

**GUIDELINES FOR THE DRAFT CDS REPORT**  
***The PRODUCT: The CITY DEVELOPMENT STRATEGIC PLAN***

The CDS Plan highlights the results of the CDS Planning Process. The draft outline is presented at the end of this document. Please remember that the CDS document is an evolving document that attempts to highlight each city's potentials. As such, minor adjustments to the format may be included to reflect the effort and detail exerted by the city. The details of the various sections of the CDS are discussed hereunder.

*1.0 The Vision*

The city is encouraged to craft an identity in the form of a Vision Statement that captures its unique role in the region and, where feasible, in the country. Through this unique identity, the constituents are expected to develop a sense of belonging and ownership and be more involved in the fulfillment of the Vision.

*1.1 Components of the Vision*

While the Vision could just be a general statement of where the City sees itself to be in the future, it may also be further specified according to major core elements of development. For example: 1) Economic Development (*Trading Hub, Seafood Capital*), 2) Social Equity (*. service oriented*), 3) Community and Governance, (*empowered citizenry*) and 4) Environmental Management (*Garden City, Botanical Garden*)

*1.2 Rational Vision*

A brief description of the city's position and role in the nation and region must be included in the background write-up of the vision. The Vision must be rationalized and matched against capabilities, potentials and opportunities to assure there is no skewed matching between targets and capabilities. This provides a rational basis for the chosen future direction of the City.

*1.3 Timetable and Stages of the Vision*

The Vision should also have a time frame. There must be a clear target as to when the Vision is expected to be achieved. Considering that a Vision should be more long term, it should be for at least 3 terms or 10 years. The City may also identify stages of the vision. Stages of the vision refer to milestones to be achieved at certain intermediate points in the planning horizon which are shorter in duration. This could be three to five years in interval.

*2.0 City Profile*

The city profile is meant to accurately present basic city data. The audience of the city profile output is broadly the city populace and electorate, and specifically, those that want

to be involved in city-based activities. This audience ultimately determines the pace of internally generated socio-economic growth and the type of political leadership in the city. By functional grouping, those that would appreciate the city profile best are:

- a) the residents in the city
- b) investors in the city,
- c) national agencies tasked to monitor / audit / assist in the development of local governments,
- d) prospective contractors for city projects,
- e) project funding institutions,
- f) financial and audit authorities, and,
- g) management and planning bodies.

The requirement of each target audience is best met when the City Profile is presented in a brief, concise, and professional manner.

Under the CDS format, the basic sections of the city profile are 1) Geographic (physical), 2) Environmental, 3) City infrastructure, 4) Demographic, 5) Social, 6) Poverty 7) Economic, 8) Financial, 9) City government, and 10) Institutional. These are described further in the succeeding sections of this report. Each section is meant to be discussed and oriented in a manner that lays the groundwork and reference for the proposed City Development Strategic Plan to work. The write ups for each should present the true state of the sector in a simple manner, explain the technical reasons for the shortfalls, and, to the extent possible, pose targets and objectives on the basis of available development indicators (benchmarks).

While the presentation format is usually in essay form, the use of visual aids (charts, tables, diagrams, and maps) is also required particularly for plan layouts and comparative presentations. The use of visual aids enhances the presentation of the Plan and makes it more user-friendly. However, in the same discriminating manner as the crafting of the textual content of the report, visual aids should also be chosen selectively. Topical inputs should be focused and limited to the objectives of the CDS in order to produce a logical flowing discourse that will not be tedious for the audience to follow.

### *2.1 Geographic Profile*

This is a general description of the locational (site) attributes and physical system of the area. The elements mentioned are mostly the natural characteristics of the land. Historical and traditional features (cultural and trade links, demarcations, and dominant land use) that have helped to basically shape the area to become what it is today are likewise considered part of the geographic profile. The presentation of this geographic profile is best appreciated when supported with maps that indicates extent, direction, or location of the various features. These maps should be able to show:

- a. *Development context*** (regional, country, provincial, local)

- Prospective socio-economic links (trade routes, institutional connections, etc.)
- Prospective metropolitan (sub-regional) growth
- General land use (urban areas, agricultural areas, settlement sites, expansion areas, conservation areas, the circulation system, network of major waterways and catchment areas, major infrastructure, domains and boundary, etc.)

