

1.0 OVER-ALL DEVELOPMENT FRAMEWORK, 2003 – 2012

1.1 Introduction

San Jose del Monte has the distinction of being the first created city in the province. For the last five years, the City can be considered as the most rapidly urbanising local government unit in the province of Bulacan. As of the last census, it had the largest (315,807) and fastest growing (annual growth rate of about 10 percent) population in the province. If this trend persists, it is expected that the City's population will reach the one million mark by year 2012.

The City can be considered as part of the fast-growing southeastern cluster of Bulacan which also include Norzagaray (annual population growth rate = 9.21), Marilao (8.58) and Sta. Maria (7.92). This cluster, being located at the northeastern fringe of Metro Manila (after Kalookan and Quezon City), is exhibiting peripheral urban growth. This growth has primarily been fuelled by low- to medium-cost residential demand from Metro Manila which in turn generates an internal demand for supportive service, employment, educational, government, and related facilities.

In the light of this rapid urbanisation phenomenon, the City Government has recognised the importance of planning ahead to ensure that growth is well guided. Attention will thus given to providing accessible social services, adequate public infrastructure, proper environmental management and the maximisation of opportunities to spur local economic growth. These imperatives will be under-pinned by a governance mechanism which ensures equitability and sustainability.

The Development Framework (Figure 1.1 refers) provides the context upon which the Comprehensive Land Use Plan shall be built upon. It includes an assessment of higher-level plans, external and internal development challenges as well as the desired development direction determined through community consultations as well as through the SWOT approach.

1.2 Regional and Provincial Development Plans

1.2.1 Bulacan Provincial Physical Framework Plan, 1998-2007

The Provincial Physical Framework Plan promotes a "Managed Growth Spatial Strategy." The basic policy espoused by the PPF is the synergic relationship between urban development and environmental management. The PPF emphasises its recognition of the significant role of market forces in driving the urban development process. It also places similar emphasis on the need to protect or regulate the utilisation of

Environmentally Critical Areas (i.e. prime agricultural areas, watershed, mangroves, forests, etc.) to prevent the further degradation of the environment.

The organising framework upon which this basic policy rests is the PPFPP's delineation of Production and Protection Land Uses. The former generally includes Alienable and Disposable Lands - agriculture, settlements and the like- while the latter generally includes Forest Lands as well as Environmentally Critical Areas. The following are some policies of the PPFPP for Production Land Use:

- Agricultural land development should form part of the province's overall development initiatives;
- Irrigated rice paddies should be earmarked for increased farm productivity;
- Agricultural production should be enhanced through crop diversification;
- Gradual phasing out of poultry and pig farm industry;
- Adoption of the Community-Based Management concept; and
- Facilitation of Joint Production Agreements between private landowners and investors in agro-forestry areas by allowing the latter to use the property at an agreed percentage share of 30 percent.

The PPFPP also includes a Settlements Plan anchored on the development of a Bulacan Growth Triad designed to maximise access opportunities to basic services throughout the region. The triad comprises three Major Growth Centres, namely, the Malolos-Meycauayan Urban Core, Norzagaray-San Jose del Monte Growth Corridor, and the Plaridel-Baliuag Growth Corridor. The Norzagaray-San Jose del Monte Growth Corridor is an alternative urban expansion area that has been chosen to ease up the pressure on the highly urbanised zone of the province (i.e. Malolos-Meycauayan Urban Core). The Settlements Plan enunciates the following policies:

- Conformity of province-wide programmes and projects with the intended urban functions of the three growth centres;
- Densification strategies together with improvement of infrastructure and utility services where urban expansion is limited (i.e. surrounded by Environmentally Critical Areas);
- Special programmes such as urban forestry, national parks and open spaces development at the city and municipal level;
- The enforcement of a strict process in the evaluation of applications for the conversion of prime agricultural lands including the delineation of priority areas for conversion and the imposition of land gains tax, impact and betterment fees or other tax and non-tax incentives.

