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## Providing a Metropolitan Perspective to Development Planning: Cagayan de Oro

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Philippine Institute for Development Studies

## Providing a Metropolitan Perspective to Development Planning: Cagayan de Oro

*Ruben G. Mercado and Casimira Balandra*

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# **Providing a Metropolitan Perspective to Development Planning: Cagayan de Oro**

Ruben G. Mercado and Casimira V. Balandra<sup>1</sup>

## **1. Introduction**

Cagayan de Oro (CDO) is one of the important cities in the country being the regional capital of Northern Mindanao, considered the primary gateway to the rest of the Mindanao regions. Being a port city, it plays the role as a transshipment hub and is economically linked especially with the other port cities in the other islands of the country. With a population of over 400,000 people occupying mostly the urban portion of its 469 square km. area, the city's socio-economic and political influence extends to another 400,000 people sparsely distributed in almost 3,400 sq. km. area which are parts of Bukidnon and Misamis Oriental. Not too far it will develop into one of the bustling metropolises in the country.

The perceived emergence of a metropolis with CDO as the core city led to the conceptualization of the Metro CDO Special Development Project (MCSDP) in 1990. With the joint leadership of the Cagayan de Oro-Iligan Chambers of Commerce and Industry and the support of Regional Development Council (RDC) X and XII, the MCSDP paved the way for the Cagayan de Oro-Iligan Corridor Special Development Project (CIC-SDP) implementation starting in 1993. The government-private sector partnership has allowed for the formulation of the CIC Master Plan and Feasibility Study for a CIC International Airport completed on November 30, 1991. After two years of public consultations which ended with the presentation and approval of the CIC Master Plan by the NEDA Board on September 8, 1992, Executive Order 85 was issued (on May 5, 1993) which ushered the plan's implementation. But after five years of CIC investment promotion locally and abroad, so much still needs to be done specially with respect to developing projects that impact on the originally conceived Metro Cagayan de Oro.

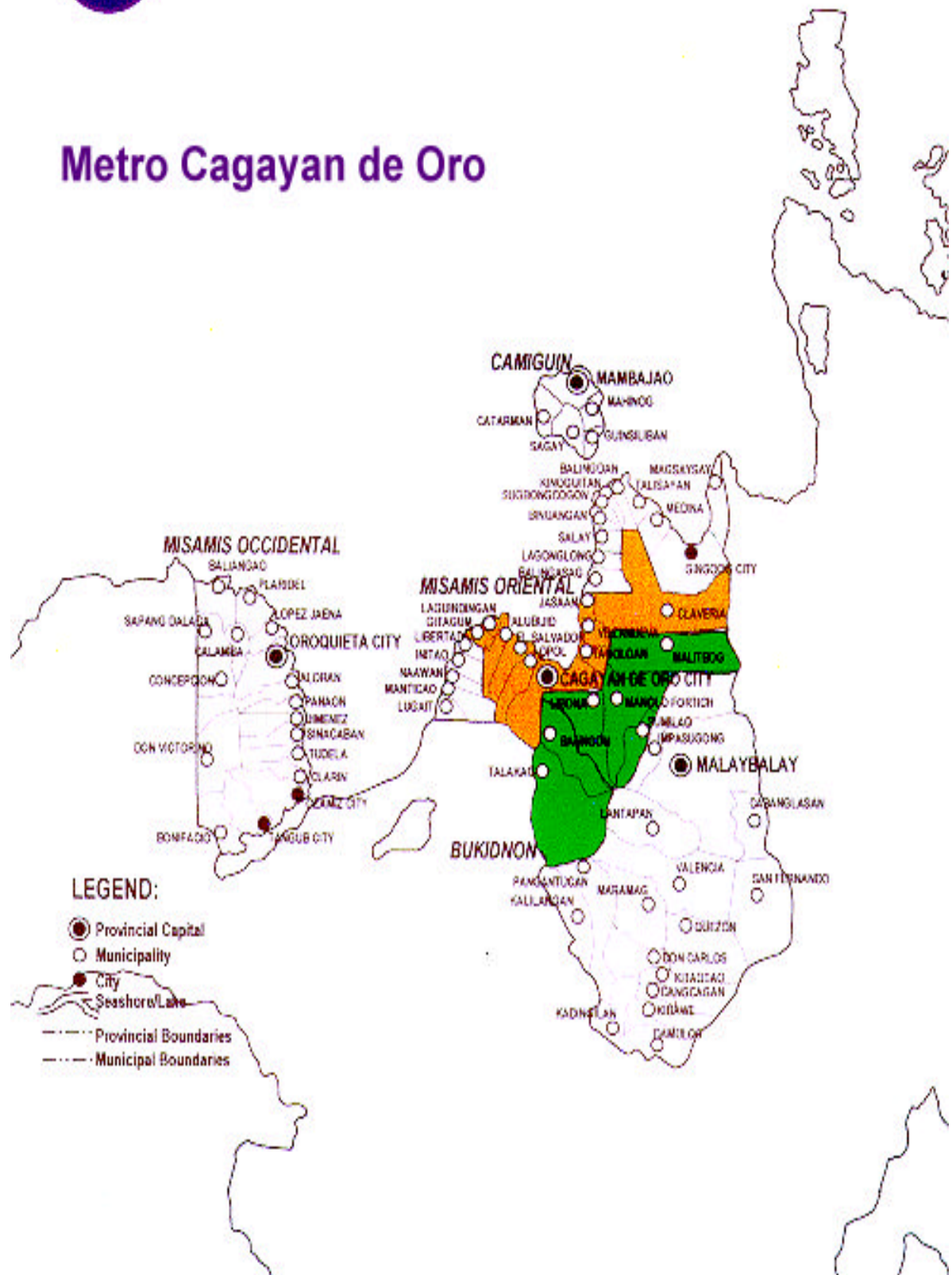
Recently, there has been a realization that the Metro CDO SDP has been focused more on the development of the infrastructure links between CDO and Iligan City. Thus, in 1996, a comprehensive master planning for the Metro CDO was proposed to be undertaken that will focus more on the planning for Cagayan de Oro City and its immediate environs. Towards this end, the Cagayan de Oro Government undertook preparatory consultations with the municipalities in Misamis Oriental including Jasaan, Villanueva, Tagoloan, Claveria, Opol, El Salvador, Alubujid, Laguindingan, Gitagum and the municipalities in Bukidnon including Libona, Manolo Fortich, Talakag, Baungon, Malitbog and Sumilao. These areas together with CDO City compose the envisioned Metro CDO. This composition was determined based on their interdependence in terms of watershed and water supply as well as infrastructure linkages in terms of seaports, airports and highways. The Misamis Oriental and Bukidnon provincial governments were also represented in these consultations.