***b. Environmentally / legally constrained areas***

- Fault lines, volcanoes, flood plains, rivers, national parks, protection forests, city greens, coastal strips, erosive slopes, effluence discharge points, waste disposal sites.
- Surface and ground water resource characteristics (watershed, aquifer, natural drainage system)
- Typhoon paths and tsunami-prone areas
- Agricultural areas (that the city plans to retain as agricultural as part of their development strategy)
- Areas covered by other tenurial instruments (*i.e.* Certificates of Stewardship Contracts [CSC]) and agreements (Timber License Agreements, Industrial Forest Management Agreements, Mining Permits, Certificates of Ancestral Domain Claims).

***c. Climate, geology, topography, soil / water characteristics, etc.***

***d. City administrative boundaries*** (political and cadastral)

## *2.2 Environmental Profile*

This profile discusses the current state of the city environment particularly in relation to increasing urbanization. In other words, this profile is mainly concerned with the notable environmental impact on the physical and social condition of the city as a result of the continuing growth of settlements, urbanization and industrialization. The profile is best described in essay form supported with tables and maps to graphically indicate the extent and location of the environmental concerns of the city. It should include the extent of forest cover loss and the extent of land conversions (both forest and agricultural lands) for the past 10 years for newly-created cities and the past 20 years for old cities. It should describe the following in a concise manner:

- Air, soil and water quality and disposition
- Drainage and waste water
- Solid waste (domestic and industrial)
- Forest protection and conservation (parks and commercial forests)
  - Biodiversity and protected areas, if any
  - Coastal and marine resources, if any
  - Toxic and hazardous waste, if any

### 2.3 City Infrastructure Profile

The City Infrastructure Profile generally pertains to the standard infrastructure and utility systems servicing the city. It should present the state of facilities of the systems as they exist at present. Subsequently, it should also indicate the prospects for the provision of future requirements. An effective presentation of this profile opens up the options for the development opportunities in the city. The natural potentials of the city (potable water source such as springs and lakes, conducive new access prospects such as deep water port site and convenient bypass routes, deep well-drained canyons for land fill site, etc.) for enhanced infrastructure should be discussed under this profile. The use of charts tables, diagrams, and maps should be integrated in the essay report to emphasize the strategic importance of city infrastructure. These should be able to show the following:

- a. Land access facilities (roads, bridges, rail, airports, seaports)
- b. Transportation system (intermodal arrangements, terminals, traffic management, etc.)
- c. Water supply and drainage systems
- d. Power distribution system
- e. Telecommunications system
- f. Waste handling system (solid, liquid, others) including disposal facilities (sanitary land fill, waste water treatment, sewerage, etc.)

### 2.4 Demographic Profile

The Demographic profile concerns salient data regarding human resources as a “force” insofar as it supports and defines the development in the city. It is concerned with the behavior of aggregates rather than individuals particularly in relation to the ongoing urbanization and socio-economic development in the city. Important demographic profile data pertains to size, composition, distribution, density, and diminution / growth of the city population. The use of charts and maps will effectively stress the notable data in the profile. Comparative city data analysis matched with international, national, and provincial demographic indicators will provide an idea of the city’s human resource potentials and limitations. The demographic characteristic of a city is a major element in the formulation of the city vision and development strategy. Key characteristics include:

- a. **Population data** (growth rate, sex, age, household, language, religious affiliation, disabled, literacy, labor force, overseas workers)
  - Night time population
  - Day time population
- b. **Urbanization rate** (based on urban population figures and expansion of urban land)
- c. **Settlements**
  - Official settlements

- Informal settlements (squatters)

The growth of formal and informal settlements can best be shown through map overlays that show where these settlements have developed and moved in the past 10 years.

### *2.5 Social Profile*

The Social Profile pertains to the city features and amenities that promote social development. The state of the social setting is one of the important indicators for the quality of life in the city. Social amenities (housing and shopping centers, medical and learning institutions, civic and recreational facilities, security and communication stations, etc.) address the basic needs of city dwellers. The availability of complete social amenities in cities ultimately contributes to public satisfaction that support the investment climate of cities. The main topics in a social profile are education, housing, health, social welfare, sports and recreation, and protective services. The profile is best presented with charts, tables and diagrams (for statistical data) and maps (for physical data). The maps should show where these social amenities are located. For example, the distribution of schools and health centers among the barangays and districts of the city.

***a. Statistical data on housing and household, education, health, peace and order.***

- Number of building units, size and capacity, type / level / class of units
- Percentage indicator by unit population, rate of achievements/ accomplishment of groupings

***b. Physical data (in relation to the city land use plan) on housing, education, health, civic, and other government social service facilities.***

- Extent / expanse of coverage / distribution
- Indicative location of physical facilities

### *2.6 Poverty Profile*

The poverty profile is a snapshot of the basic features of poverty in a city presenting information, such as who is poor, where are they in the city, how do they earn their living; their level of access to urban services (such as water, electricity, public transport, etc.) and their living standards with regard to health, education, nutrition and so forth.