Within the plan period, the (then) Municipality of Malolos will remain the seat of the provincial government. The City of San Jose del Monte, together with the Municipalities of Meycauayan, Sta. Maria, Bocaue, Baliuag and Plaridel will remain as the Major Urban Centres of the province. On the other hand, the Municipalities of Calumpit, Balagtas, Guiguinto and Marilao will be elevated to being Major Urban Centres, while Bulacan, Pandi, Norzagaray, San Idelfonso, Angat, Obando and Bustos will be promoted to the status of Secondary Urban Centres. Only the Municipalities of Paombong, Dona Remedios Trinidad and San Rafael will remain as Medium Town/Non-Central Places.

1.2.2 Regional Physical Framework Plan, 1993-2023

The Regional Physical Framework Plan envisions an improved quality of life for the people in the region by allowing them to be more effective participants in the whole development process. The region's development shall be focused on this vision to be achieved by maximising opportunities for economic growth. This shall be by the region's performance of the following roles: (1) serving as a catchment area for population and industry spill over from the National Capital Region; (2) providing the requirements of the Northern Luzon Provinces in terms of higher level processing and manufacturing of goods for provision to the more densely populated National Capital Region; and (3) functioning as the transit lane between the resource-based areas of Northern Luzon and the densely populated and industrialised areas of the NCR.

While performing these roles within the context of inter-regional development, Central Luzon shall likewise provide for its own industrial raw material and food requirements. The provinces of Pampanga, Bulacan and parts of Bataan and Zambales will serve as major industrial sites due to their locational advantages, developed infrastructure base and existing economic activities. Clark Air Base and Subic Naval Base are to be converted into a Civil Aviation Complex and Maritime Complex, respectively. Meanwhile, the province of Bulacan shall continue to absorb the spill over of industries and population from NCR. The favoured location shall be the municipalities within the Meycauayan-Malolos Area.

In terms of responding to food requirements, the provinces of Nueva Ecija and Tarlac shall continue to be the food bowl of the region while agro-forestry and agro-livestock development shall be the main thrust for the mountain fringes of Zambales, Tarlac and Bataan and the hilly hinterlands of Nueva Ecija and Bulacan. To ensure sustainability, the region's forest resources and other Environmentally Critical Areas shall be continually preserved and protected.

Rapid urbanisation is expected in the region's Red Triangle or Triad Growth Corridor comprising Angeles City, Olongapo City and the Malolos-Meycauayan Area. Angeles City and Olongapo City will be sites of international airports while the Malolos-Meycauayan will be the industrial area. To abate congestion, the capital towns and other emerging growth centres in the province will be developed. Urban infrastructure packages to include sites and services development shall be provided to support the expected increases in population and economic activities in these areas.

1.2.3 Central Luzon Medium Term Regional Development Plan, 2002-2004

The Regional Development Plan envisions Central Luzon to become the transshipment hub of Southeast Asia and lead the country towards industrialisation. The region is further envisioned to become an industrial heartland that will be a benchmark for developing countries in the Asia Pacific Region.

The Plan's spatial development strategy is anchored on the "W" growth corridor that seeks to maximise the comparative advantages of the six provinces and growth areas in the region. Portions of the municipalities within Zambales and Bataan (along coastal areas) have been identified as the "W" growth corridor's tourism belt while the inner peak of the "W" comprising portions of Bataan, Tarlac and Pampanga represent the region's Industrial and Transshipment Hub. In particular, Hermosa, Bataan will be pushed as the next Regional Industrial Centre. The rightmost portion of the "W" will showcase successful farms devoted to high value crops and agro-forestry. This is situated in the fertile western part of Bulacan and through the areas of Nueva Ecija. The Munoz area of Nueva Ecija will be the site of the science research and development "city" with particular attention to the region's agriculture agenda.

