Maniboc, Domalandan and Balococ	0 (0%)	11 (85%)	2 (15%)	13 (100%)
2. Provide 73.81ha. of land for light industrial use only	0 (0%)	0 (0%)	13 (100%)	13 (100%)
Transportation				
1. Preparation of master drainage/sewerage plan of municipality	0 (0%)	1 (8%)	12 (92%)	13 (100%)
2. Construction of functional drainage system	5 (38%)	4 (31%)	4 (31%)	13 (100%)
3. Concreted/asphalted unpaved barangay roads by 90%	6 (46%)	7 (54%)	0 (0%)	13 (100%)
4. Construction of bridge to link central business district to the western barangays	5 (38%)	8 (62%)	0 (0%)	13 (100%)
Industrial				
1. Construction of 3.0 ha socialized housing project in Libsong	4 (31%)	9 (69%)	0 (0%)	13 (100%)
2. Construction of 3.2 ha. low cost housing project to accommodate 256 housing units in Maniboc	7 (54%)	6 (46%)	0 (0%)	13 (100%)
3. Increase the residential area by 123.11 ha.	2 (15%)	11 (85%)	0 (0%)	13 (100%)
4. Relocation of 18 households that are residing along or within an identified risk prone areas to a safer place	6 (46%)	7 (54%)	0 (0%)	13 (100%)
5. Development of 13 ha. subdivision project in Manboc for the purpose of relocating the number of squatters occupying the identified environmentally critical areas along Lingayen Gulf	7 (54%)	6 (46%)	0 (0%)	13 (100%)
6. Construction of flood control system to flood prone areas and in all barangays transverse by the Agno River	5 (38%)	8 (62%)	0 (0%)	13 (100%)
7. Relocation of 900 m ² dumping site at barangay Quibaol to other place outside the municipality of Lingayen	0 (0%)	6 (46%)	7 (54%)	13 (100%)
8. Construction of deep wells/artisan wells in identified barangays with insufficient water supply	0 (0%)	13 (100%)	0 (0%)	13 (100%)

Another completed project is the functional drainage system based from the answers of five or 38 percent of respondents. Along residential, seven or 54 percent of respondents agree that the construction of 3.2 hectares of housing project in Maniboc with 256 housing units is completed. This was constructed in order to lessen the housing backlog of the municipality. This project also complements the purpose of relocating the number of squatters occupying the critical areas along the Lingayen Gulf.

One of the on-going projects of the municipality is the widening of Torres St. according to all respondents. The purpose of this project is to have an alternate route for commuters coming from central and eastern part of

Pangasinan going to western part. This also serves as preventive measure to identify the downtown Lingayen as a choke point. Also, 11 or 85 percent of respondents believe that the increase of area for industrial development is an on-going project. The potential growth centers wherein the construction of industrial centers is possible are the barangays of Baay, Tonton, Libsong West, Libsong East, Maniboc, Domalandan East, Domalandan West, Domalandan Center and Balococ. The plan to accommodate industrial centers in some barangays needs better road network. That is why 7 or 54 percent of respondents perceived that barangay roads are being concreted or asphalted. Eight or 62 percent of respondents believed that the bridge linking

between the central business district and western barangays is an on-going project. This project is needed in order to make sure that the plan of making western baranagys like Domalandan West, Domalandan East, Domalandan Center and Balococ will be accessible to the central business district.

For the residential aspect, the on-going projects are construction of housing project in Libsong East, relocation of 18 households residing along identified risk prone areas, construction of flood control system, construction of deep wells in identified barangays with insufficient water supply, and the increase of residential area by 123.11 hectares.

Some of the local projects are on the planning stage. These are the preparation of master drainage and sewerage plan, relocation of dumping site in Barangay Quibaol, expansion of commercial area in the central business district, and provision of hectares of land for light industrial use.

Table 3. Problems related to land use

Problems	Frequency	Rank
Solid waste management	23	1.5
Coral destruction through cyanide fishing	23	1.5
Traffic congestion	18	3
Conflict in resource use in relation to commercial vs. municipal fishing	17	4
Conflict in resource use in relation to tourism vs. fishery of coastal water	13	5.5
Destruction of alga and seaweed beds	13	5.5
Flooding	12	7
Urban industrial waste	11	8
Slum areas	9	9
Conflict in resource use in relation to mangrove conservation vs. aquaculture production	7	10

The problems on coral destruction through cyanide fishing and solid waste management got the highest frequency. This means that cyanide fishing is rampant. Lingayen Gulf that served as commercial fishing ground of marginal fishermen of Lingayen is being abused/polluted due to the use cyanide. Fishermen also use dynamite fined mesh fish nets. The municipality of Lingayen should establish a mechanism to stop illegal fishing in Lingayen Gulf and train fishermen in preservation and coastal clean-up.

On solid waste management, there is a problem on dumpsite. This problem has been minimized due to the acquisition of 900 square meter dumping site at barangay Quibaol. However, this dumping site does not comply with the requirements of the Department of Environment and Natural Resources since Lingayen is within the Environmentally Critical Area. The municipality of Lingayen should relocate the dumpsite to other municipality or replicate the Zero Solid Waste Program of municipality of Calasiao.

CONCLUSION AND RECOMMENDATION

The provisions in the Municipal Zoning Ordinance are mostly observed, except in the appropriateness of infrastructure placement in residential, salvage and commercial areas wherein. Most of the local projects of the municipality is on-going, especially on the residential aspect. For the problems related to land use, all respondents chose solid waste management and coral destruction. It is recommended that monitoring and assessment activities should be done in order to identify the problems encountered in and current stage of these projects, to put pressure to those in-charge of the project and to finish these projects according to plan. Also, partnership with private enterprises and other local government units should be strengthened in order to implement on-going and those projects that are on the planning stage.

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