The poverty profile should include a presentation of the indicators of the different dimensions of poverty., such as:

- Income poverty indicators:
  - Poverty arte (head count rate): % of the population not able to finance a basic basket of goods

- Extreme poverty rate: % of the population not able to finance a food basket of goods with their total income;
  - Poverty gap: definite count of all poor persons relative to the poverty line
- Health and Education Indicators
    - Under five malnutrition rate
    - Infant mortality rate; under five mortality rate
    - Maternal mortality rate
    - Life expectancy of the city population
    - Incidence of specific diseases
    - Literacy rate of the population
    - Years of schooling of different age groups
  - Access and Service Satisfaction Indicators:
    - Water and sanitation
    - Electricity
    - Garbage collection
    - Schooling
    - Health centers and hospitals
    - Transport
    - Social programs, e.g. nutrition, childcare, etc.
    - Service satisfaction: level of those who have access to services

It should also show the geographic concentration of income poverty and of access to basic services. The profile should also have an analysis of who pays for and who benefits from public investments. This type of analysis provides information on which population group – by income or by geographic location – benefits from public expenditures and to what extent.

In addition to seeing poverty at one time, it is equally important to assess how the city living conditions changed. Changes over time will give feedback on whether the city is moving in the right direction. It can also provide insights into the factors that help people grow out of poverty or fall into it.<sup>1</sup>

## *2.6 Economic Profile*

The Economic Profile refers to trade activities and productivity of the city. The sector encompasses the following topics: agriculture, forestry, commerce, industry, and tourism. For each of the profile topic, indicative comparative data of the city with competing areas for the same activities and products will give a good indication of existing regional market characteristics that can be developed under the city growth strategy. Meanwhile, the nature of trade volumes, the sources of

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<sup>1</sup> Urban Poverty Reduction Strategies, Urban and City Management Program, Distance Learning Course, World Bank Institute, 2001

goods and services, and consumer market origins indicative of city commerce are critical to understand, particularly in the light of emerging sub-regional agglomeration economies. The use of tables, charts, and maps provide a ready reference to instill better understanding of the economic state and prospects of the city. Summarized in the Economic Profile are the following:

- a. **Primary, secondary, tertiary activities** (inclusive of trade volume, value, employment, etc.)
- b. **Manufacturing / business establishments / construction** (banking and finance, industry, wholesale and retail trade, insurance, real estate, service)
- c. **Tourism / recreational facilities and features** (produce, cuisine, pristine land forms and water bodies, native customs, etc.)
- d. **Mining, commercial logging, agricultural production and processing, etc.**
- e. **Commodity flow analysis** (use tables to indicate volume of trade and traffic flow, and maps / charts to indicate points of origin and destination)

## 2.7 Financial Profile

The Financial profile indicates the state of city finances and the city's current ability to manage its funds. Data on different fund types and sources, and the way they are utilized and distributed, should be presented in detail under this profile. A discussion on financial leveraging, sound outlays through imaginative management and measures to encourage private sector participation in development should be included herein. Charts, tables, and diagrams should be integrated in the write-up to emphasize and support the data under the city financial strategy, such as:

- a. **Income and sources** (tax, non-tax, loan, grants, IRA, etc.)
  - IRA dependency rate
  - Percentage by item and cost of collection
  - Historical growth and income enhancement projects over apst 5-10 years
- b. **Expenditure** (outsourced services, personnel maintenance, operating costs, capital outlay, other investments)
  - Percentage by item
  - Historical growth or decrease over the past 5 – 10 years
- c. **City GNP, per capita indicators for the various city investments / outlay**
- d. **BOT initiatives, development levies, and development trade-offs.**

## 2.8 City Government Profile

This City Government profile presents the administrative set up of the city government. The important features of this profile are the organizational structure,

the functional relationship of various units, the human resource make up, the operational systems, the financial management procedures and physical facilities and assets of the city office. This is best analyzed by comparing actual performance of the City mission and deliverables against set performance targets and indicators. Together with the essay description of the profile, the use of charts, tables, and diagrams would help describe best the capability of city government to manage itself. It may also include the institutional arrangements that the city has implemented to incorporate the principles of CDS in the process. This may invariably include:

- a. Organizational chart / roles and responsibilities
- b. Plantilla and budget
- c. Management attainment and qualifications
- d. Operational procedure / cycle time
- e. Office facilities and layout
- f. Institutional arrangements for encouraging participation of stakeholders in the city's management and development

*Furthermore, governance describes the management of city resources, including its ability to encourage citizens' participation. When extended to a supra national level, it means the capacity of a city to effectively place itself in an internationally competitive basis in the context of globalization. It also refers to how the City exercises non-traditional responsibilities like environmental management, inter-local cooperation, international relations and new public management reforms.*

### *3.0 Issues and Opportunities*

After the initial work on the Vision formulation and the City Profile presentation, this next stage under the CDS involves the identification of issues and opportunities in the development of the City. The two basic references needed are 1) the present development state of the city, and 2) the unique resources and comparative advantage of the city. The output is a listing of the issues and opportunities that will in turn be the basis for the strategy formulation work. While the issues and opportunities will be plentiful, the CDS aims to promote a focused work effort where only those with the most strategic value are prioritized and substantively discussed.

Throughout the process, it is important to keep in mind the guiding principles of CDS - to promote livability, good governance, bankability, and competitiveness for a sustainable and inclusive city.

This work should use the visioning and city profile done earlier. Setting up the Vision as the overall objective, the indicative development shortfalls reflected in the City Profile are the major development issues, which the City is confronted with. Meanwhile, the windows of opportunity for further development could be derived from the issues themselves. The output can be set against a micro and macro point

of view. The micro view would involve the management of internal forces that affect the city's development while the macro view will entail an understanding of the external influences that impact on the City's development and how these too can be managed more effectively.

As the issues and opportunities are identified, the focus and strategic objectives of the work should be uppermost in mind. Some topics worth considering in relation to this are:

1. Timeliness and synchronization of work (land use, infrastructure provision and organizational improvement);
2. Anti-poverty considerations (policy instruments and welfare, livelihood opportunities, mass housing programs);
3. Optimization of existing and past development initiatives (sunk cost recovery, utilization of idle assets);
4. Non-traditional sources of development aid (innovative financial and technical alternatives);
5. Advantages of agglomeration economies (mobility of capital, commodity flow, spillover syndrome, metropolitanization and global markets);
6. Urbanization, expansion trend and critical mass (labor and consumer market forces, demographic shifts);
7. Regional competitors and rivals (project creativity measures, work synergy options); and
8. Politics of growth (institutional development, complimentary roles and responsibilities, planning with negotiation).

There are many approaches to the analysis of the work. Issues can be quantitatively evaluated and ranked considering indicator and benchmark targets. One standard application for measuring potentials is the SWOT analysis technique that organizes the city's strengths, weaknesses, opportunities, and threats in relation to the work objectives. Another methodology, ZOPP, which involves a cause and effect analysis, had been successfully applied in the first generation CDS pilot cases. From this, subsequent scenarios can be considered. Impact studies and case modeling can stimulate further issues and opportunities that could broaden the strategies open to the city.

In line with the CDS process, the determination of the issues and opportunities is to be approached with the effective participation of various stakeholders in the city. The stakeholders will bring forth real on-the-ground issues that affect investments,

livability and the overall city development. Subsequently, the stakeholders, working together as a group can prepare a thorough listing of opportunities for promoting the development of their city. In the area of prioritization, the perceived need of the community validated as a community demand is an important indicator when the issues and opportunities are eventually ranked by order of importance.

A summary of the problems, constraints, issues and opportunities in the City must be presented. A comprehensive discussion of how these problems, constraints, issues and opportunities inter-relate vis-à-vis the fulfillment of the Vision will provide a rational basis for the strategies that the City will choose.

The Problem Analysis technique of the Project Cycle Method will facilitate the analysis of the inter-relationships among these problems and issues. Thereafter, the Objective Tree Analysis technique will enable the City to generate basic plans and strategic plans.

#### *4.0 Strategy Formulation*

In formulating strategies, it is best to always ask the question, “Will it help us achieve our Vision?” or “Will it bring us at least one step closer to our Vision?”

At this stage, there would be two types of plans of action: the Basic Plan and the Strategic Plan. The basic plan refers to routine action plans that the City had done in the past and regularly does and which will have to be enhanced. Strategic plans are those action programs that will help the City leapfrog into the future in order to achieve its long-term Vision.

#### *5.0 Projects and Programs*

Strategies must be fleshed out with the identification of the detailed programs and projects required to carry out the strategy. Profiles for all projects and programs must be designed together with indicative costs.