One specific strategic economic intervention mentioned in the Plan is the establishment of a Bulacan North Food Terminal Complex. It will have three zones, namely: the commercial, agro-industrial and storage, and the industrial/export-processing zone. The commercial zone will have gains terminal, cold storage warehouse, slaughterhouse, wet market and flower centre. The export-processing zone will be opened for industrial establishments.

1.3 Development Challenges

1.3.1 Environment

Strengths and Opportunities

- Comparatively good condition of environmental resources (i.e. forests, agricultural lands, rivers and creeks);
- City Government's extensive agenda on environmental conservation and protection (*Gawad Pangulo sa Kapaligiran* awardee) spearheaded by the City Environment and Natural Resources Office and City Agriculturist Office, include the Kalinisan and Bantay Ilog Programme, massive information campaign on solid waste management/garbage recycling and tree planting, Eco-force and Pulis Kalinisan and urban forestry;
- Availability of site in Barangay Minuyan Proper for a new dumpsite/recycling facility to further improve solid waste management services ;
- Presence of potentially available funds from various local and foreign funding agencies which the City Government can tap; and
- Possibility of networking with other government agencies and non-government organisations to avail itself of related programmes and projects.

Weaknesses and Threats

- Inadequate enforcement of national and local environmental laws and ordinances;
- Inadequate implementation of national and local environmental programmes and projects;
- Urban expansion into steeply sloping lands (18 percent and above);
- Proximity of open dumpsite to residential areas;
- Water, air and noise pollution, floods, ground water contamination due to industrial, residential, agricultural wastes, and toxic wastes;
- Depletion/destruction of the city's natural resources; and
- Diminution of prime agricultural lands due to land conversion.

1.3.2 Land Use

Strengths and Opportunities

- Number of tourism spots and recreational facilities (i.e. Grotto Shrine and Grotto Vista), industrial sites and large agricultural areas;
- Nearness to Metro Manila with relatively low land prices;
- Large areas available for development into housing projects and other urban land uses;

- Large consolidated properties in Barangays Tungkong Mangga and Sapang Palay Proper being geared for Planned Unit Developments;
- Future demand from Metro Manila for residential, commercial, light industrial and other urban land uses;
- Financial resources from the National Housing Authority and other funding agencies;
- Proposed major infrastructure facilities (i.e. Light Railway Transit, Circumferential Road 6, Balagtas-SJDM Expressway Road, etc.); and
- Potential to provide the fruit and vegetable requirements of Metro Manila.

Weaknesses and Threats

- Extensively pre-mature re-classification and conversion of agricultural lands to other uses for such a short period of time within 1990-2000.
- Large tracts of idle lands;
- Significant number of housing units remain un-occupied;
- City and Barangay boundary disputes;
- Limited government owned lands;
- Inadequate public infrastructure such as narrow roads, insufficient irrigation, telecommunication and drainage facilities;
- Lack of a well-developed industrial site or PEZA Economic zone;
- Real estate speculation;
- Illegal squatting;
- Rapid increase in population, which translates to an increased requirement for community facilities and other services.

1.3.3 Shelter

Strengths and Opportunities

- Presence of more than 100 subdivisions existing within the City;
- Availability of unoccupied lands for housing and urban development;
- Housing development initiatives of major landowners within the City;
- National and provincial housing programmes and projects; and
- Presence of both local and international external funding sources.

Weaknesses and Threats

- Increasing cost of living within the City;
- Proliferation of professional squatters and squatting syndicates;
- Lack of affordable housing;
- Lack of funding for lot acquisitions intended for socialised housing facilities;
- Strain on local social services and local infrastructure (i.e. social and physical) that the increase in population levels will cause;

- In-migration of urban poor; and
- Undue political influence in service delivery.