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## Metro Cagayan de Oro



This paper aims to discuss recent developments related to the planning of Metro CDO and highlight areas needing greater emphasis and further strengthening.

## 2. Metro CDO Current Development and Prospects

### 2.1 Demographic Characteristics

Almost half (49.7 percent) of the over 800,00 people in Metro CDO, as it presently defined, is largely concentrated in Cagayan de Oro City (Table 1). The city grew at a high rate of 4.75 percent during the period 1990-1995. Ten-year intercensal growth rate of the city has been high registering 6.5 percent in 1960-1970, 5.9 percent in 1970-1980 and 4.0 percent in 1980-1990.

**Table 1**  
**METRO CDO: DEMOGRAPHIC CHARACTERISTICS**

City/ Municipality	Population 1990	Level 1995	Growth Rate 1990-95	Land Area (sq. km.)	Population Density Person/sq. km.
Cagayan de Oro City	339,598	428,314	4.75	469.30	913
<u>Misamis Oriental:</u>					
1. Tagoloan	33,919	40,929	3.83	117.73	348
2. Villanueva	17,122	21,310	4.47	48.80	437
3. Claveria	31,130	39,020	4.62	894.90	44
4. Jasaan	29,146	33,598	2.88	77.02	436
5. Opol	20,473	23,958	3.19	80.85	296
6. El Salvador	26,721	31,500	3.34	87.13	362
7. Alubijid	19,531	21,765	2.19	103.45	210
8. Laguindingan	15,503	16,521	1.28	16.74	987
9. Gitagum	10,994	11,327	0.60	43.40	261
<u>Bukidnon:</u>					
1. Libona	29,652	31,897	1.47	343.20	93
2. Manolo Fortich	61,329	67,400	1.91	405.19	166
3. Talakag	35,379	39,378	2.16	186.40	211
4. Baungon	19,774	22,617	2.72	245.30	92
5. Malitbog	14,934	16,414	1.91	581.85	28
6. Sumilao	13,494	15,640	3.0	196.95	79
<b>Metro Cagayan de Oro</b>	<b>718,699</b>	<b>861,588</b>	<b>3.69</b>	<b>3,898.21</b>	<b>221</b>
<b>Metro Manila</b>	<b>7,929,867</b>	<b>9,454,040</b>	<b>3.58</b>	<b>633.21</b>	<b>14,930</b>
<b>Philippines</b>	<b>60,677,725</b>	<b>68,616,536</b>	<b>2.49</b>	<b>300,000.00</b>	<b>229</b>

Basic Source: NSO, 1995

The development activities undertaken through the years in terms of infrastructure support, investment generation, and the promotion of the city as the regional growth center, especially with the establishment of the country's largest industrial estate in the mid-seventies have impacted on other areas especially among the municipalities geographically close to the city. Thus, one will note that population in most of these municipalities have been growing at rates over three percent during the period 1990-1995. Noteworthy of these municipalities include Jasaan, Villanueva, Tagoloan, Claveria, Opol and El Salvador whose high population growth rates can be

attributed to the impact of employment generating projects most especially the PHIVIDEC Industrial Estate.

Other areas composing the envisioned Metro CDO are also expected to increase population in both level and rate of growth in the near future. The Northern Mindanao Regional Development Plan for the 21<sup>st</sup> Century identified three major events that will shape the future of CDO City and its environs. These include the construction of an international standard airport in Laguindingan, the expansion and upgrading of the CDO Port and the development of the PHIVIDEC Industrial Estate in Tagoloan and Jasaan where an integrated steel mill will be put up. The implementation of these flagship programs will boost economic growth and will attract movement of people in these influence areas.

