

Barrios-Fabian, Ma. Luisa D.

**Working Paper**

## Case Study of Zamboanga City (Forced Migration Area)

PIDS Discussion Paper Series, No. 2004-50

**Provided in Cooperation with:**

Philippine Institute for Development Studies (PIDS), Philippines

*Suggested Citation:* Barrios-Fabian, Ma. Luisa D. (2004) : Case Study of Zamboanga City (Forced Migration Area), PIDS Discussion Paper Series, No. 2004-50, Philippine Institute for Development Studies (PIDS), Makati City

This Version is available at:

<https://hdl.handle.net/10419/127879>

**Standard-Nutzungsbedingungen:**

Die Dokumente auf EconStor dürfen zu eigenen wissenschaftlichen Zwecken und zum Privatgebrauch gespeichert und kopiert werden.

Sie dürfen die Dokumente nicht für öffentliche oder kommerzielle Zwecke vervielfältigen, öffentlich ausstellen, öffentlich zugänglich machen, vertreiben oder anderweitig nutzen.

Sofern die Verfasser die Dokumente unter Open-Content-Lizenzen (insbesondere CC-Lizenzen) zur Verfügung gestellt haben sollten, gelten abweichend von diesen Nutzungsbedingungen die in der dort genannten Lizenz gewährten Nutzungsrechte.

**Terms of use:**

*Documents in EconStor may be saved and copied for your personal and scholarly purposes.*

*You are not to copy documents for public or commercial purposes, to exhibit the documents publicly, to make them publicly available on the internet, or to distribute or otherwise use the documents in public.*

*If the documents have been made available under an Open Content Licence (especially Creative Commons Licences), you may exercise further usage rights as specified in the indicated licence.*



Philippine Institute for Development Studies  
*Surian sa mga Pag-aaral Pangkaunlaran ng Pilipinas*

## Case Study of Zamboanga City (Forced Migration Area)

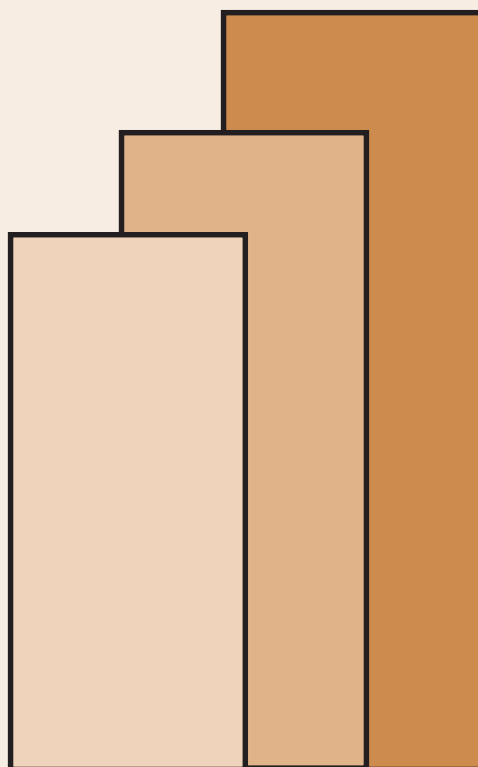
*Ma. Luisa D. Barrios-Fabian*

**DISCUSSION PAPER SERIES NO. 2004-50**

The *PIDS Discussion Paper Series* constitutes studies that are preliminary and subject to further revisions. They are being circulated in a limited number of copies only for purposes of soliciting comments and suggestions for further refinements. The studies under the *Series* are unedited and unreviewed.

The views and opinions expressed are those of the author(s) and do not necessarily reflect those of the Institute.

Not for quotation without permission from the author(s) and the Institute.



December 2004

For comments, suggestions or further inquiries please contact:

The Research Information Staff, Philippine Institute for Development Studies  
3rd Floor, NEDA sa Makati Building, 106 Amorsolo Street, Legaspi Village, Makati City, Philippines  
Tel Nos: 8924059 and 8935705; Fax No: 8939589; E-mail: [publications@pidsnet.pids.gov.ph](mailto:publications@pidsnet.pids.gov.ph)  
Or visit our website at <http://www.pids.gov.ph>

**RESEARCH REPORT  
CASE STUDY OF  
ZAMBOANGA CITY  
(FORCED MIGRATION  
AREA)**



**Undertaken through the POPCOM-PIDS Population,  
Urbanization and Local Governance Project**



**MA. LUISA D. BARRIOS-FABIAN  
Research Consultant**

## **ABSTRACT OF THE STUDY**

### **Background and Objectives of the Study:**

In the City of Zamboanga, the increase in growth rate during the first half of the decade (1990-1995) can be attributed to the net migration rate. This plus the rapid urbanization, has brought about positive and negative results, particularly on service delivery, resource mobilization and social concerns. Because rapid urbanization and the 'halaw' problem in Zamboanga City has become a national and local concern, this study was initiated as part of the State of the Philippine Population Report of the Commission on Population. It will help local government officials to understand the critical role migration plays in shaping the socio-economic conditions especially of urban areas. Specifically, it sought to answer the following objectives:

1. Examine the extent of involvement of the LGU in managing urbanization in terms of their response on service provision, local policies formulation, planning and monitoring and resource mobilization.
2. Identify lessons on urbanization and local governance

### **Significance of the Study:**

The findings of the study will contribute to our understanding of urbanization, local governance and the consequences of migration at the macro level. It will help policy makers (local government units) identify areas where urbanization mechanism can contribute positively to the development of the city. Certainly, program implementers and service providers will also learn from the lessons gathered on urbanization and local governance. At the local level, existing programs for the '**halaws**' can further be improved.

### **Theoretical Framework:**

Using the framework of analysis stipulated in the Terms of Reference (PIDS documents), the study presented the Case Study of Zamboanga City as a forced migration area. The development outcomes as measured in service delivery provision, resource mobilization and allocation were seen as a result of the urbanization process which as consequence of the population process of migration.

### **Methodology:**

Through content analysis made of secondary documents and in-depth interviews conducted among LGU officials, program implementers and deportees called 'halaws', the study was carried out in 3 manmonths.

## **Findings:**

The findings revealed that despite the negative effects of urbanization to the development outcomes of the city of Zamboanga, local government officials failed to consciously consider the interrelationships between population & development in most programs and plans they have prioritized during the previous planning periods. However, the Master Development Plan of 1997-2012 somehow included provisions for the migration and urbanization outcomes.

**'Halaws'** and other migrants to the city come from low socio-economic status and this situation puts more strain to the city's resources, especially along health, education and peace and order. The growing number of urban slums is a manifestation of the deteriorating economy and productivity of the city. Since movements cannot be curtailed, the monitoring of migrants was not given attention by the previous administration, except for the sole attempt of tracking migrants through Ordinance No. 106, which required barangay officials and community residents to report the presence of transients and newcomers. In fact, most local officials see the movements of people to Zamboanga City and the forced migrants –halaws and evacuees from conflict-torn areas – more as a national rather than local concern.

Measures to improve the tax base and resource mobilization that were not prioritized during the 1990-2000 period are now given preference in the various ordinances legislated by the Sangguniang Panglungsod. The on-going program to answer to the problems of housing and unemployment in the urban poor areas is even seen as an unwarranted invitation for more poor migrants (whether forced or not) to remain in the city. The local government, headed by the newly elected Mayor Celso L. Lobregat, has manifested its desire to adequately curtail the negative effects of migration and urbanization through the implementation of the development plan.

## **Recommendations:**

There is a need to transform the negative effects of urbanization and migration through the conscious application of the population and development paradigm in the entire planning process at the various levels of governance. The consideration of the population characteristics will be an important determinant of the various social service requirements as well as the environmental needs. This will help ease the strain of the effects of rapid urbanization to the provision of basic services. It is important therefore to have adequate and updated data/information for proper planning and resource mobilization.

The Sangguniang Panglungsod should take the lead in making improvements in the legislative agenda to address the city's priority needs. The involvement of all department heads in the planning process should be continued to allow participatory management and improved governance. To counter the

poor fiscal management of the previous administration, the city should find ways and means to become less IRA dependent through improved tax measures to raise revenue collections. Thus, the population growth especially due to in-migration should be viewed in terms of expansion in tax base.

Lastly, forced migrants, '**halaws**' and evacuees, should be provided with services not only out of humanitarian concern, but also as potential human resources. The internal and conflict-related displacement should be responded through effective means, including exploration of durable solutions. The collective efforts of all regional and local line agencies, with the non-government institutions and civil society groups could be the potential force that will improve and sustain service provision, local policies formulation, planning and monitoring; and resource mobilization.

**Keywords:** *forced migration, 'halaws', evacuees, armed conflict, conflict-related Displacement, Zamboanga City, Master Development Plan 1997-2012*

## Executive Summary

This Case Study was undertaken through the POPCOM-PIDS Population, Urbanization and Local Governance Project aimed to look into the involvement of the local government units in managing urbanization in terms of their response on service provision, local policies formulation, planning and monitoring; and resource mobilization.

Utilizing the framework of analysis in the Terms of Reference of PIDS, a content analysis of secondary data from the various government agencies was made with cross-referencing of information. A total of 21 in-depth interviews were also conducted among LGU officials, program implementers and deportees from mid August to September, 2004. Revisits were made for those who were not available during the first and/or second visits. Considering the time frame and the type of respondents for the interviews, substitutions had to be made for those who were not available after the 3<sup>rd</sup> visits, i.e., the assistant department head or other senior official was interviewed for the head of office. Both quantitative and qualitative tools were used in the analysis of the data and presentation of findings.

The results of this case study will also form part of the inputs to the “State of the Philippine Population Report” of the Commission on Population. The results clarified important issues on forced migration and the internal displacement of people in the area. For most local government officials, local governance often times required management of limited resources rather than the development of the most important factor – people. The macro perspective in local governance should not be the limiting reason in viewing the migrant issue that is affecting the city today. Just like most urbanizing areas, the socio-economic situation will continue to change and challenge the development efforts of the city and the region. Given the city’s geographical location and the new

global economy, issues and concerns regarding labor migration, refugees and undocumented

ii

migrants will continue to permeate. This, plus the issue of peace and development must be reflected in the government thrusts and efforts along development.

Another important finding was the need for improved performance of the Sangguniang Panglungsod members in defining the legislative agenda to addresses the city's priority needs. Local governance should continuously seek involvement of all department heads in the planning process to foster participatory management. Along fiscal management, to bring the city out of its IRA dependency, revenue sources can be expanded through the revised revenue code. The population growth, especially due to in-migration, should be viewed in terms of expansion in tax base.

Lastly, the migrants and deportees should be equally considered as potential tax and human resources rather than as mere problems. With the collective efforts of all regional and local government line agencies, non-government institutions and civil society, improved local governance will efficiently deal with migration and urbanization through adequate and sustained service provision, local policies formulation, planning and monitoring; and resource mobilization.