1.3.4 Infrastructure and Utilities

Strengths and Opportunities

- Extensive network of concrete roads;
- On-going construction of the DMMA-Quirino Highway link (via Montalban), which will eventually connect with Igay Road and Quirino Highway;
- Presence of MWSS aqueduct system and small water impounding sites in Barangays Muzon and Kaybanban, Sto. Cristo and San Isidro;
- Availability of other potential water sources (including its shallow to deep well aquifers);
- Planned Comprehensive Water Supply System Improvement or expansion of the water district, which shall also incorporate the expansion of small water impounding sites (i.e. Muzon, etc.);
- Presence of the biggest sub-station of the NAPOCOR which serves almost all its barangays;
- Presence of telecommunication providers such as DIGITEL, which services the telecommunication facilities of the Poblacion and its nearby barangays and cellular phone services presently provided by Smart, Globe and Philtel;
- Naturally good drainage capability due to its natural topography;
- Proposed construction and improvement of other nationally funded roads and other facilities that further enhance the City's accessibility (e.g. MRT 4, C-6, Quirino Highway widening, etc.);
- Availability of external funding sources, including foreign funding institutions and the Build Operate and Transfer Scheme; and
- Potential expansion of information and communication networks, as well as investments from other companies.

Weaknesses and Threats

- Regular traffic congestion along the City's major thoroughfares and intersections due to their limited road capacity, as well as growth of commercial developments along them;
- Lack of concrete roads at the City's eastern section, which makes them almost impassable during bad weather conditions;
- Insufficiency of present water supply to meet the demand of the population;
- Difficulty in providing adequate public infrastructure due to the dispersed nature of settlements in the eastern section of the City;
- Lack of discipline in the use of public infrastructure;
- Absence of a central sewerage system;

- Lack of drainage facilities, and area flooding due to siltation in rivers and creeks;
- Limited service coverage of power facilities, presence of illegal power connections, and wasteful power consumption of households;
- Limited service coverage of telecommunication facilities as well as presence of cellular phone dead spots;
- Deforestation or denudation of the watershed threatens water supply;
- Water pollution through the contamination of aquifers by chemical fertilisers, leacheate from septic tanks and cemeteries;
- High cost of putting up water systems;
- Calamities (including floods, El Niño phenomenon, etc.) and accidents;
- Clogging of waterways and flooding during the rainy season;
- Monopoly; and
- Lack of access to outside financial sources.

1.4 Overall Development Direction

1.4.1 Development Vision

The vision statement of the people of San Jose Del Monte is as follows:

Business bustling and secured City with competitive citizenry accessible to productive tools, finance and market.

1.4.2 Mission Statements

The following are the Mission Statements of the local government of San Jose del Monte:

- The preservation and maintenance of a balanced and healthful ecology;
- The generation of livelihood and employment opportunities with emphasis on cooperativism;
- Having paradigm shift of values and behaviour with the end-objective of establishing governance;
- The provision of total quality education;
- The enhancement of revenue-generating measures/programs;
- The provision of emergency, medical and rescue services through the active support of the public sector;
- The upliftment of economic development by efficiently delivering timely and modern infrastructure projects.

1.4.3 Development Thrusts

The achievement of the Vision as well as the LGU's adequate and efficient performance of the Mission Statements entails a strategic programme of action. This programme may be defined by key Development Thrusts which are briefly explained below:

Strengthening of Trade and Industry Sectors

Local and foreign investments as well as market linkages shall be enhanced. Vital to this is the implementation of policies and strategies that encourage commercial and light industrial establishments to prosper. The presence of appropriate infrastructure facilities (roads, telecommunication, water, power, etc.), fiscal incentives and local administrative support from the City government will also enhance the viability of commercial and industrial business ventures.

The LGU is promoting cassava as its thrust in the One Town One Product Program of the Department of Trade and Industry. It is looking at three major areas for product development, namely, processed food, granuled feeds and flour manufacturing.

Development of the Agricultural Sector

The intensification of crop production shall be encouraged along with parallel efforts to move into crop diversification particularly of the high-value kind. Conservation and protection measures such for the City's prime agricultural areas of the City shall also be promoted.