## ***2.2. Land Use Development***

Cagayan de Oro<sup>2</sup> is the first city in the country to have a zoning plan. Guided by the 1962 zone plan its growth further accelerated when it became the regional capital (in 1972) of Northern Mindanao. The region was originally composed of ten provinces and nine cities. The composition was reduced to seven provinces and seven cities when Region XII was created in 1976. When Region XIII (CARAGA) was established in 1994, the composition was further brought down to only four provinces and six cities. Despite the reduction in the region's geographic size, Cagayan de Oro's socioeconomic influence continues to extend to all these areas and even beyond.

In 1986, its agriculture, pasture and forestlands accounted for 91.5%. At present, it is down to less than 82% (including open spaces). Almost 60% of agricultural lands (37% of total) are devoted to corn and coconut; while some 30% to banana, rice and cassava. The remaining 10% are used to grow abaca, root crops and vegetables.

While built-up areas then, was only 8.5%, to date it is a little over 18%, and still growing with residential districts/areas alone increasing from 4% to 12.4% in just a decade. The central business district (CBD) which includes commercial and institutional areas, parks and plazas accounts for a little over 4%, while industrial is just about 2%. (*Table 3*)

The full development of the Phividec Industrial Estate-Misamis Oriental (PIE-MO) and the strategically located mini-industrial parks/estates will impact on the overall development of the corridor including the hinter areas which should by then be reached thru farm-to-market and by pass roads.

## ***2.3 CDO: Mindanao's Transshipment Hub***

Cagayan de Oro City, while being primarily agricultural, has become one of the important commercial centers not only for Mindanao but also for the Philippines owing to its strategic location as a port city. As a transshipment hub, the city's international seaport and trunkline airport facilitate the flow of people and cargoes from the Visayas

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<sup>2</sup> Cagayan de Oro became a chartered city on June 15, 1950 during the presidency of President E. Quirino. Among the five cities studied in mid-60's under the Regional Cities Development Project (RCDP), Cagayan de Oro was among the best planned, owing to its first Land Use/ Zoning Plan dating back to 1962.

and Luzon to all points in Mindanao and vice versa. This is through a network of highways originating from the Agora station which is just a five-minute drive from the seaport and 20 minutes from the airport.

**Table 2**  
**EXISTING LAND USES**

	1986	1996
<b><u>Agriculture &amp; Forestry</u></b>	<b><u>91.5%</u></b>	<b><u>81.89%</u></b>
<i>Agriculture</i>	37.0	
<i>Pasture</i>	38.0	
<i>Forestlands</i>	14.0	
<i>Wetlands &amp; Misc.</i>	2.5	
<b><u>Built-up Areas</u></b>	<b><u>8.5%</u></b>	<b><u>18.11%</u></b>
Residential	4.1	
<u>Others</u>	4.4	
- <i>Institutional, parks &amp; plazas &amp; commercial</i>	-	4.05
- <i>Residential</i>	-	12.38
- <i>Industrial</i>	-	1.68
-		
<b>Total</b>	<b><u>100.0%</u></b>	<b><u>100.0%</u></b>

Source: City Planning & Development Office, Cagayan de Oro City

Foreign ships unload and pick up cargoes coming from as far south as Davao City. Cagayan de Oro is the gateway of people and cargoes going to and coming from the other port cities in the Visayas and Luzon. Luxury liners, waterjets and passenger-cargo boats ply the Cagayan de Oro-Manila route (via Cebu, Iloilo or Bohol) almost daily. Moreover, owing to Cagayan de Oro's long standing trade links with Cebu, the Cagayan de Oro-Cebu route has the heaviest traffic as maybe gauged by the 2-3 passenger-cargo and waterjet trips daily by four of the country's major shipping companies. (WGA Ferries, Sulpicio Lines, Trans-Asia, and Negros Navigation). A random interview of many arriving passengers confirmed that their final destination is not only Cagayan de Oro but also, Bukidnon, Camiguin, Lanao, Davao and even Cotabato and Zamboanga. During the last three years, the passenger and cargo traffic rose by 14.7% and 3.6%, respectively (*Table 2*). The Agora bus station is bustling with passengers to/from all major centers in Mindanao, specially the Cagayan de Oro-Bukidnon-Davao route, on a 24 hour basis. On the other hand, the Cagayan de Oro trunkline airport serves the needs of the Cagayan-Iligan Corridor and its influence areas as far as the provinces of ARMM and Region XII. The Cagayan de Oro airport is served by four airline companies, (PAL, Cebu Pacific Air, Grand Air, and Mindanao Express).

**Table 3**  
**PASSENGER AND CARGO TRAFFIC**  
**CDO-PMO and Airport**

	1995		1996		1997	
	P	C	P	C	P	C
CDO-PMO*	2,137,682	4,085,281 m.t.	2,147,787	4,329,517 m.t.	2,748,777	4,385,351 m.t.
Airport	324,442	8,263 m.t.	353,872	9,093 m.t.	516,571	9,129 m.t.
Total	2,481,124	4,093,544 m.t.	2,501,659	4,329,610 m.t.	3,265,348	4,394,480 m.t.
Annual Growth Rate (1995-97):					14.7%	3.6%

\* CDO-PMO covers the parts of CDO, Mis. Or. & Camiguin.