## TABLE OF CONTENTS

	Page
Executive Summary	i
Table of Contents	iii
List of Tables and Figures	iv
I. Introduction	1
II. Methods	2
III. Results	3
▪ Zamboanga City – Orgullo de Mindanao	3
▪ Urbanization in Zamboanga City	7
▪ Migration Situation in the City	11
▪ Understanding the Halaws	14
▪ The Effects of Migration to Urbanization and Socio-Economic Situation	16
▪ Changing Economic Situation	15
▪ Consequences of Urbanization to Socio- Economic Situation	16
a) Changing Economic Situation	17
b) Demographic Changes	19
c) Spatial Distribution and Land Use	21
d) Economic Productivity	22
e) Natural Resources and Environmental Quality	24
f) Human Resources and Social Development	26
▪ The Government Response	29
a) Revenue Sources and Expenditures	34
b) Resource Mobilization and Allocation	36
▪ Other Governance Issues	39
▪ Some Methodological Difficulties	40
IV. Conclusions and Recommendations	41
V. Acknowledgments	43
VI. References	44

## LIST OF TABLES AND FIGURES

Tables and Figures	Page No.
Table 1. Physical Characteristics & Land Use Breakdown	6
Figure 1. Historical Population Growth Trend	7
Table 2. Age-Sex Structure of Population, 2000,ZC	8
Table 3. Decomposition of Population Increases: 1980-1990; 1990-1995; 1995-2000	8
Table 4. Decomposition of Population Growth, 1980-1990; 1990-1995; 1995-2000	8
Table 5. Population Distribution and Tempo of Urbanization in Z.C.	9
Table 6. Number of Barangays by Migration Status in Zamboanga City, 1995-2000	9
Table 7. Comparative Population Density: Philippines, Region IX and Zamboanga City	9
Figure 2. Urban Status of Z.C., Region IX and the Philippines, 1980-2000	10
Table 8. Summary of the No. of Malaysia Deportees to Zamboanga City: 1995-2004	12
Table 9. Age Profile of Repatriates Assisted in Processing Centers in Region IX	16
Table 10. Selected Economic Indicators of Zamboanga City (1990-200)	18
Figure 3. Comparative Analysis of Age-Sex Structure: 1980-1990-2000	19-20
Table 11. Business Establishments, Zamboanga City	23
Table 12. Major Industries, 1990-1997, Zamboanga City	24
Table 13. Selected Indicators on Human Development, 1990-2000	27-28
Table 14. Comparative Statement of Income and Expenditures, 1990-2000	35
Table 15. Percentage Distribution of Income and Expenditures, 1990-2000	36
Table 16. Comparative Expenditures of Zamboanga City, 1990-2000	37

## I. INTRODUCTION

The study of the population process of migration has become more important due to the increasing movements and displacement of people. In Mindanao though, particularly in the Basilan, Sulu and Tawi-Tawi areas, including Zamboanga City, the inter-island migration is not a recent event.

Since the mass exodus of families to other parts of the Mindanao peninsula, the academic community prioritized the studies of the migrants from these areas. Among the many different migrants in this part of the country, the **'halaws'** just like the other overseas Filipino workers, have become a cause of concern for both the government (national and local) and civil society.

Previous studies have looked into the situation of the **'halaws'** in the pre-migration, migration, deportation and repatriation phases, giving emphasis to different social and economic concerns of the **'halaws'**. However, the effects of this phenomenon to the urbanization and local governance was not made.

In the City of Zamboanga, the increase in growth rate during the first half of the decade (1990-1995) can be attributed to the net migration rate. This plus the rapid urbanization has brought about both positive and negative results affecting service delivery, resource mobilization and social concerns in the city. Because rapid urbanization and the **'halaw'** problem has become a national and local concern, this study was initiated as part of the State of the Philippine Population Report of the Commission on Population.

It will help local government officials understand the critical role migration plays in shaping the socio-economic conditions especially of urban areas. Specifically, it sought to answer the following objectives:

1. Examine the extent of involvement of the LGU in managing urbanization in terms of their response on service provision, local policies formulation, planning and monitoring and resource mobilization.
2. Identify lessons on urbanization and local governance

The findings of this study will help contribute to our understanding of the effects of urbanization, local governance and the consequences of migration at the macro level. It will help policy makers (local government units) identify areas where urbanization mechanisms can contribute positively to the development of the city. Program implementers and service providers will also learn from the lessons gathered on urbanization and local governance. At the local level, existing programs for the 'halaws' can further be improved.

Using the framework of analysis stipulated in the Terms of Reference (PIDS documents), the study presented the Case Study of Zamboanga City as a forced migration area. The development outcomes as measured in service delivery, resource mobilization and allocation were seen as a result of the urbanization process that was the consequence of the process of migration.

## **II. METHODS**

The case study was made through content analysis of secondary data & documents gathered from different local & national government agencies and the academe. Findings of the in-depth interviews conducted among LGU officials, program implementers and some deportees 'halaws' were also included in the analysis. The study was carried out in 3 manmonths.

### III. RESULTS

#### Zamboanga City – Orgullo de Mindanao

Located at the southernmost tip of the Zamboanga Peninsula, Zamboanga City is approximately 460 nautical miles south of Manila, 365 nautical miles northeast of Kota Kinabalu (Malaysia), 345 nautical miles northeast of Manado (Indonesia), bounded to the West by Sulu Sea, on the east by the Moro Gulf, and on the south by the Basilan Strait and Celebes Sea.



Zamboanga's history is rich and colorful. Like the whole Mindanao island, the city's population is diverse and distinctly categorized into 3 major segments, composed of the Lumad, the Muslims and the Christian settlers. As early as the 13<sup>th</sup> and 14<sup>th</sup> centuries, the city was a trading center for Chinese, Malays, and other native ethnic groups. The inhabitants then were the Subanons along the riverbanks in the hinterlands, while the Samals and Badjaos inhabited the coastal areas.

Her name came from either of the words Jambangan, which means "a pot or place of flowers" or "Sambuan" referring to the long pole used to move the frail vintas. Both words came from early Malay settlers. Renowned Zamboanga of ballad and song, she is called by many names --- all of them reminiscent of her regal beauty. Preciosa Perlita, Orgullo de Mindanao --- precious pearl, pride of Mindanao. Her beaches, mountains, gardens, culture, and people all bear that out.

In 1593, the Spaniards established the first Catholic Mission at La Caldera, a Barangay now known as Recodo. Christianity was therefore introduced in Zamboanga City during the period. However, 20% of the population

was made up of the indigenous Muslim population namely, the Samals, Tausugs and Yakans. On June 23, 1635 the name Samboangan was changed to its present name, Zamboanga. Except for briefly interrupted periods, the Spaniards held sway over the city for almost three centuries. Their presence resulted in the development of a unique dialect **“Chavacano”** – a mixture of Spanish and the native dialects – which is still the predominant medium of communication in the city today.

From 1903 to 1913 during the American era, Zamboanga was the capital of the Moro Province which covered the whole of Mindanao. On October 12, 1936, Zamboanga became a chartered city under Commonwealth Act No. 39.



It was then the largest city in the world when it included the island of Basilan (until 1948). Christian migrants moved into Mindanao from Luzon and the Visayas in about 60 years from 1913 to 1970.

Another view of this situation is shared by a respected Muslim professor Datu Amilusin A. Jumaani in his speech featured in the Philippine European Solidarity Centre.

*“With the granting of independence of the Filipinos, the demography of the Moro Province was increasingly altered by the unabated influx of settlers from Luzon and the Visayas. Until today, domestic migration continues as the prospects of a better life in the so-called “Land of Promise” are there, providing alternative to the growing poverty in most of the Christian areas. The “Land of Promise” was actually a campaign slogan for populating the vast areas of the Moro Province with non-native inhabitants. In a matter of 50 years, the once large Muslim provinces of Cotabato, Lanao, Davao, Zamboanga Peninsula, and Basilan are now inhabited mostly by Christians.*

*The systematic and deliberate resettlement program of the government in Muslim areas is nothing less than a classic colonial strategy – that of colonization by settlement. This is necessary in fixing the concept of territorial integrity and that of sovereignty residing in the people. The resettlement program was reinforced by the involvement of the Church, the presence of military forces, and the economic support provided by both private and public financial institutions as well as the organizational resources of non-government entities. The Muslims were left to tend for themselves. Poor and mostly uneducated, they lost their precious lands whose ownership stands on tradition as against documents now in the hands of the settlers. Dispossessed and economically maimed, the natives of Moroland find themselves reliving the conflict they have known all their lives against foreign incursions.”*

Thus in the 1996 Peace Agreement in the operations of the Special Zone of Peace and Development (SZOPAD) for the socio-economic upliftment of Southern Philippines where Zamboanga City is a part of, the thrusts of government programs and projects and those of donor countries encompass the non-Muslims (Christians that include the Lumads-natives).

Today, Zamboanga continues to play a dominant role in the Southwestern Mindanao region as the center of trade, transportation, communication, education, government, tourism, and religion. It is the trans-shipment center to other parts of the Philippines. Outbound trade in the south is mostly to Indonesia and Malaysia. It was so in early recorded history and continues to be so to this day.

Many of the people from the North continue to fall prey to the beckoning arms of the beautiful city and the Zamboangueño women whose charm and loveliness are beyond compare. For most soldiers during the past three decades, the city is a promising home after battleground assignments in the hinterlands of the south.

On November 22, 1983, Zamboanga City was declared as a Highly Urbanized City under the provisions of the Local Government Code. Covering approximately 148,338.49 hectares, Zamboanga City is composed of 98 barangays (31 of which are island barangays) spanning over 87 kilometers

towards the northeast to the Province of Zamboanga del Sur and 40 kilometers towards the northwest to the Province of Zamboanga del Norte.

A quarter (25.5%) of its total land area is agricultural, with only 5.61% covering the urban area. Because Zamboanga City is a peninsula, the southwest and eastern sides are bounded by irregular coastlines and stretches of sandy beaches with coastlines totaling 396.68 kms., including the immediate islands. The city's mountain ranges along its northern borders provide a magnificent backdrop to the city.