Sustainable Utilisation of Ecological Resources

Environmental conservation and protection areas shall be identified and accorded the relevant land use legislation and development strategy. Importance shall also be given to environmental awareness and sanitation, strict enforcement of existing environmental laws and standards, and proper implementation of programmes and projects.

Employment of Sound Land Use and Development Controls

Urban growth shall be guided to the most suitable locations and discouraged in environmentally sensitive sites. Policies and other legal measures that will be recommended shall be geared to control urban sprawl and enhance the population's quality of life.

Provision of Adequate Shelter and Infrastructure (Roads, Utilities, Transportation, etc.) Facilities

In line with the envisioned developments for the City, the provision of adequate housing, as well as support infrastructure facilities and utilities (i.e. roads, power, water, telecommunication, transport) shall be given attention.

Effective Government/Private Sector/Civil Society Partnership in Resource Management and Policy and Decision Making

A multi-stakeholder approach to development shall be adopted. Mechanisms to allow the private sector's and civil society's participate through consultations and direct participation in implementation shall be given emphasis. These sectors shall also be sufficiently well informed to transform them into effective partners of the LGU in development.

1.5 Land Use Framework

The Land Use Framework forms the organising concept upon which the Land Use Plan shall be built upon. It consists of a Structural Framework which outlines the land character and the development considerations that strongly influence the configuration of the City's Land Use Plan. Subsequently, a Land Use Strategy is derived which identifies areas for development and areas for conservation and protection. This Land Use Strategy shall be brought into more in the next chapter through a detailed definition of sectoral goals and objectives as well as land use policies and regulations.

1.5.1 Structural Framework

San Jose del Monte could be divided into a western and an eastern section. These sections are defined by Qurino Highway (a national road) which serves as a bisector road passing thought the City in a north to south direction. At present, Quirino Highway serves as the major link between the City and the National Capital Region (Quezon City and Kalookan City) in the south and Norzagaray in the north. Three major provincial roads service the City's western section. These are: Sta. Maria-Tungkong Mangga Provincial Road (Bocau Provincial Road) and the Sta. Maria-Sapang Palay Road, both of which lead to Sta. Maria, Bulacan as well as the San Jose-Marilao Road, which leads to Norzagaray and Marilao (Bulacan). On the other hand, the only provincial road that serves the eastern section of the City is the Igay Provincial Road. Along its entire length, this road is still mostly macadam. Further, all major roads within San Jose del Monte, except for Quirino Highway, are still narrow two lane roads.

The City's western section is more urbanised as compared to its eastern section. The former accommodates about 90 percent of the City's total population. It is characterised by sprawling residential subdivisions with pockets of neighbourhood scale service areas. The eastern section, on the other hand, remains to be predominantly agricultural and grassland in character though several residential subdivisions have been developed close to Quirino Highway.

San Jose del Monte's terrain ranges from zero to 50 percent and steeper slopes. More than 35 percent of these have rolling to very steep slopes (18 to 30 percent grades). In particular, large portions of its middle section, which is along the linear alignment of Quirino Highway, have this type of terrain. This is characteristic of Barangays Tungkong Mangga, Gaya-Gaya, Maharlika, Minuyan Proper, Minuyan I to IV, Sapang Palay Proper and Kaypian. Much of this area is already built up with one to two storey high residential, light industrial and commercial structures. On the other hand, about sixty percent of the eastern section's total land area is characterised by slope grades ranging from three to 18 percent. This area is mainly used for agro-forestry and planted with high value cash crops. The very steep areas (more than 50% slope) are found at the easternmost portion of this section and already form part of the Angat Watershed Reservation.