Source: PPA 10 & ATO 10

#### **2.4 Economic and Financial Activities**

From the 1989 Survey of Establishments by the Department of Trade and Industry, 14% or 8,312 of the business firms in Northern Mindanao (the old Region 10) were located in Cagayan de Oro City. About two-thirds of the total were trading firms; almost one-fourth were service establishments; and the remaining 10%, manufacturing and agri-business. (Table 4)

**Table 4**  
**TYPE OF BUSINESS ESTABLISHMENTS**

SECTOR	NUMBER	% SHARE
Trading	5,486	66.0
Service	2,070	24.9
Manufacturing & Agri-business	756	9.1
<b>Total</b>	<b><u>8,312</u></b>	<b><u>100.00%</u></b>

Cagayan de Oro serves as the commercial center of Northern Mindanao. Taking the lead in trading are those dealing with consumer goods, construction materials, hardware and auto supplies, and agricultural products most of which are produced in the region. Its dominant industries are food processing, furnitures and metalworks. Agribusiness largely constitutes livestock and poultry, and fruits/crops production and processing.

Cagayan de Oro is likewise the financial capital of Region 10 and nearby areas. In anticipation of more growth in commerce and industry especially along the corridor, banks and financial institutions have converged phenomenally in the regional capital. More than 60 bank-branches, 200 or more financial institutions including pawnshops have located in the city. Many of the banks provide regional banking services with broader authority base to act with dispatch on major financing and credit decisions involving domestic and foreign transactions. The frenzy of activities within the Metro



Cagayan de Oro and its influence areas paves the way for specialized credits like Quedan financing, IGLF, integrated rural financing, including Barangay Credit Guarantee Schemes, among others. The government likewise offers regional development funds for agri-business, SMEs, schools and hospitals, as well as, special development financing for the strategic sectors, like, transportation and communication, power and other utilities, on a long term basis. The other service sub-sectors are those that are supportive of tourism like hotels and restaurants, travel agencies, rent a car services, tailoring and recreation parlors. Warehousing, trucking service and auto repair shops are located in strategic places.

## ***2.5 Major Infrastructure and Utilities Development***

### ***2.5.1 Flagship Projects***

As have been mentioned in the preceding sections, the Northern Mindanao Plan for the 21<sup>st</sup> century (RDP21) identified three major events that will shape the future of Metro Cagayan de Oro and its environs. These are: 1) the construction of the CIC international standard airport in Laguindingan, 2) the expansion/upgrading of the Cagayan de Oro Port or the establishment of a Cargo port at the PIE-MO, and 3) the putting up of the Integrated Steel Mill (ISM) at the PIE-MO, the country's largest industrial estate.

The first two will further enhance Metro Cagayan de Oro as a major transshipment hub of Mindanao. The CIC airport will likewise hasten the construction of by-pass/farm to market roads 1) to decongest traffic along the existing highway, 2) to facilitate movement of people from as far as Bukidnon to this new airport, as well as, 3) to open up the resource-rich areas within the hinter part of the corridor and bring them closer to the markets. The alternative option of establishing a new commercial cargo port at the PIE-MO will shorten travel time of cargoes coming all the way from Davao - but most importantly, it will unclog the worsening traffic in the city proper (with the cargo component of the port service out).

The establishment of an integrated steel mill at PIE-MO will induce both upstream and steel-metal based downstream industries that will enhance the full development of the PIE-MO including SMEs within the impact area. Agriculture development could also be boosted with the manufacture of appropriate farm tools and implements. Farmers will likewise be motivated to achieve higher productivity levels to ensure adequate inputs for processing.

### ***2.5.2 Highways/Roads, Bridges and Railway***

#### **CIC Highways/Roads**

Very essential to the development of the hinterlands and remote areas of the Metro Cagayan de Oro and the Corridor is a network of improved farm to market roads connecting these areas to the highways and the markets. Both RDC 10 and 12 have indorsed this proposal for DPWH central office consideration. This proposal complements the CIC Highway Expansion Project from Jasaan, Misamis Oriental to Tubod, Lanao del Norte for a total length of 157 km. at the cost of ₱1.9 B. This Highway Expansion project is envisioned not only to ease up the worsening traffic

problem along the Iligan-Cagayan-Butuan roads but also to facilitate the integration of the Corridor with other growth centers in Mindanao.

### CDO Bridges

The Cagayan river which separates the City into the eastern and western bay areas is presently connected by only two bridges: one of an early 20<sup>th</sup> century American vintage steel bridge and another which is a wider Marcos-era concrete bridge.

Considering that the airport, as well as, new middle and upper class subdivisions are in the western bay; while the seaport, the bus station and the shopping malls are in the eastern side, the worsened traffic problems can be solved only with the construction of two more bridges. The Puntod bridge will require another access road and bridge across the Iponan River, thus, requires more budget than the Macasandig-Upper Balulang bridge which will decongest the Upper Balulang traffic caused by the airport and the mushrooming middle and upper class subdivisions with world class golf course. Both have an initial budget of P50 M (CDF) and P23 M (Cagayan de Oro Government Budget), respectively.