**Table 1. Physical Characteristics & Land Use Area Breakdown**

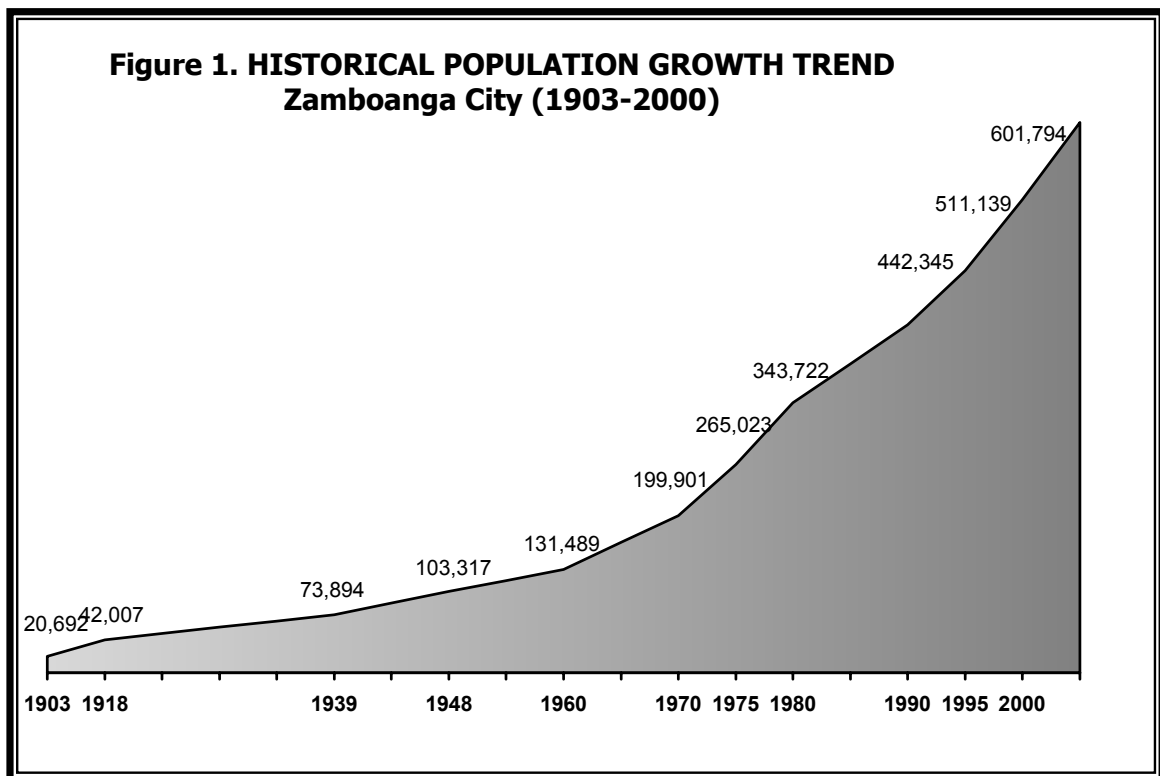
Characteristics	No. of Barangays	Area (in Hectares)
Total Land Area		148,338.49 has.
Islands	31	6,248.50 has.
Barangays	98	
▪ Urban Classified	30	30.6%
▪ Rural Classified	68	69.4%
Districts		
▪ Dep Ed	12	
▪ CAO	6	
▪ CTO	11	
▪ City Assessors	3	
Land Use Area Breakdown	Area (in Hectares)	% Share Distribution
Watershed-Buffer Zone	17,414.30	11.74
Proposed Watershed	32,319.00	21.79
WMSU Experimental Forest	1,227.00	0.83
ZAMBOECOZONE	15,451.56	10.42
Inland Protected Zone	23,856.05	16.08
Mangrove	3,688.55	2.49
Fishpond	3,406.80	2.30
Salt Bed	113.75	0.07
Rice Fields	3,109.92	2.10
Agricultural Development Area	34,867.22	23.50
Proposed International Airport	536.87	0.36
East Coast Light Industrial Zone	487.80	0.33
Sangali Medium Industrial Zone	1,273.81	0.86
West Coast Heavy Industrial Zone	294.00	0.20
Labuan Commercial Development Zone	1,957.96	1.32
Urban Core Fringe Area	1,843.65	1.24
Urban Core Area	6,490.25	4.37
	<b>148,338.49</b>	<b>100.00</b>
Total Coastlines (including the immediate islands)	396.68 kms.	

*Source: City Planning & Development Office, Zamboanga City 2004*



## Urbanization of Zamboanga City

Statistics show that the city's overall population has increased considerably from 20,692 in 1903 to 601,794 in the last census year of 2000. Significant increases were observed between 1970 to 1980 when the city's rate of growth reached the highest at 5.8%. Population growth lost its momentum in the early 80's when it declined to a rate of 2.55% per annum. This followed the 1972 declaration of Martial Law. Around that time about 45,000 Muslim Filipinos fled ethnic strife in this part of the country. However, the rate picked up again during the first half of the decade (1990-1995).



Looking at the factors that contributed to population increases, Table 3 showed a net migration of 26,657 in the 1995-2000 period or 0.84 net migration rate (Table 4). Among the 98 barangays in Zamboanga City, a total of 61 are in-migration areas with 13 urban and 48 rural barangays (Table 6). Still, the growth of population in the urban areas is faster than in the rural areas. Overall, the

population density of the city has significantly increased compared with the region and the entire country (see Table 7).

**Table 2. Age-Sex Structure of Population, Zamboanga City, 2000**

Age Group	Male	Female	Total	%
All Ages	299029	298851	597880	100.0
Under 1	8500	7966	16467	2.8
1-4	32553	30702	63255	10.6
5-9	38928	37612	76540	12.8
10-14	35149	34164	69312	11.6
15-19	34402	37689	72091	12.1
20-24	27881	29795	57676	9.6
25-29	25019	26156	51175	8.6
30-34	21327	21698	43026	7.2
35-39	19692	19464	39156	6.5
40-44	16417	14542	30960	5.2
45-49	12105	11203	23308	3.9
50-54	8605	7981	16586	2.8
55-59	6239	6246	12485	2.1
60-64	4781	4892	9673	1.6
65-69	3216	3617	6833	1.1
70-74	2137	2442	4579	0.8
75-79	1104	1381	2484	0.4
80-84	598	834	1431	0.2
85-over	376	467	843	0.1

*Source: City Planning & Development Office, 2004*

**Table 3. Decomposition of Population Increases: 1980-1990, 1990-1995, and 1995-2000**

Period	Total No. of Births	Total No. of Deaths	Natural Increase	Net Migration
1980-1990	101,283	26,698	74,585	24,591
1990-1995	58,677	13,460	45,217	19,087
1995-2000	80,741	16,743	63,998	26,657

*Source: City Planning & Development Office, 2004*

**Table 4. Decomposition of Population Growths: 1980-1990, 1990-1995, and 1995-2000**

Period	PGR (%)	RNI (%)	NMR (%)
1980-1990	2.55	1.91	0.64
1990-1995	2.75	1.90	0.84

*Source: City Planning & Development Office, 2004*

**Table 5. Population Distribution and Tempo of Urbanization (Urban-Rural) in Zamboanga City: 1970-2000**

Year	Population			Growth Rate, r*		Tempo of Urbanization
	Urban	Rural	Total	Urban	Rural	Urban-Rural
1970	88,681	111,220	199,901	-	-	-
1975	141,939	123,084	265,023	3.67	2.13	1.54
1980	200,821	142,901	343,722	3.22	2.12	1.1
1990	260,258	182,087	442,345	1.5	1.05	0.5
1995	284,783	226,356	511,139	1.88	0.87	1.01
2000	345,532	256,262	601,794	2.4	0.92	1.72

Source: City Planning & Development Office, 2004

**Table 6. Number of Barangays by Migration Status, Zamboanga City, 1995-2000**

Type of Barangay	In-Migration Barangay	Out-Migration Barangay	Status Quo/ Unknown
Urban	13	8	7
Rural	48	8	14
All Barangays	61	16	21

Source: City Planning & Development Office, 2004

**Table 7. Comparative Population Density: Philippines, Region IX and Zamboanga City, 1980-2000**

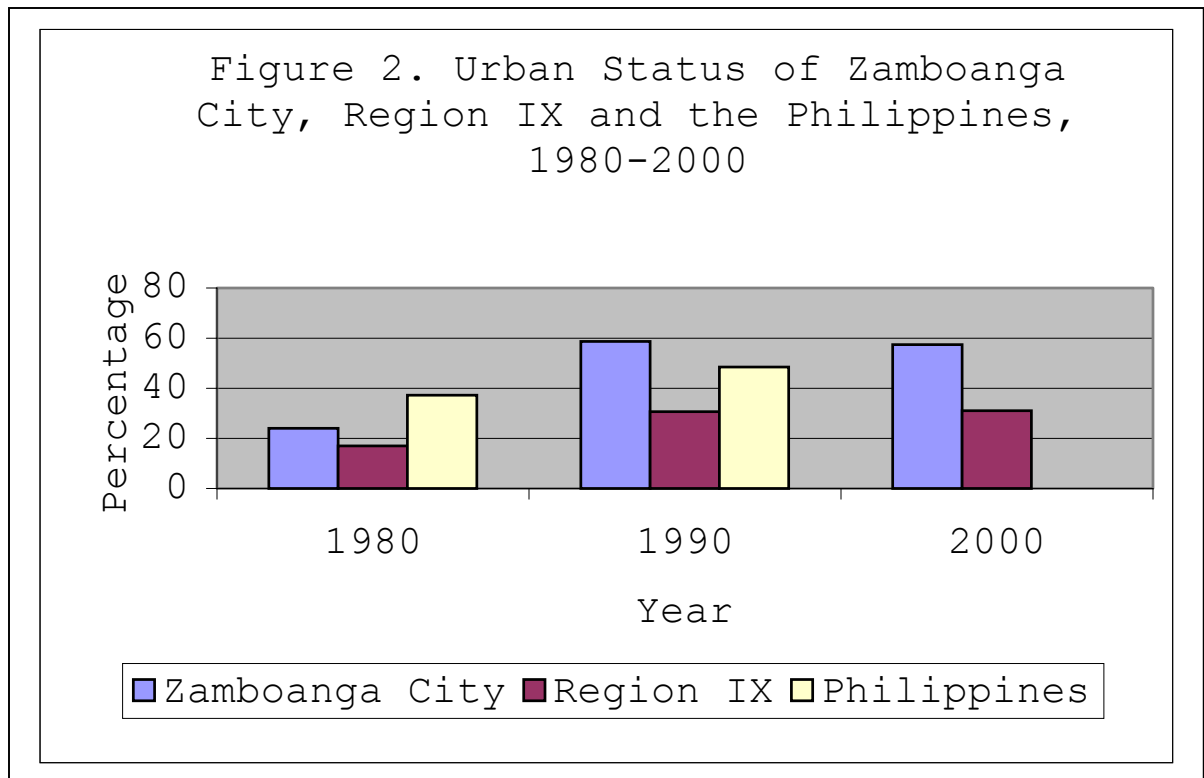
Year	Population Density (pop. Per sq. km.)			Remarks
	Philippines	Region IX	Zamboanga City	
1980	160.3	123.35	243	
1990	202.34	153.8	954.4	
1995	228.7	174.7	344.5	
2000	255	193.2	1,298.40	<i>*with 1993 Cadastral Survey</i>

Source: National Statistical Coordination Board

Although the definition of an urban area varies from country to country, in general, there are no standards and each country develops its own set of criteria for distinguishing cities or urban areas.

Through most of the history of Zamboanga, its human population has lived a rural lifestyle. The urban growth gradually started in the 1950s and picked up momentum in the 1970s as a result of migration to urban from rural neighboring areas. Just like most urbanizing areas, this was a welcome condition since

somehow, industrialization presents better productive opportunities and an ambience of modernization which many desire. As can be seen in many less developed countries, urbanization is occurring rapidly and it is expected that most urban growth will occur in less developed countries over the next decades.



In the City of Zamboanga, aside from the urban pull factors, the peace and order situation (this time affecting the areas of Sulu, Tawi-Tawi Basilan and some portions of the Sibugay Province) has greatly affected the number of immigrants to the city during the early 1990 to 1995. These increases in the population are especially felt in the urban areas. The city's urban center, specifically the business center covers a mere 7-kilometer radius and the burgeoning population caused congestion of the city proper. To date, a total of 78 urban poor communities are monitored by the city's newly created Task Force for Urban Housing.