This stage must look into a holistic forecasting of future financial scenario, given needed projects and programs the city has to pursue to reach its vision. The Capital Investment Program (CIP) must be found feasible vis-à-vis forecasted budget operations requirements. In cases of large gaps in resource availability, potential financial measures must be identified and undertaken.

#### *6.0 Institutional Action Plan*

Important development concerns of cities usually remain unattended due to the obstacles posed by outmoded and conflicting institutional mandates and policies. Responsive institutional arrangements need to be developed and installed for the strategic action plans to be implementable.

Under the CDS, the city is encouraged to look at workable institutional options under their new autonomy so that they can effectively address constraints to their development. Summarily, a city's institutional action plan where internal policies of the city become enabled and supported by external policies instead of being restrained and hindered by it is sought.

In this section, the city can outline the internal policies that need to be put in place in order to ensure the implementation of the CDS.

### *6.1 Institutional Reform or Readjustment*

There may be a need to restructure the city organization to make it more responsive to the needs of the times. Existing offices may already be obsolete to be able to address present day problems. The city may not have reorganized itself amidst a constantly changing environment. Optimal institutional arrangement necessary to effectively implement priority projects of the city government need to be identified. To be considered are the following:

- **Local institutions** (City service units, local establishments)
- **National institutions** (Line agencies, legislative and judicial offices)
- **Other institutions and groups** (Financiers, lenders, suppliers, the private sector, NGOs, CBOs, etc.)

At this stage, the city government has to plan and decide which financial option it will adopt to implement its priority projects. This could involve the selection of the best financing option (BOT, joint ventures, loans, grants, co-financing, etc.) after undertaking a Capital Investment Program or the postponement of the implementation of some projects triggered either by a shift in priorities or by a shortfall of expected revenues of the city.

### *6.2 Mobilization of Resources*

This part of the Institutional Action Plan refers to measures that will allow the exercise of the regulatory powers of the city over its development. This could include measures to protect priority projects such as a City Environmental Code, a Health and Sanitation Code as well as a system of sanctions to ensure compliance with the city's development thrusts and prevent environmental degradation.

### *6.3 Regulatory Measures*

The sustainability of a project can only be ensured if it has community support. The Community Action Plan, therefore, will have to focus on:

- How popular participation in the entire planning process (from identifying problems to finding solutions, planning and prioritizing strategies, programs and projects) can be achieved;

- Defining what the community's roles and responsibilities are in project implementation, managing, operating and sustaining the projects vis-a-vis the other players.

These components of the Community Action Plan are important and must be an essential ingredient in an integrated institutional action plan designed as part of the City Development Strategy.

**CITY DEVELOPMENT STRATEGY – PHASE 2**  
**DRAFT OUTLINE FORMAT FOR CDS REPORT**

29 May 2002

Cover Sheet

- Name of City
- CDS Team
- Date

Acknowledgements

Executive Summary

Definition of Terms

Table of Contents

- Main report
- List of tables
- List of figures
- List of maps (e.g., land use map, forest cover, built-up areas, etc.)

1.0 About the City

1.1 Geographical location and Brief history of the city

- Describe the city's geographic location in the archipelago and provide a brief description of the city's historical origins

1.2 The city's physical and economic surroundings—regional, national and global perspective

- Describe the city's boundaries, adjacent municipalities, economic role within the region, nation and international trade relations (if any)

1.3 City vision and mission

- State the city vision developed in the CDS process
- Briefly explain the rationale for the vision

1.4 Development goals and objectives

- Describe the goals and objectives attached to the city vision

2.0 City profile

2.1 Geographic profile (physical)

2.2 Environmental profile

2.3 City Infrastructure

2.4 Demographic profile

2.5 Social profile

2.6 Poverty profile

2.7 Economic profile

2.8 Financial profile

2.9 The City Government

2.10 Institutional Profile

3.0 Development Issues and Opportunities

4.0 Development strategies (the City's identified development directions for the planning period)

- Describe the city's development directions in the given planning period

- These should address the key issues and opportunities identified in the previous section

## 5.0 The City Development Program

### 5.1 Priority projects and programs and CIP

### 5.2 Institutional action plan

#### 5.2.1 Institutional reform or re-adjustment

#### 5.2.2 Mobilization of resources

#### 5.2.3 Regulatory measures

#### 5.2.4 Community Action Plan

## 6.0 Annexes (i.e., urban karte, poverty profile, environment profile, stakeholders involved, etc.)