Another bridge provides the critical approach from the city proper to the country's largest industrial estate, the PIE-MO. This is part of the Cagayan de Oro-Butuan backbone which services vehicles to/from Davao, Butuan and Surigao and even all the way from/to Visayas and Luzon thru the Lipata, Surigao Ferry Service Station. The bridge which requires a prestressed concrete parallel with a capacity of 20-25 tons needs a P166 M budget and targeted to be finished by 2000.

### Mindanao Railway and Metro CDO/CIC-Wide LRT Project

The entire project involves a 1,436 km. single railway line passing thru major cities in Mindanao. Phase I of this project will originate from Iligan City passing thru Cagayan de Oro-Bukidnon and ending in Davao City. At least 10 local and foreign companies have reportedly expressed interest to form a consortium to undertake the project by BOT. While the Cagayan de Oro government had already signed in 1997 a MOA with the Metro Cagayan de Oro LRT Project consortium for the conduct of FS for the construction, finance and operation of the LRT system, the DOTC recommends the inclusion in the study of the entire CIC stretch to ensure financial viability of said project.

#### **2.5.3 Telecommunications**

Metro Cagayan de Oro now enjoys an 8.20 telephone per 100 persons density and even the entire CIC enjoys a 5.6 density which are definitely higher than the national average of 4.09 in 1997. This is the favorable result of the deregulation of the telecommunications industry thru EO 109 known as the Service-Area-Scheme. However, the bane of the present system is the absence of interconnection among the service providers/telephone companies.

By the year 2000 a total of 222,503 lines shall have been installed and subscribed to in Metro Cagayan de Oro. This constitutes a 193% increase over what were installed

and subscribed to as of 1997. (Table 5) Hopefully by then, these various telephone systems shall have been interconnected.

**Table 5**  
**METRO CAGAYAN DE ORO TELEPHONE SITUATION**

COMPANY/TYPE	CURRENTLY INSTALLED LINES/ SUBSCRIBED TO (1997)	PLANNED EXPANSION (1998- 2000)	PROJECTED TOTAL (2000)	
			# of Lines	Ave. Annual Growth Rate
1. MISORTEL digital (Cagayan de Oro, Alubijid & Claveria)	<u>10,900</u>	38,450	49,350	65.4%
2. Cellular Mobile Telephones (CDO)	<u>27,311</u>	-	<u>27,311</u>	-
EXTELCOM	7,897	-	7,897	-
PILTEL	5,000	-	5,000	-
SMART	10,000	-	10,000	-
GLOBE TEL	1,714	-	1,714	-
ISLACOM	2,700	-	2,700	-
3. ITALTEL (NTP Tranche 1-3)	<u>7,152</u>	<u>14,838</u>	<u>21,990</u>	45.4%
Phase II (Cagayan de Oro)	7,152	5,698	12,850	21.6
Phase IV (Misamis Oriental)	-	9,140	9,140	-
4. PHILCOM (Major Telecoms)	<u>29,280</u>	<u>92,553</u>	<u>121,833</u>	<u>60.8%</u>
4.1 Cagayan de Oro	29,280	54,462	83,742	41.9%
4.2 Misamis Oriental	-	38,091	38,091	-
5. WEMORTELCO (Opol-Lugait)	<u>219</u>	-	<u>219</u>	-
6. PLDT (PHIVIDEDEC)	<u>1,020</u>	<u>780</u>	<u>1,800</u>	<u>20.8</u>
COMPANY/TYPE AND SERVICE AREA	CURRENTLY INSTALLED LINES/ SUBSCRIBED TO (1997)	PLANNED EXPANSION (1998- 2000)	PROJECTED TOTAL (2000)	
			# of Lines	AAGR
I. <u>Metro Cagayan de Oro</u>				
<u>Total</u>	<u>75,882</u>	<u>146,621</u>	<u>222,503</u>	<u>43.1%</u>
Digital	48,571	146,621	195,192	58.99%
Cellular	27,311	-	27,311	-
<u>Density</u>	8.2 tel/100 persons		<u>21.5 tel/100 persons</u>	
II. <u>Lanao del Norte/Iligan City</u>	<u>20,602</u>	<u>27,368</u>	<u>47,970</u>	<u>32.5%</u>
Digital	13,752	26,668	40,420	43.2%
Analog	200	-	200	-
<u>Density</u>	4.0 Tel/100 persons		19.2 tel/100 persons	
<u>CIC Total:</u>	<u>96,484</u>		<u>270,473</u>	<u>41.0%</u>
Digital	62,323	173,289	235,612	55.8%
Cellular	33,961	700	34,661	0.7%
Analog	200	-	200	-
CIC Density	<u>5.6 tel/100 persons</u>		<u>21.1 tel/100 person</u>	

Source: CIC-SDP PMO 1997 Accomplishment Report

### **3. Approaching Metro CDO Development**

#### *A Growth Center Perspective*

Metro CDO is presently viewed in the context of a regional growth area. Lying at the central section, identified in the Mindanao 2000 Development Framework Plan as the North Coast Economic Growth Cluster (the land mass from CARAGA in the Northeast to Panguil Bay in the Northwest), Metro Cagayan de Oro is expected to sustain its crucial role of linking and unifying this high potential growth cluster for both agricultural and industrial development. The North Coast Growth cluster with the Metro-Cagayan de Oro and Iligan Corridor at the center is envisioned in the next 15 years development period to play triple roles. These are: 1) Domestic Food Basket and Agri-Industrial Exporter; 2) the Industrial Corridor of Southern Philippines; and 3) the gateway to the domestic market with potentials for creating market niches in the Northeast Asian Markets.