*“It was during the time of late Mayor Maria Clara L. Lobregat when the urban poor sector was given much attention”,* says Hon. Juan Elago, Chair of Committee on Urban Development and Planning. Accordingly, in the 1985 period, an NGO conducted a study on the urban poor areas and found that these people come from areas in the Visayas, Luzon & other parts of Mindanao. The names of these urban poor communities usually reflect their areas of origin.

## Migration Situation in the City

Indeed, the migration situation in the city has played an important role in its development process. Both in- and out-migration contributed to the city’s population status today. Where before, particularly after the war, the city was a recipient of in-migrants from the Visayas and Luzon who came to Zamboanga due to the potentials for economic growth, the situation changed during the 1970-1980s. Movements in this southern part of the country increased, in circular or temporary forms.

Yet, this inter-island migration in the city is not a recent occurrence. Even before the Spanish arrived in the sixteenth century, movements of people and goods “were at the forefront of pre-colonial inter-island relations”. Scott (1982:88) says that the “total impression is one of continual movement, owing to the archipelagic nature of the “Philippine society, island seas served as inter-island highways for maritime commerce. Sea lanes not only promoted migration, exchange and diffusion of goods and ideas, but also created a sea-based economy which “stressed mobility and de-emphasized territorial boundaries”. Historically, there probably have been a lot of intermarriages between families in these two countries.

The city’s proximity and accessibility to its southern neighbor Malaysia has also permeated international migration that included labor migration, refugees and undocumented migrants. Economic opportunities especially in Sabah have for years lured Filipino southerners to Malaysia. Its proximity to Zamboanga City,

and especially the island provinces of Tawi-Tawi and Sulu resulted in the influx of both documented and undocumented immigrant Filipinos in Sabah. But for a great number, their reason for being there is not merely economic, but political. According to the UNCHR (United Nations High Commission on Refugees) estimates, about 45,000 Filipino muslims who fled ethnic strife in Mindanao in 1972 and 1974 have been locally integrated in the eastern Malaysian state of Sabah.

As of year 2002, as many as 500,000 Filipino Muslims are estimated to be in Malaysia to escape the long-standing conflict between Muslim insurgents and the Philippine military. The Strategic



Action Program for Emergency Assistance for Filipino Repatriates from Sabah, Malaysia estimated about 300,000 (60.0%) undocumented immigrants who are subject for repatriation by the Malaysian government. The DSWD Field Office reported a total of **41,094** deportees served from 1995 to June of this year.

**Table 8. Summary of the Number of Malaysia Deportees to Zamboanga City, 1995 to June, 2004**

Year	No. of Manifested Deportees	No. of Deportees Served
1995		96
1996		217
1997		2,272
1998		2,422
1999		4,612
2000		8,640
2001		8,061
2002	8769	3,309
2003	6820	7,988
June 2004	3907	3,477
<b>Total</b>	<b>19,496</b>	<b>41,094</b>

*Source: DSWD Field Office IX, Z.C., 2004*

*“Since there is no law prohibiting migration, we can not just drive them away ....”* says Hon. Elias Enriquez, SP Member. The Hon. Mayor Celso L. Lobregat rightly observed that *“because Zamboanga City is the port of entry in the south, even if deportees come from other areas of the country, they come to Zamboanga...”*. The city government has no direct control over this situation and *“we can not disallow them to come ...”* further quips SP member Hon. Juan Elago.

The Filipino undocumented workers deported from Malaysia are called **“halaws”**. Although not a recent phenomena, DSWD Field Office IX started to receive and serve deportees from Sabah, Malaysia as early as 1986. Many Filipinos in the southern island of the country, especially the Tausogs, Sama and Badjao have been coming in and out of Malaysia, particularly in the province of Sabah or North Borneo. Similarly, Malaysians have traveled freely in the Southern Philippines.

*“During the ‘all-out war’ of the Estrada administration, victims of the armed conflict in the areas of Sulu, Tawi-Tawi and Sibugay were among the migrants to the city”*, observed the City Social Welfare and Development Officer. Although this armed conflict actually started as armed opposition from several muslim groups in the early 1970s.

The other type of return migrants are the Badjaos from Manila. Again, they were lured to the big city, particularly Manila by the opportunities during the 1980



period. Since their economic situation even worsened, most opted to come home through the assistance of the government, specifically the DSWD. They were relocated in two Badjao villages in the city of Zamboanga.

## Understanding the 'Halaws'

**'Halaw'** is a Malayo word which literally means to "cast away, to eject, to throw away". The Filipino deportees are fittingly called '*halaw*' considering the enforced means of removal they were made to undergo from an inhospitable country. Still, for most Southern Filipinos, Sabah is a second home. Desperate for work that they cannot find in the Philippines, many continue to take on the risks in going (back) to Malaysia.



.... these  
are some of  
the deportees  
'halaws'  
returning  
from Sabah,  
Malaysia as  
they are  
being  
assisted by  
the Social

In the study conducted by Dr. Ederlinda Fernandez of WMSU Institute of Development Studies in year 2002, the foremost motivating factor of the Filipino *halaws* in going to Malaysia was financial. Most claimed that their families were desperate and the prospects of better life in Malaysia proved very attractive.

However, the report depicted a life of meager existence among the Filipino workers as most were employed in low-paying jobs. Most of them were not well-informed of the required documentation requirements for their legal stay while others were just complacent about their situation. Because of this, they cannot avail of health services when they are ill and this resulted in various health problems especially among children and women. Their situation even worsened upon detention.



The human rights violation cases stated in the report points to the tragic fate of our Filipino **halaws**. The massive deportation of the **halaws** prompted many to act and help them. President Gloria Macapagal-Arroyo issued Administrative Order No. 40 dated October 1, 2002, Creating Special Task “Pagbabalik Tulong” to Address the Problems Posed by the Deportation of Philippine Citizens from Sabah.

The Inter-Agency One-Stop-Shop was put up on September 9, 2002 at the Office of the Civil Defense in Sta. Barbara, Zamboanga City. And as agreed by the Task Force, the DSWD acts as the ‘universal registrant’ of all deportees/returnees in coordination with the Bureau of Immigration and Deportation. The Regional Disaster Coordinating Council (RDCC IX) coordinates and oversees the implementation and monitoring of short-term emergency intervention of deportees.

The Technical Education and Skills Development Authority (TESDA) of the Department of Labor and Employment Regional Office IX, in its Special Report on Programs/Interventions for Sabah Repatriates, presented the following profile of the ‘**halaws**’ in Table 9. Most of the **halaws** who were assisted in the Zamboanga City Processing Center belonged to the reproductive age group 18-59 years old although 35.0% are below 18 years of age. Sadly, there are ‘**halaws**’ in their old age who undergo this deportation process. This situation reflects the forced migration of families rather than individuals. Of the total 9,574 deportees assisted in the center, a total of 338 opted not to go back to Sabah and were assisted by the Special Employment Assistance Center (SEAC) through skills training and livelihood development. On-going Core Group Building and Organization Formation is handled by the SEAC across the region for the re-integration of these ‘**halaws**’.

**Table 9: Age Profile of Repatriates Assisted in Processing Centers  
in Region IX, as of 2002**

Processing Centers	Total Deportees Assisted	Broad Age Groups		
		0-17 yrs old	18-59 yrs old	60 yrs. - above
Zamboanga City	9,574	3,346	6,038	190
Tawi-Tawi	12,484	4,355	7,881	248
Sulu	469	159	301	9
Basilan	248	86	157	5
TOTAL	22,775	7,946	14,377	452

*Source: SEAC Report, November 2002*

If we compare the kind of migrants before, it is clear that the recent migrants are less productive with poor socio-economic status. Even if they were employed in Malaysia, their status was illegal and they were treated badly because of their miserable state. Therefore, the city has provided the necessary services out of humanitarian purposes but, in fact, insists that the national government addresses this problem.

### The Effects of Migration to Urbanization & Socio-Economic Situation

Migration has both positive and negative impact on the social, economic and political development. As a natural process, migration is unstoppable and is an integral part of development. Despite the heavy social costs of migration, migrant workers continue to be acknowledged as assets to every country where they bring their skilled labor and they are likewise essential to their own sending countries. In the case of the 'forced migrants' to the city of Zamboanga, they are perceived as potential problems, although they are treated with humanitarian concern.

Because the urbanization process involves much more than simple population growth, changes in the economic, social and political structure of the city is taking place. Although the local government officials of the city give less emphasis to migration-urbanization interrelationships, the rapid urban growth in

the city is responsible for the many environmental and social changes that have taken place over the decade.

Movements often involved chains of people and complex relationships of dependents and exchange. The deportees from Malaysia came in groups of family during the first wave of *'halaw'* evacuation. But because most still prefer to stay in Malaysia sans their legal requirements, recent deportees are composed more of individuals rather than family groups. In a way, they depict the type of the average migrants today. They are less likely to be destined for long-term permanent stay elsewhere. They are now able to travel back and forth more easily to retain close contact with their families.

The character and quality of migration, especially in forced migration, has changed to include more people who have fled their areas due to wars and repression. Undocumented migrants tend to congregate in low-wage and informal sectors and cannot easily traverse national borders thus limiting their remittance potentials. This has given rise to a higher demand on the resources of the receiving areas in terms of welfare, housing, and the high costs of enforcement relative to the criminality that is believed to accompany the presence of migrants.

#### a. The Changing Economic Situation

Over the periods, the economic situation of the city as reflected in the different indicators in Table 10 changed considerably during the 1994-1997 period. The average family income almost doubled in the 3-year period while the average family expenditures only increased by 30%. But by year 2000, the scenario showed that average family expenditures increased by at least six times more than the average income. Thus, in Region IX (Zamboanga City included), poverty incidence is higher at 53.0% than the country's overall total of 39.4%. Contributing to this situation is the increasing unemployment amid the increasing labor force population.

Looking at the demographic changes and economic situation over the years, there is a tremendous impact on the quality of life of the people in this area, especially the urban core. The increasing population brought about by forced migration (or even circular movements) created unnecessary socio-economic gaps and concerns across the different sectors of the urban society. Compounding to this were the social consequences that further aggravated the peace and order situation of the city. If we look closely at the urban-rural differentials, the face of poverty in the urban is worst than the rural areas.