1.5.2 Land Use Strategy

The Land Use Strategy is also one of the major outputs of the City's Land Use and Development Summit. An important consideration in the formulation of the Land Use Strategy is balancing the need to open up areas for urban development and the conservation and protection of the City's environmentally sensitive lands. Critical to the success of all the strategy is the provision of an enhanced road and transportation backbone. New routes that will improve the accessibility of key growth areas shall be constructed while the City's narrow major roads shall undergo improvements such as widening and concreting.

Urban Development Strategy

The urban development strategy calls for the enhancement of the City's commercial and industrial sectors. Its prime objective is to provide opportunities for increased economic opportunities and thus, employment to its growing population. The strategy incorporates the establishment of mixed-use commercial and light industrial areas within Planned Unit Developments (PUD) at strategic locations. Already existing neighbourhood mixed-use centres, local centres and industrial areas shall also be strengthened and further developed.

Compact and moderate density developments shall be encouraged within the existing neighbourhood centres of the City which include those located in Sampol Market, Barangays Tungkong Mangga and Muzon. The supporting road and infrastructure facilities within these areas shall be enhanced to improve their accessibility, and thus, their service capabilities.

Large mixed-Use commercial centres are planned within Barangay Sapang Palay Proper (New Town Area) and Tungkong Mangga (Araneta Properties). In the near future, it is foreseen to accommodate a wide variety of commercial and business establishments that will provide employment and business opportunities to the populace.

Suitably located to take advantage of the existing road, transport and other infrastructure facilities within the City are the new industrial centres in Tungkong Mangga and Muzon. The industrial centre in Tungkong Mangga shall be located in the intersection between Quirino Highway and Igay Road, and the other one shall be along Bocaue Road. Both areas are very accessible from Quirino Highway and the North Expressway. Aside from these new industrial areas, the development of the existing industrial area in Minuyan shall be catalysed through the provision of adequate infrastructure and utilities.

Environmental Conservation and Protection Strategy

Parallel to the urban development strategy is the development of the City's agricultural sector. The twin objectives are to create a beneficial diversification on the local economy and the establishment of accessible and productive open spaces. Not only will this stabilise the City's overall development, it will also create valuable amenities thus increasing liveability.

The remaining prime agricultural areas shall be supported to increase their productivity. In these areas, as in other non-prime agricultural lands, opportunities to focus into high value cash crops shall be promoted. The former may be essential in the western flatlands (parts of Barangays Dulong Bayan and Poblacion) while the latter could be encouraged in the City's sloping eastern section – particularly within the Agrarian Reform Communities (i.e. Barangays Kaybanban, Paradise III, San Isidro and San Roque).

1.6 Urban Land Demand and Supply Analysis

Based on the population projection (Chapter 3 of Volume 2 refers), it is estimated that San Jose del Monte City will have a residential population of about 1,007,450 in 2012. The additional population of 624,282 will

require the development of lands ranging from 3,745.69 to 5,764.45 hectares. These are discussed in more detail in Section 4.5.1 of Volume 1.

On the other hand, according to the result of the initial land suitability assessment (Figure 2.12 of Chapter 1 refers), there are still approximately 2,899.56 hectares of lands in SJDM, which are suitable for urban development. The figure already excludes the existing built-up areas of the city. However, the idle lands located west of Quirino Highway are part of the areas identified as suitable for future urban use.

Large portions of the San Jose del Monte require preservation and conservation. This assessment was based on legal (i.e. Forestry Code, Water Code, AFMA, etc.) and natural parameters (i.e. flood-prone, slope, etc.). In particular, about 1,012.50 hectares of land located west of Quirino Highway are currently classified under the Strategic Agricultural and Fisheries Development Zone (SAFDZ). These are limited from conversion by the Agriculture and Fisheries Modernization Act (AFMA). The law stipulates that within a period of five years from its enactment, only five percent of declared SAFDZ could be reclassified and converted to other uses. In SJDM, this is equivalent to about 48.21 hectares.

Overall, the city has 2,947.77 hectares of land suitable for its future urban development. These could be found in all barangays of the city, except in Barangay San Isidro.