The current Metro CDO Special Development Project is basically aimed at spurring the growth of Northern Mindanao Region through the implementation of strategic infrastructures including seaports, airports and highways as well as the promotion of agri-industrial activities including industrial estate development in CDO City and its environs. Corollary to this, most recently, a master planning of Metro CDO is being proposed to be undertaken. The development of the master plan is conceived within the framework of this growth center strategy with the objective of producing a plan, essentially a land use plan for CDO and the 15 adjoining municipalities that will serve as basis for amending zoning ordinances, guide for land reclassification and direction for government and private initiatives on their investment decisions.

#### *A Metropolitan Perspective*

An important complementary perspective of looking at CDO City and the neighboring municipalities as a regional growth center is to view it as an emerging metropolitan settlement. There are already indications of CDO City behaving like a widely sprawling city, spreading its influence to nearby municipalities. It is difficult now to distinguish the city's boundaries as differentiation between localities is already being virtually erased. For example, the DMPI plantation in Manolo Fortich (Bukidnon) and the Industrial Estate of Tagoloan-Villanueva (Misamis Oriental) are part of Cagayan de Oro City's tourism-investment promotion package.

Moreover, the normative experience of a metropolis which includes urban blight and decay in the inner core resulting from slum dwelling, mounting garbage and rising criminality are being already felt even at this stage. The spill over effects of urban sprawl specially relative to population pressures on agricultural land conversions for urban uses such as housing and industry are a threat to food security. Enticed by better income opportunities and the good life in the city, farm workers have abandoned their seasonal farm activities in search of the proverbial greener pasture but only to be land in odd jobs or end up as beggars in the city. Thus, a paradigm shift in planning and management has to be looked into to be more prepared in the immediate future to deal with more complex issues inherent in a metropolis.

#### **4. Metropolitan Concerns in the CDO Area**

Current urban concerns which transcend local boundaries and assume a metropolitan character and scope have been identified by regional and local officials in the region and have been recognized as major challenges that will have to be addressed under the region's development plan for the next century. These include water supply and distribution, solid waste management and transport and traffic management.

##### *4.1 Water Supply and Distribution*

In the city proper, water is not yet a problem with a density of 13 persons to a Level III facility or 9 persons per combined Level II and Level III facility. However, the adjoining municipalities as components of the Metro Cagayan de Oro are still partly served by Levels I and II with one municipality each of Bukidnon and Misamis Oriental largely served only by Level I (*Table 6*).

While the water supply may not yet be a critical problem on the whole, there is a growing concern on the existing uneven water distribution among the households in the various LGUs. With the increasing rate of population, primarily due to in-migration and the entry of new industries, water supply sufficiency is threatened even within the city proper. There are ample evidences that the per capita cost of developing an effective and efficient water distribution system across municipalities is much less if done in an integrated fashion. The master plan for Metro Cagayan de Oro must consider a water distribution and management program which is integrated and holistic.

##### *4.2 Need for Improved Solid Waste Management*

One of the most thorny issues confronting highly urbanized cities concerns the improvement of solid waste management. As pointed out in the region's physical framework plan (RPFP, 1995-2025), the indiscriminate disposal of wastes by households, institutions and industries into waterways and waterbodies (lagoons, rivers and seas), is a major challenge requiring a long-term solution, as it is causing water pollution specially of the major water supply sources for domestic and industrial/commercial uses.

Under the Local Government Code of 1991 (RA 7160), both waste collection and disposal are now a responsibility of the LGUs. For most LGUs waste collection is presently managed quite effectively. However, waste disposal is a big problem for some, specially relative to the choice of a landfill site whose pollution effects will not spill over to the nearby LGU. For instance, in the case of Tagoloan its landfill lies along the precipice of a highway boundary towards Malitbog, Bukidnon where the wastes are eventually scattered in a nearby creek (Malitbog side). Another difficulty usually faced by the LGUs is the costly establishment and maintenance of a landfill site or an incineration facility. Discussions among municipalities will ensure a workable arrangement especially concerning the issue of landfill site identification, waste recycling program that can be jointly implemented by a cluster of LGUs and arrangement relative to cost sharing and management.