**Table 10. Selected Economic Characteristics of Zamboanga City  
(Between the Periods from 1990-2000)**

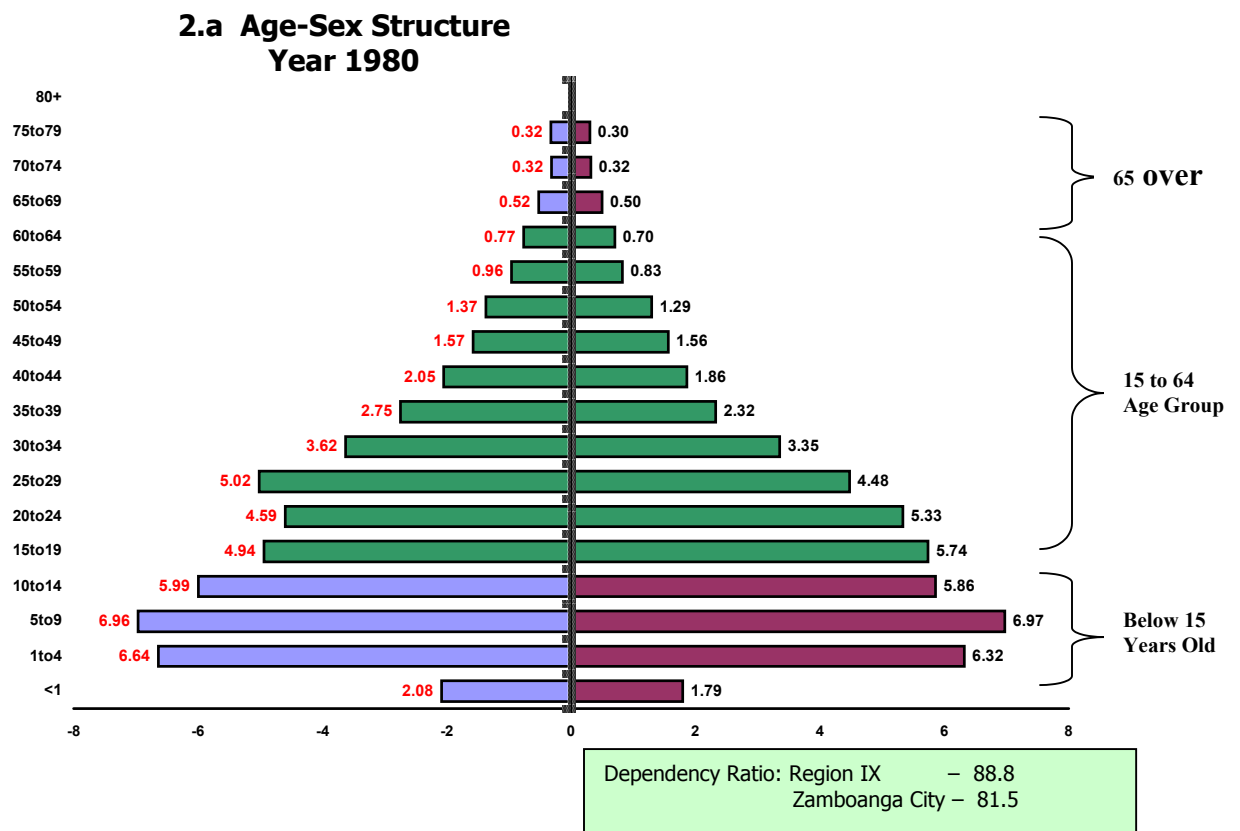
Indicator	Periods		
	1994	1997	2000
<b>1. Income &amp; Expenditures</b>			
▪ Average Family Income (in pesos)	67,595	125,598	129,503
▪ Ave. Family Expenditures (in pesos)	62,279	85,339	103,356
<b>2. Poverty Incidence</b>			
▪ Philippines	40.6	36.8	39.4
▪ Region IX (Zamboanga City included)	50.6	45.5	53.0
<b>3. Labor Force</b>	1990		2000
▪ Population 15 yrs old & over	267		361
▪ Persons in the labor force	140		186
▪ Persons Employed	125		161
▪ Persons Unemployed	15		25
▪ Not in the Labor force	127		175
▪ Employment Rate	89.0		89.2
▪ Unemployment Rate	10.7		10.8
▪ Labor Force Participation Rate	52.4		51.5

*Source, Master Development Plan, 1997-2012 and City Planning Office, 2004*

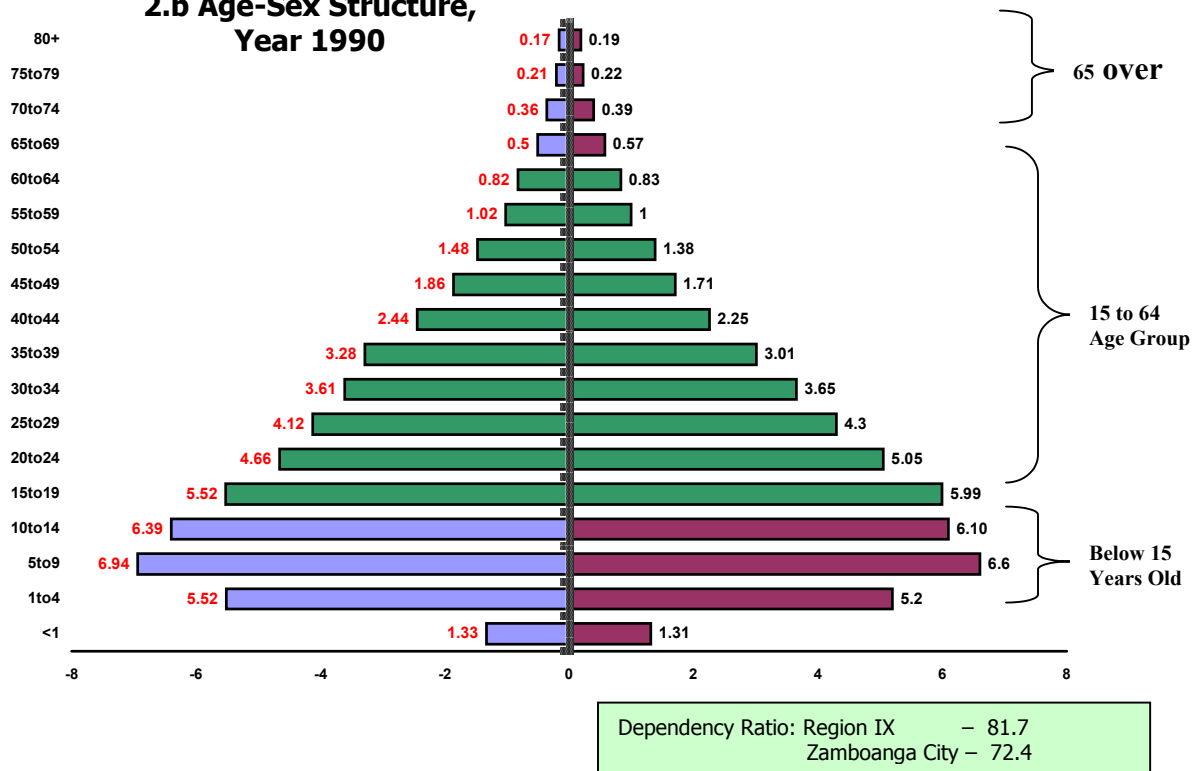
## b. Demographic Changes

In order to better appreciate the consequences of urbanization to socio-economic situation, we have to distinguish the characteristics of the population during the periods of the study. The age-sex structure of the city's population in the 1980s depicted a broader base compared to the smaller based 2000 figure. The difference, however, is not so much and both structures depict the young population of the area. However, the age dependency ratio is declining from 81.5 in 1980 to 72.4 in 1990 and 67.2 in 2000. These figures are slightly lower than the regional figure of 88.5% in 1980 and 76.5 in 2000. With this type of population structure, needs for social services are high and the consequent effects of the urbanization process are tremendous.

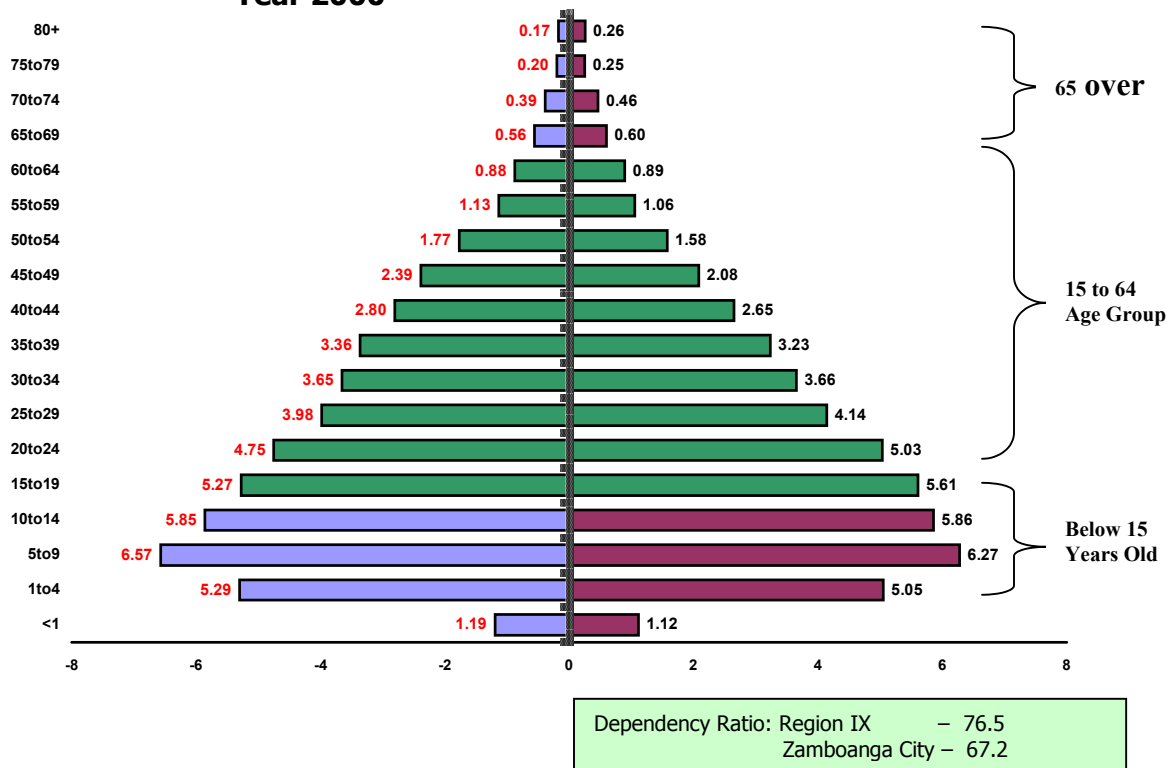
**Figure 3. Comparative Analysis of Age-Sex Structure  
1980, 1990 and 2000**



**2.b Age-Sex Structure,  
Year 1990**



**2.c Age-Sex Structure,  
Year 2000**



### c. Spatial Distribution and Land Use -

Because Zamboanga City aptly demonstrates the concept of population concentration as a function of the distance from the city center, the urban are highly concentrated compared with the rural barangays.

With a total of 98 barangays, Zamboanga City as an aggregate area, is seen as a big city (considering it was as a chartered city under Commonwealth Act No. 39). Most people in Zamboanga are confident of the immensity of the area to withstand increases in population. The city's gross supply or land supply is estimated at 51,676 hectares and this means that this is as far as the absolute limits of urban expansion go. If net supply can cope up with the projected demand, then it may not be advisable to allow extensive urban development to cross the "First Threshold" or net supply that is estimated at 36,005 hectares.



However, disaggregating the urban-rural area will show the urban center as very compact and small. Yet, the city's existing road network in the urban core is inefficient for the requirements. The roads are narrow with the main thoroughfares linking the different districts of the city proper having limited interconnection. Minor roads are fragmented and lack of parking spaces and good sidewalks aggravate traffic congestion. Most local government officials mention of the traffic congestion brought about by the increasing number of vehicles without the corresponding improvement in the city's thoroughfares.

Thus, the urban sprawl has led to increase in traffic and the destruction of some open spaces. In most highly urbanizing cities like Zamboanga, these high density settlements are often polluted due to lack of urban services, including potable running water, waste management system, and even electricity. The slums in the city are not just a result of the lack of housing but they are seen to accommodate the poor or their needs for cheaper shelter, health, jobs and a web of support. Slums reduce the social displacement of rural migrants on one hand and increase disenfranchisement on the other hand.

#### d. Economic Productivity -

Considering land supply alone, an additional projected population of 322,100 by the year 2012 may still be accommodated. However, in terms of agricultural production and food self-sufficiency for staple crops, there will be an apparent land deficit and thus deficiency in food.

In the Master Development Plan, it states that food self-sufficiency is a major concern but food security is not a pressing issue in the city. In terms of the proportion of business establishments, majority (63%) are in trade with 19.2% in community, social and personal services.



Despite the agricultural characteristics of the city, coconut production, it's number one agricultural product, is declining. In fact, Zamboanga City has the lowest industrial productivity in Mindanao during the last decade. The low investment generation capacity of the city is affected by the high costs of shipment and transportation. During the period from 1990 to 1997, its major industry is the processing of aquamarine products. Because of the relative abundance of aquamarine products and accessible processing centers, many of the people along the west and east coasts of the city engage in this lucrative business.

The image problem of Zamboanga City has contributed to the slow overall growth of investments. Perceived as an area with real threats to security, life, and peace and order, it has placed the city in a disadvantaged position compared with the other areas in Mindanao where growth potentials are swiftly rising.

Although not a direct result of rapid urbanization and migration, the city's and region's poverty incidence declined in the early 1990s until 1997 which was recorded at 38.5% and with rural poverty incidence generally higher than urban poverty. This increased to 53.0% in year 2000 reflecting the upward trend experienced at the national level.

**Table 11: Business Establishments, Zamboanga City**

Functions/Services	No. of Establishments	Percentage
Total	8,121	100.0
Manufacturing	422	5.2
Agriculture	485	6.0
Trade	5,112	62.9
Transportation and Communication	131	1.6
Tourism related	188	2.3
Agriculture Support	225	2.8
Community, Social & Personal	1,558	19.2

*Source: Master Development Plan (1997-2012), Zamboanga City*

**Table 12 : Major Industries, 1990 and 1997, Zamboanga City**

Major Products	1990	1997
Coconut-Based Products		43.85
Processed Aqua Marine Products	29.46	78.52
Processed Food		0.17
Gifts, Toys and Housewares	0.96	1.05
Furniture/Wood Products	18.44	
Total	48.87	123.57

*Source: Master Development Plan (1997-2012), Zamboanga City*

Unfortunately, rapid urban growth has reduced the gains of urban poverty alleviation. The mushrooming in the number of squatter families has brought about many social problems. Unstable peace & order in most of these slum areas further aggravate the issue at hand. Now, more than ever, migrants and urban slum dwellers compete for scarce resources. At least 8 (27.0%) of urban barangays in the city are considered depressed and lack social services facilities with majority of the population are Muslim residents.

#### e. Natural Resources & Environmental Quality -

Foremost among the effects of migration to urbanization and socio-economic situation is the strain created in the capacity to provide basic services. In the case of Zamboanga City, one of the important basic need of the growing population that has to be promptly addressed is water supply.

The deteriorating quality and declining levels of water supply in the city is a cause of concern. The lack of proper disposal and waste management system and the indiscriminate dumping of household and industrial wastes led to the degradation of some of the major rivers in the city of Zamboanga. Relying heavily on surface water from the Tumaga River, the city's water system is serving only 48% of its population with total combined supply of 46,558 cubic

meters per day. The per capita water requirement is 2.5 cubic meters per day with total water consumption at 79,920 CMD. Out of this total daily water production, 70,000 cubic meters are sourced from Tumaga River while the remaining 9,920 from 6 groundwater wells owned by the Zamboanga City Water District. There are around 103 wells in the city with 59 owned by the government and 44 by private sector. In fact, an increase in the number of water refilling stations has been noted in the last five years to address this very basic need.

The poor environmental condition is exacerbated by the lack of political will to properly implement the Solid Waste Management Program of the city. Coupled with a poor sewerage system and absence of treatment facilities for both industrial and hospital wastes, the deterioration of the physical environment of the city is ominous.

Known for its marine resources, the state of marine system in the city is now facing critical depletion levels because of increasing population and poor fishery development programs. The environmental damage causing destruction of fish and marine habitats was caused by quarrying activities. Thus, the number of endangered marine species and other organisms has reached alarming levels. Added to this, the state of the river system is worsening in terms of pollution and destruction of the riverbeds in the city. This is reflective of the lack of comprehensive river protection and rehabilitation program.

Another concern is air pollution. With the increasing volume of motorized vehicles and proliferation of industries within the city, air pollution has worsened. The number of land transportation registered in the city more than doubled between the 1991 and 2000 period from 17,263 to 41,006. The bulk of this is the number of private vehicles that make up 75.0% in year 2000. Although reflective of improvements in income, it contributed to the problem of traffic congestion in the city. *“We need to enforce the traffic laws to curtail the problem of traffic,”* commented the Asst. City Administrator and one SP member.

Where before the city was known as “the city of flowers”, nowadays the image and cleanliness problem of the city have led to undesirable comments about the name. Without a comprehensive waste management program, the city’s dirt has become less manageable and contributed to its growing sorry state.

#### f. Human Resources and Social Development -

Aside from the effects of urbanization to the spatial & land use, the environment and economic productivity of the city, its effects on the human and social development cannot be overlooked. With the relatively high poverty incidence, about 225,000 people live in a disadvantaged situation. The different social development indicators from the 1990-2000 period show the present situation of the city’s human resources in terms of health, education & employment.

Improvements in child and maternal mortality were observed during the 10-year period. Likewise, the nutrition status also showed improvements as lowered malnutrition rate was observed. However, increase in home deliveries was also noted with more midwives and trained hilots in attendance compared to the doctors and nurses. This is reflective of the poor health service ratio with the population.

In terms of education, the literacy rate of the school-age population was between 82% to 88%) while a lower rate was observed among the adults at 79%. A substantial proportion of primary school children fail to acquire basic learning skills by the end of the primary cycle as noted in the SWOT analysis of the Master Development Plan of the city.

The disintegration of families and communities has resulted due to increasing urbanization and migration. The urban slums have caused housing backlogs that is as high as 2,000 yearly and was estimated at 28,000 during the

1997 period. Despite multi-sectoral efforts to meet the needs in housing, most urban poor communities continue to face this problem.

Contributing negatively to the urbanization process is the breakdown of peace and order. In Zamboanga City, the past years portrayed the city as a haven of terrorists, dissidents and kidnappers. These incidents occur despite the city's being the center of police and military operations in the region and the seat of the Southern Philippines Military Command.

## The Government Response

In its Master Development Plan (1997-2012), the city's human development thrust enumerated three (3) goals, namely:

1. The city should enable the majority of the population to meet their minimum basic needs, especially raising incomes above the poverty threshold.
2. The city should provide focused basic services to the more disadvantaged sectors at a level that should allow them to manage and control their resources as well as benefit from developmental interventions.
3. The city should harness the productive capacity of the city's human resource base for competitiveness in the East Asian growth area.

Likewise crucial is the city's recognition of the need to persistently pursue efforts to remove the root causes of dissidence and internal conflicts by improving the delivery of basic services to the poor. Equally important, is the need to consider the socio-cultural differences between Christians and Muslims in the MDP. Some of the observations on the sources of conflict include:

**Table 13 : Selected Indicators on Human Development,  
1990-2000, Zamboanga City**

1. Health Situation		1990	2000	
a.	Crude Birth Rate	25.15	24.64	
b.	Crude Death RAte	4.59	4.84	
c.	No. of Births	11,118	17,454	
d.	No. of Deaths	2,579	3,041	
e.	Infant Mortality Rate	43.6	18.42	
f.	Maternal Mortality Rate	188.0	133.0	
g.	Neonatal Mortality Rate	17.18	8.82	
h.	Prevalence of Severely Malnourished Children	7.0	2.63	
i.	Prevalence of Moderately Malnourished Childre	78.1	21.94	
<b>j. Place of Live Births</b>				
▪	Home	5,981	9,500	
▪	Government Hospital	5,557	2,645	
▪	Private Hospital/Clinic		299	
▪	Health Centers/Others		362	
<b>k. Birth Attendance</b>				
▪	Doctor	202	2906	
▪	Nurse	556	974	
▪	Midwife	3,225	5577	
▪	Trained Hilot	1,314	3190	
▪	Untrained Hilot	264	155	
▪	Others		4	
<b>Source: City Health Office</b>				
		1993-1994	2000-2001	
<b>2. Education</b>				
▪	Literacy Rate	88.91	91.91	
▪	Drop-out Rates	4.92	0.33	
▪	Achievement Test Scores	63.39	47.86	
▪	Enrolment Rate	90.75	88.40	
▪	Completion Rate	55.38	66.00	
▪	Teacher-Pupil Ratio	1:40	1:42	
<b>Source: DEPED, Division of Zamboanga City</b>				
<b>3. Housing and Resettlement</b>		2000		
▪	Total Number of Household Units	117,152		
▪	Total Number of Housing Units Occupied	114,782		
▪	Total Household Sharing a Housing Unit with other Household	2,370		
▪	Dwelling Unit Backlog Yearly	2,061		
<b>Source: City Planning &amp; Development Office, 2004</b>				
<b>4. Transportation By Type</b>		1991	1995	2000
1. Land				
Private		12,182	16,956	30,805
Government		800	904	1,436
For Hire		4,281	6,477	8,734
Total		17,263	24,337	41,006
Tricycle		2,989	4,525	6,238
Taxi (with registration)				31
2. By Sea/Water (2000)		50 passenger sea vessels 44 cargo vessels 7 tugboats 12 barges		
<b>Source: City Plannina &amp; Development Office, 2004</b>				

- Land disputes
- Minorization of Moro population within their traditional homeland
- Shifting of political power from traditional muslim leaders to Christian settlers
- Economic displacement of muslims

Poised to obtain its place in the BIMP-EAGA and in a globalized community, the conscious consideration of our people's concerns becomes more and more imperative. Cutting across the various individual attempts to address these needs, our sectoral biases to addressing poverty should be checked and prioritized.

The areas of concern of local government since the last administration included the enhancement of the rural infrastructure development for purposes of accessibility to urban areas and agricultural stability. One of the population and development concerns articulated by the city's Population Officer was the need to expand the urban core through the development of satellite urban centers in the east and west coasts to dissipate urban crowding. Aside from other population concerns, such as fertility, these inputs were reflected in the consultations conducted for the development of the city's Master Development Plan.