**Table 6**  
**1996 WATER SUPPLY FACILITIES**

		Population	Number of Facilities by Level			Potential Sources
			Level I	Level II	Level III	
1.	Cagayan de Oro	427,627	0	31	46,519	-
2.	Tagoloan	42,543	859	173	2,469	Rosario spring
3.	Villanueva	23,080	142	10	2,957	Imelda spring
4.	Jasaan	36,251	116	70	3,840	Springs *
5.	Claveria	37,021	166	96	526	Mat-i spring
6.	Opol	20,473	122	7	590	Spring
7.	El Salvador	26,946	136	99	155	Deepwell
8.	Alubijid	22,265	565	201	415	Spring
9.	Laguindingan	17,677	58	125	514	Spring
10.	Gitagum	12,231	62	96	471	Spring
11.	Libona	31,821	258	32	1,923	Sil-ipon spring
12.	Manolo Fortich	70,331	65	172	4,023	-
13.	Talakag	38,719	39	10	362	-
14.	Baungon	22,655	716	55	179	Pat-pat spring
15.	Malitbog	17,044	27	84	288	Spring
16.	Sumilao	13,378	56	69	350	Lupiagan Spring
TOTAL		860,062	3,387	1,330	65,581	

*Level I - Deepwells, shallow wells, spring deve-lopment*

*II - Community faucets*

*III - Individual faucets*

*Source: Assessment of the Domestic Water Supply and Sanitation Sector of Northern Mindanao (for NEDA-RDC 10) by Schema Konsult, Inc. (August 1996)*

#### *4.3 Worsening Traffic Congestion*

As in other highly urbanized cities, traffic congestion in CDO is becoming a serious problem. Most of the work establishments in the city have adopted a “flexi-time” work schedule in view of the unpredictability of heavy traffic occurrences. The problem has been attributed primarily to the roads already made narrow by the tremendous increase in the number of vehicles that ply the area. The heavy traffic occurrences or major choke points are the intersections in front of the City Hall and after the Carmen bridge leading to the Cagayan de Oro International Airport, the JR Borja Hospital and the Carmen market; the crossing in front of the malls/commercial complexes specially that which leads to the Agora Market and the Cagayan de Oro port. The worst traffic happens within a stretch of a kilometer where one goes thru six choke points from the Ororama Megamall to the Licoan (leading to the Cagayan de Oro port or the Divisoria.), and the intersection at the western end of the Marcos bridge.

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\*  
*Napapong spring*  
*Dagulos spring*  
*Inlomayang spring*  
*Bunuang spring*

The increased economic linkages between the eastern and western bay areas and the surrounding municipalities/cities on both sides, have increased the mobility of both people and goods. Strategic infrastructure development including road widening, construction of two more bridges, and installation of a Metro rail transit will help decongest the traffic not only within the Metro Cagayan de Oro area, but also, the Cagayan-Iligan and the Cagayan-Bukidnon-Davao Corridors. In the future, a more purposive coordination among the concerned provinces, cities and municipalities will improve traffic management.

## 5. Metro CDO Planning and Governance

Both the opportunities/potentials and concerns/challenges that transcend geopolitical boundaries within an area like Metro Cagayan de Oro, have implications on the planning of an emerging metropolis. Singly, an LGU cannot efficiently nor effectively handle the type and magnitude of concerns and services which have spill over effects on nearby LGUs. Traditional urban planning approaches confined to a single political unit would have to shift to metropolitan planning and governance whose powers can transcend the LGUs’.

### 5.1 LGU Preferences on the Sharing Pattern of Urban-Related Activities and Service Delivery

Majority of the LGUs have expressed their desire and willingness to collaborate with the Metro Cagayan de Oro in undertaking the following activities:

a)	<i>Planning Activities</i>	-	80%
b)	<i>Delivery of public health services, along with hospital grants and ambulance services</i>	-	<u>80%</u>
c)	<i>Police and Fire protection</i>	-	<u>67%</u>
d)	<i>Housing and Resettlement</i>	-	60%
e)	<i>Public Transport:</i>		
	<i>    Infra and Traffic Management</i>	-	60%
f)	<i>Garbage collection, recycling and disposal</i>	-	53%

The desire to collaborate with the line agencies and/or the private sector were also indicated in some areas.

#### 1. with line agencies

a)	Planning	-	53%
b)	Health	-	47%
c)	Housing	-	47%

The institutional mechanism should not create ruinous competition among implementing agencies/LGU/NGOs. Rather, it should serve as the problem-solving body that will cut red tapes and enable the community to participate in the decision making process. As the Metro Cagayan de Oro is making progress, the installed

institutional mechanism need to maintain the momentum of change in the component LGUs/areas.

The members of the Metro Cagayan de Oro governing body must complement and collaborate for greater results. Any unabated conflict between and among member LGUs, agencies or NGOs can be dysfunctional to the entire system and impede the progress of the metropolis.

With NGO's/the private sector, the LGUs are willing to cooperate on two areas.

2) with NGOs/Private Sector

- |    |   |   |     |
|----|---|---|-----|
| a) | Garbage collection and Disposal/recycling | - | 40% |
| b) | Housing & Resettlement                    | - | 40% |

Very few favor the undertaking of activities of the Metro Cagayan de Oro only with out the LGUs' collaboration, along the following areas:

- |    |                                 |   |     |
|----|---------------------------------|---|-----|
| a) | Transport                       | - | 40% |
| b) | Garbage collection and disposal | - | 20% |
| c) | and Housing/Resettlement        | - | 20% |

Relative to activities for LGU undertaking only, the results are as follows:

- |    |  |   |     |
|----|--|---|-----|
| a) | <i>Licensing &amp; Inspection</i>                          | - | 80% |
| b) | <i>Finance and Taxation</i>                                | - | 73% |
| c) | <i>Planning, particularly land use planning and zoning</i> | - | 67% |
| d) | <i>Housing and Resettlement</i>                            | - | 67% |
| e) | <i>Garbage collection/disposal</i>                         | - | 53% |
| f) | <i>Health Services</i>                                     | - | 53% |
| g) | <i>Police and Fire Protection</i>                          | - | 53% |
| h) | <i>Public Transport</i>                                    | - | 40% |

The LGUs' responses show their eagerness to do by themselves many of the important activities or provide those services over which they would want direct responsibility. However, they are ready or willing to collaborate with Metro Cagayan de Oro as a conglomerate body, with the agencies, and the NGOs in many of these concerns. In fact, some expressed their impatience at the slowness of the process of metropolitanizing Cagayan de Oro to enable them to deliver better and higher level of facilities and services.

The installation of an institutional mechanism for metropolitan governance within Metro Cagayan de Oro is a unique challenge in itself. The models in Mindanao are those of the Area Development Board of SOCSARGEN and the CIC Steering committee of the CIS-SDP. These institutions operate as coordinative mechanisms that can provide a forum not only to coordinate the broad concerns of development but also, facilitate the implementation of inter-agency/inter LGU projects by concerned



agencies/LGUs. They also provide the mechanism for encouraging participation and support of national agencies, LGUs and NGOs, private sector.

## ***5.2 Existing/Potential Barriers to Metro CDO***

The LGUs were candid in pointing out some critical barriers to metropolitanization as follows:

### ***5.2.1 Non-involvement of the provincial governments in the organizational process.***

The support of the provincial governments is crucial for the smooth functioning and enjoyment of mutual benefits. But the initial reluctance of the provincial government of Bukidnon stems from the unclear delineation of what type of development will happen in the participating LGUs. Moreover, there is an emerging fear of losing its municipal constituents once these political units join Metro Cagayan de Oro.

### ***5.2.2 Lack of Political Will Among Member-LGUs***

Some LGUs bewail the lack of political will and the lack of commitment of some participants. However, they reason out that probably this is caused by the slowness of the organizational process as initiated by Cagayan de Oro City (with DTI serving as the Secretariat of the Regional Growth Center Committee). Probably, the lack of commitment also stems from the unclear understanding of a metropolitan arrangement and the roles they will play in such a metropolitan set-up.

### ***5.2.2 Inadequate Resources to Contribute to the Metropolitan Arrangement***

Some LGUs fear that because they are "*small and poor*" they can be gobbled up by the giant such as Cagayan de Oro City. They fear that because they cannot contribute enough, they can just be made the dumping ground of the metro's toxic industrial and unrecyclable wastes and that they might just be the receiving end of the city's industrial pollution.

## **6. Concluding Remarks**

Metro CDO is presently regarded as a regional growth area. In the long-run, however, it would be inevitable to view the area as an urban area transforming itself into a metropolitan settlement. While there is yet to evolve a functioning Metro CDO, it may not be long, though, for this to be evident considering the rapid urbanization being experienced in the area and which will further accelerate as industrialization and trading activities are vigorously pursued.

The results of the survey show an overwhelming 80% acceptability of the shared responsibility of metropolizing Cagayan de Oro. The LGUs are convinced that the development of metropolitan Cagayan de Oro will stem from the synergistic cooperation of all concerned: the city, the 15 municipalities along with the two provincial governments, the line agencies, the NGOs/private sector, the citizenry, and the Regional Development Council. The 20% hesitation does not mean outright reluctance or non-acceptance but indicative of the need for clearer understanding of the whole concept, a

greater appreciation and understanding of their responsibilities and duties as well as the benefits that could be derived from a metropolitan arrangement.

There are two basic tasks which the LGUs composing the Metro CDO have rightly identified. The first is the need to hasten the organizational process to set the momentum for action. Once established, the second task is to undertake a meaningful master planning for Metro Cagayan de Oro which shall proceed from a comprehensive review and analysis of human resources, natural endowments, economic advantages and opportunities, as well as socio-political institutions that will enable Metro Cagayan de Oro to define its power base. This will serve as the bench mark for framing doable initiatives with which to respond to the complex challenges and concerns of the emerging metropolis.

How policymakers regard the area would have implications not only on the concerns from which development programs shall be based but also on the institutional mechanism that will be established to address the formidable tasks at hand. It is, thus, important to clearly make a dichotomy on the perspective placed on Metro CDO as a geographical subject for development. Taken as a regional growth area, Metro CDO can be seen as a strategic area for locating major infrastructural and capital investment to set the stage for the economic growth of the region. Seen as a metropolis, it provides a directed focus on the challenges that would have to be inevitably addressed unique to such form of an urban area.

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