Over the past two (2) decades, the City's Population Management Program under the City Social Welfare and Development Office has been in place. Initially it was a separate office before it was placed in its present set-up. The Population Program Officer IV continues to implement the Population Management Program, especially along advocacy/IEC, POPDEV planning, FP/RH, Adolescent Health & Youth Development, and even initiatives along population and information management.

In the Inaugural Address of the newly elected City Mayor Hon. Celso L. Lobregat last June, 2004, he mentioned the areas of concern of his

administration which included: the evils of drug, traffic issue, peace and order, basic services of food, health, education, water, housing and electricity. He emphasized the *‘improvement of the plight of the less privileged and marginalized sectors of the society and bringing the government closer to the people.* However, he also *underscores the need to generate more resources and the needed revenues to realize these goals.”*

Among the less privileged and marginalized are the deportees from Malaysia. To address their needs, through the initiative of regional line agencies, several relief and emergency programs were provided and maintained to assist the deportees. The ‘One-Stop-Shop’ Crisis Assistance Center was established to assist repatriates in processing and documentation of travel employment papers, including the issuance of free passports. The Regional Disaster Coordinating Council continues to implement the necessary program of action for the **“halaws”** not only in Zamboanga City, but throughout the region.

*“The international community is confronted with the monumental task of ensuring protection for persons forcibly uprooted from their homes by violent conflict, gross violations of human rights and other traumatic events, but who remain within the borders of their own country. Nearly always, they suffer from severe deprivation, hardship and discrimination. The Guiding Principles on Internal Displacement were developed to provide protection against arbitrary displacement, offer a basis for protection and assistance during displacement, and set forth guarantees for safe return, resettlement, and reintegration.”*

**Mr. Francis M. Deng**  
**Representative of the Secretary-General on Internally Displaced Persons**

The City Health Officer, Dr. Rodelin Agbulos, briefly described the problems encountered along health by the **‘halaws’**, *“Foremost of our concern is to control the spread of contagious diseases. In one instance, there were children with measles and we had to contain the situation even before they disembarked. Then, the two (2) cases of HIV + were identified from the deportees who got the virus from outside the city. These were commercial sex workers. In the urban areas, lots of*



*squatters eat up a lot of the health budget. In fact, the immunization supplies are not enough”.*

*“Although we do not consciously segregate migrant clients in the Barangay or health facilities, we observed that in urban poor communities, immunization records are incomplete because these migrant clients are mobile”*, volunteered the Assistant City Health Officer, Dr. Carol Carabaña. *“And since our migrant clients are poor, then they have more health problems.”*

Another area of concern is prostitution. The raids conducted on various night spots in the city revealed that most of the women sex workers come from other areas. *“They are engaged in prostitution (or sex service) because they experience hardship and are forced to do anything to survive”*, commented Hon. Elias Enriquez. With the creation and activation of the AIDS Council in the city, the situation is somehow controlled. The Local Health Board has been in place the past two years and supports the health programs of the City Health Office.

However, when we look at the health status indicators of the entire city, we can see the slight improvements in the infant mortality and maternal mortality rates. The crude death rate rose insignificantly. Prevalence of malnourished children likewise declined within the decade. This is so because the overall delivery of health services is not limited to non-migrants but includes all who avail of the various health services. Even though the present per capita expenditure for health is a mere P11.00, other sources for health services are augmented by PCSO, Zamboanga City Medical Center and NGOs and the private sector. The City Health Officer further quips, *“We also recommend herbal substitutes for medicines.”*

Though the migrant population were not consciously included as a separate sector in the development of the city's health program plans, the health care sector have articulated a more focused health care delivery system implementing comprehensive health program based on the 10 Ps policy, namely:

1. *Primary health care*
2. *Preventive & promotive health*
3. *People empowerment and participation*
4. *Periphery as bias*
5. *Population Management*
6. *Philippine medicine*
7. *Pesos for health*
8. *Partnership with organized groups*
9. *Peace-building initiatives*
10. *Positioning on performance*

The education sector on the other hand seeks to address the following areas of concern:

- *Early childhood care and development*
- *Universalization of elementary education*
- *Eradication of illiteracy*
- *Continuing adult education*
- *Special education to meet the needs of the special population*
- *Improvements in the curricular programs & services (and improvement in post-secondary or higher education institutions)*

*“One positive effect of forced migration, although maybe temporary is along education,”* says the Hon. Mayor Lobregat. *“Since the city is an educational center of the region, we have lots of students from other areas. Thus investments along needs for boarding houses & educational materials can be addressed. We can also source revenue through the travel tax since we are a port of entry and exit.”* referring to the southern destination of Malaysia.

Despite the efforts to address housing needs, as of the recent estimates, the city’s housing backlog is almost 3,000 yearly. This is around 28,000 + total dwelling units. *“The present structure and program on urban housing and development can not respond properly to the problem”*. According to Hon. Juan Climaco Elago, Chair of the Committee on Urban Planning, *“the creation of a separate office – the City Housing Office -is necessary. The office will have added functions, budget and revised programs to address the six (6) different functions of the national agencies based on the UDHA Law (7279). The relocation and resettlement*

*programs will be improved to allow efficient payment schemes to be implemented. Budget allotted for land acquisition (for all purposes) is 7 million this year 2004. We plan to improve payments and amortizations so that we can continue to implement the housing program successfully.”*

The plan also included livelihood components. In resettlement areas, the need to include livelihood access to change relocation strategy for viability and sustainability is addressed. The Comprehensive Zoning Ordinance of Zamboanga City No. 2004-07 (which is still for approval) among others, aims to increase the area of the urban core of the city to as much as 20 times over. This will extend the commercial areas with expanded industrial zones and residential areas. The plan also includes the transfer of the city's international airport facilities to Mercedes, a rural Barangay in the outskirts of the city's east coast.

Another important aspect of the new zoning ordinance is Forestry Management. This is a timely law that will allow forest squatters with rights to stewardship. It will also cover the mangrove areas. Majority of the local government officials find the decongestion of the city as the priority solution to the urbanization problems. With the completion of the road network in the east coast, it is expected that the expansion program will commence soon.

The Revised Traffic Code for Zamboanga City (Ordinance No. 248) of 2002 was finally revised after 25 years. The comprehensive code takes into consideration the limited road networks in the city proper and the absence of parking spaces. Despite the traffic problems over the last decade, traffic aides were deployed to assist police traffic enforcers only in 1997. The traffic situation is exacerbated with the increasing number of tricycles. Yet, conflicting views from the different LGU officials about the tricycle is observed. The Assistant City Administrator strongly suggested for a Sangguniang legislation to gradually phase-out the tricycles in the city proper. In fact, he said, *“the tricycles somehow give a negative impression to our urban status”*. An SP member, however viewed

the tricycle as a legitimate source of income. *“Most of the tricycle drivers are migrants from other areas,”* one SP member observed.

## Revenue Sources and Expenditures –

The city’s coffers are not empty. Despite the commonly given reason of “lack of funds” for government projects, Tables 14 and 15 shows that the city has not run into deficit between the period 1990-2000. Also, it shows how IRA dependent the city is in terms of its income sources. With less than 25% of its income coming from local taxes and revenues, this situation obviously show how poorly we have generated income for the city. Should this situation continue, and the increasing forced migration and movements to the city’s urban areas, fiscal management problems will certainly ensue and will be felt most by the constituency.

**Table 14: Comparative Statement of Income and Expenditures,  
1990 and 2000**

	1990	2000	Difference
<b>INCOME</b>			
Property Taxes	9,608,496.79	20,627,241.52	11,118,744.73
Business Income	10,960,828.69	70,708,824.73	59,747,996.04
Service Income	5,246,938.40	23,357,965.51	18,111,027.11
Permit and Licenses Fees	3,155,133.67	12,086,637.93	87,931,504.26
Other Income	12,770,477.62	90,579,371.34	77,808,893.72
Internal Revenue Allotment	58,990,246.00	756,676,291.00	697,686,045.00
<b>TOTAL INCOME</b>	<b>100,732,676.17</b>	<b>974,136,332.08</b>	<b>873,403,655.91</b>
Less: <b>EXPENSES</b>			
Personal Services	19,548,318.62	293,909,763.57	274,361,444.95
Maintenance & Other Operating Expenses	23,457,982.35	377,879,651.30	354,421,668.95
Capital Outlay	22,154,761.10	204,473,559.94	182,318,798.84
<b>TOTAL EXPENSES</b>	<b>65,154,761.02</b>	<b>876,262,974.81</b>	<b>811,101,912.74</b>
<b>NET INCOME</b>	<b>35,571,614.10</b>	<b>97,873,357.27</b>	<b>62,301,743.17</b>

**Table 15: Comparative Percentage Distribution of Income and Expenditures, 1990 and 2000**

	1990		2000		Difference
<b>INCOME</b>		% to Total		% to Total	
Property Taxes	9,608,496.79	9.54	20,627,241.52	2.12	11,118,744.73
Business Income	10,960,828.69	10.88	70,708,824.73	7.26	59,747,996.04
Service Income	5,246,938.40	5.21	23,357,965.51	2.40	18,111,027.11
Permit and Licenses Fees	3,155,133.67	3.13	12,086,637.93	1.24	87,931,504.26
Other Income	12,770,477.62	12.68	90,579,371.34	9.30	77,808,893.72
Internal Revenue Allotment	58,990,246.00	58.56	756,676,291.00	77.68	697,686,045.00
<b>TOTAL INCOME</b>	<b>100,732,676.17</b>		<b>974,136,332.08</b>		<b>873,403,655.91</b>
Less: <b>EXPENSES</b>					
Personal Services	19,548,318.62	30.00	293,909,763.57	33.54	274,361,444.95
Maintenance & Other Operating Expenses	23,457,982.35	36.00	377,879,651.30	43.12	354,421,668.95
Capital Outlay	22,154,761.10	34.00	204,473,559.94	23.33	182,318,798.84
<b>TOTAL EXPENSES</b>	<b>65,154,761.02</b>		<b>876,262,974.81</b>		<b>811,101,912.74</b>
<b>NET INCOME</b>	<b>35,571,614.10</b>		<b>97,873,357.27</b>		<b>62,301,743.17</b>

*Source: City Accountant Office, 2004*

## Resource Mobilization and Allocation

The comparative statement of the city's Income and Expenditures for the period from 1990 and 2000 show that income increased by 90.0% over the decade from P100,732,676.17 to 974,136,332.08. The expenditures on the other hand (at P65,161,062.07 in 1990) likewise increased by 93.0% to 811,101,912.74 in 2000. Despite the net income realized at P62,301,743.17 in 2000, the city is very much IRA dependent. IRA was 59% of the total income in 1990 and 77.0% in 2000.

Based on the data for resource allocation, it shows that 26.0% are spent for personal services with 43.1% in Maintenance and Operations and 30.9% for capital outlay. In terms of budgetary allocation, this is prepared based on the

yearly implementation plan which is also based from the Master Development Plan Accordingly, among the different social services, the budget allotted for health, general services (including waste management) and education are among the highest, respectively. This reflects the priority areas of the administration. Still, much is desired to see the improvements along waste management program.

**Table 16. Comparative Expenditures of Zamboanga City, 1990 and 2000**

Items	Period		Difference
	1990	2000	
Personal Services	19,548,318.62	293,909,763.57	274,361,444.95
MOOE	23,457,982.35	377,879,651.30	354,421,668.95
Capital Outlay	22,154,761.10	204,473,559.94	182,318,798.84
Total Expenses	65,161,062.07	876,262,974.81	811,101,912.74

*Source: City Accountant, 2004*

According to the Assistant City Treasurer, *“the basis of our share in the national wealth is the utilization of our natural wealth. Besides the revenues generated from the property and business taxes, the interests on time deposits and miscellaneous receipts of regulatory fees are the only other sources of revenues.”* He cited the following major non-tax revenue sources such as: Mayor’s permit, Bldg code permits, civil registration and garbage collection fees. Among the lowest non-tax revenue generators are: burial fees, bicycle fees, cattle registration, fees on weights & measures, sand and gravel application fees. Likewise, non-tax revenues are collected from peddlers in the informal sector.

Despite the claim of the Treasurer’s Office that the revenue collections in the recent years are consistent with the trends in GDP, household income, employment, population, inflation, and other relevant economic indicators, the figures show that this is not the case. Unfortunately, a thorough analysis of this interrelationship is not considered by the office and this could not improve the revenue generation schemes in the future.

Regarding the tax policy, tax rates for property and business taxes generally follow the capital/gross sale & classification standard. Although they are not set at a maximum allowable by the Local Government Code, minimum increases were made with the 2 revisions of the code (Revenue Ordinance) and in line with the market value. The rates of fees and user charges imposed by the city were increased (Ordinance 2001-087 (Public Market) and 93-016 (Slaughter House)).

Revenue estimates are set based on the actual collections of the current year plus 10%. However, the treasurer does not face any penalties if targets are not met. As of year 2003, a total of 105,067 taxpayers are registered in the RPU (RFT) with 3,087 RPUs exempted. The registry is maintained and updated manually and computerized entry is observed on the tax declarations. Tax payers can be monitored because they are assigned an individual taxpayer ID (property index number). Registries for non-tax revenues are not kept and taxpayers are identified only upon presentation of other Official Receipts. Large taxpayers account for the major share of collections. Local elected officials are supportive of the tax measures to be implemented.

*“In fact, we have to encourage more investors to come here to improve employment opportunities”,* says Hon. Elias Enriquez. Through employment, we can help these migrants. Just like most workers in the canning factories who are from other areas. We also provide tax incentives and this is reflected in the new investment ordinance which seeks to give incentives to local investors.

## Other Governance Issues

The absence of a monitoring system for migrants at the Barangay and community levels has made it difficult to quantify and track down movements. Various attempts were made including the Ordinance No. 106 requiring Barangay zone chairmen, Barangay captains and householders to report to the city mayor the presence of transients and newcomers in the city. The present

political structure and culture have made it ineffective. This is compounded by the lack of appreciation of the migration-urbanization interrelationships and the overall population & development paradigm.

Another important issue is the lack of concrete data supporting the urbanization effects in terms of researches at the local level. The presence of the regional offices have somehow led to complacency of some local government officials in addressing the issue of migrants due to the fact that they view this as a concern of national government. Sadly, the migrants have not been seen as a challenge to the potentials for increased tax base. *“If we make our city a veritable site for resettlement, then we lay open for more migrants or urban poor communities,”* cautioned one SP member.

In the January 12-18, 2003 Issue of the Migrant Watch, the headlines read **“Filipino Refugees from Sabah: Twice Displaced and Many Wronged”**

*Government assistance program for the refugees is limited to providing free transportation to their place of origin. The refugees are in effect still denied the right to resettlement housing and livelihood assistance that will enable them to start the process of reintegration into normal community life. This despite the assurance of support from President Gloria Macapagal-Arroyo and high profile fund raising campaigns of some government agencies and NGOs.*

And so, the Regional Disaster Coordinating Council (RDCC) IX shall continue to coordinate and oversee the implementation and monitoring of the short-term emergency intervention for repatriates while the participating agencies shall implement the component programs. The local government units and non-government agencies shall assist the regional line agencies in the delivery of services.



## Some Methodological Difficulties

Data gathering from secondary sources was limited to a very short period of time and considering that the in-depth interview respondents were LGU officials with busy schedules, the interviews averaged 30 minutes only. Because the reference period of the study was 1990 and 2000, some data (especially on housing, nutrition) were not available; and we had to use the available data from the City Planning Office instead.

For the department heads who were not interviewed because of the schedule, we substituted the assistant department head or the most senior official in the office who had the authority to share official information and discuss about the office procedures.

## IV. CONCLUSIONS AND RECOMMENDATIONS

The findings revealed that despite both positive and negative effects of urbanization to the development status of the city of Zamboanga, local government officials failed to consciously consider the interrelationships of population process, particularly migration, in most plans and programs they have prioritized during the previous planning periods. However, the Master Development Plan of 1997-2012 somehow included provisions for the migration and urbanization outcomes, particularly along delivery of basic services such as housing.

**“Halaws”** and other migrants to the city starting from the late 80s come from low socio-economic status compared to the previous migrants. This situation puts more strain to the city’s resources, especially along health, education, and peace and order. The growing urban slum is a manifestation of the deteriorating economy and productivity of the city.

Since movements cannot be curtailed, the monitoring of migrants was not given attention by the previous administration, except for the sole attempt of tracking migrants through Ordinance No. 106, which required barangay officials and community residents to report the presence of transients and newcomers. Yet, due to lack of political will and cultural biases, this was not effectively implemented. Most local officials see the movements of people to Zamboanga City and the forced migrants –halaws and evacuees from conflict-torn areas – more as a national rather than local concern.

The on-going program to answer to the problems of housing and unemployment in the urban poor areas is even seen as an unwarranted invitation for more poor migrants (whether forced or not) to remain in the city. The local government, headed by the newly elected Mayor Celso L. Lobregat, has manifested its desire to adequately curtail the negative effects of migration and urbanization through the implementation of the development plan. Measures to improve the tax base and resource mobilization that were not prioritized during the 1990-2000 period are now given preference in the various ordinances legislated by the Sangguniang Panglungsod.

The following recommendations are proposed:

There is a need to transform the negative effects of urbanization and migration through the conscious application of the population and development paradigm in the entire planning process at the various levels of governance. The consideration of the population characteristics will be an important determinant of the various social service requirements as well as the environmental needs. This will help ease the strain of the effects of rapid urbanization to the provision of basic services. It is important therefore to have adequate and updated data/information for proper planning and resource mobilization.

The Sangguniang Panglungsod should take the lead in making improvements in the legislative agenda to address the city's priority needs. The

involvement of all department heads in the planning process should be continued to allow participatory management and improved governance. To counter the poor fiscal management of the previous administration, the city should find ways and means to become less IRA dependent through improved tax measures to raise revenue collections. Thus, the population growth especially due to immigration should be viewed in terms of expansion in tax base.

Lastly, forced migrants, ***'halaws'*** and evacuees, should be provided with services not only out of humanitarian concern, but also as potential human resources. The internal and conflict-related displacement should be responded through effective means, including exploration of durable solutions. The collective efforts of all regional and local line agencies, with the non-government institutions and civil society groups could be the potential force that will improve and sustain service provision, local policies formulation, planning and monitoring; and resource mobilization.

## V. ACKNOWLEDGMENTS

This case study report would not have been successfully made without the support of the City Mayor, local government officials and members of the City Council of Zamboanga; and officials and staff of national line agencies.

We are particularly thankful to the following persons who took time to share with us information and insights during the in-depth interviews conducted:

- |                                   |   |   |
|-----------------------------------|---|---|
| 1. Hon. Celso L. Lobregat         | - | City Mayor  |
| 2. Hon. Juan Climaco P. Elago     | - | SP Member   |
| 3. Hon. Elias S. Enriquez         | - | SP Member   |
| 4. Mr. Rafael G. Evangelista      | - | Regional Director, NEDA IX  |
| 5. Dr. Teresita Cascolan          | - | City Division Superintendent,<br>DEPED  |
| 6. Ms. Sylvia P. Binarao          | - | City Accountant   |
| 7. Mrs. Melinda S. Cabato         | - | City Planning & Development<br>Coordinator                                    |
| 8. Mr. Ferdinando Alvarez         | - | Asst. City Budget Officer   |
| 9. Dr. Rodel M. Agbulos           | - | City Health Officer   |
| 10. Dr. Carol Lourdes H. Carabaña | - | Asst. City Health Officer   |
| 11. Mr. Francisco L. Barredo      | - | City Social Welfare &<br>Development Officer                                  |
| 12. Mr. Generoso Celerio          | - | City Population Officer   |
| 13. Mr. Lakandula C. Ywayan       | - | Asst. City Administrator  |
| 14. Mr. Reynaldo E. Aguidan       | - | Asst. City Treasurer  |
| 15. Mr. Rene M. dela Cruz         | - | General Services Officer  |
| 16. Mrs. Luzvilla Tingcang        | - | Asst. Public Service Officer  |
| 17. Ms. Aida Magracia             | - | Social Welfare Specialist,<br>DSWD IX   |
| 18. Ms. Leila Bulagas Awis        | - | Social Welfare Officer IV,<br>DSWD IX   |
| 19. Mr. Ricardo Atayde            | - | Regional Coordinator, RDCC IX   |
| 20. Ms. Bebey Saipudin            | - | Population Officer II (previously<br>assigned in the Office of Urban<br>Poor) |
| 21. Mr. Rudy Iglesias             | - | NGO representative  |

## VI. REFERENCES

- City Government of Zamboanga  
1998 Master Development Plan (1997-2012)
- Dans, S.A.  
1999 Filipino Halaws from Sabah, Malaysia: Pre-Migration, Migration, Deportation and Repatriation Status, Zamboanga A.E. Colleges, Z.C. *unpublished*
- Fernandez, E.  
2002 Reapingg the Whirlwind: Travails of the Halaws (Filipino Deportees of Malaysia)
- Jumaani, A.  
2000 Muslim-Christian Relations in the Philippines:Redefining the Conflict, Philippine European Solidarity Centre
- National Statistical Coordination Board  
2002 Regional Social and Economic Trends
- Population Reference Bureau  
1996 "International Migration: A Global Challenge", Population Bulletin, Volume 51, No. 1
- Rafael, V.  
1988 Contracting Colonialism, Ateneo de Manila University Press, Quezon City
- Special Employment Assistance Center (SEAC)  
2001 Special Report on Programs/Interventions for Sabah Repatriates
- [www.aag.org](http://www.aag.org), "Global Change and Urbanization in Latin America"
- [www.prb.org](http://www.prb.org)., "Human Population:Fundamentals of Growth Patterns of World Urbanization
- bulatlat.com., " Filipino Refugees from Sabah: Twice Displaced and Many Wronged, Migrant Watch, Vol.2, No. 48, 2003
- Reports and Records of the different departments