

A PROFILE OF THE URBAN POOR IN DAVAO CITY

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Introduction

Urban studies in the Philippines reveal that while the country is predominantly agricultural, "over one-third of its population as of 1984 are found in urban areas".¹ While the pace of national urbanization was described as generally slow during the postwar years, the decade of the seventies saw its acceleration with such trends attributed to the relative success of the government policy to develop the countryside, disperse industries to areas outside Metro-Manila, and population control in the rural areas.

Thus, even as Metro-Manila was developing with increasing primacy, other urban centers proceeded at a stable pace and the urbanward migration trends steadily continued. However, the gains from urban growth, burgeoning trade and commerce activities, infrastructures and the amenities of urban lifestyles were not equally accessible across the country and across socio-economic groups. Thus, with the resultant dichotomy of the rich minority and the poor majority, the negative indicators of urban growth, i.e. proliferation of slums and squatter communities, rising rates of unemployment and under-employment, and inadequate basic urban services, are major causes of concern not only for government policy and decision-makers and international and local development organizations but more so for the urban population themselves who have to contend with such everyday realities.

¹ Pilar R. Jimenez et al, *Philippine Urban Situation Analysis*. , (Manila: UNICEF, 1986)

Based on the revised poverty threshold income estimated by the National Economic and Development Authority (NEDA) as of March 1991, a family of six living outside Metro Manila must earn at least P3,864 a month to be considered within the poverty threshold or barely above the poverty line. This suggests an income level way beyond the reach of the majority of the urban poor, with 60 percent of the total population estimated to be living even *below* such a threshold. Unemployment figures provide a similarly bleak picture, estimated at 15.1 percent in the first quarter of 1991, with 4.2 million of the country's 27.6 million workforce having no jobs during the same period.

What about food and nutrition? What do the urban poor eat for sustenance? A comparison of demand for and supply of food reveals that while the country's food supply over the years was adequate to meet the population's overall requirements for calories and protein (the Philippines being the fourteenth largest food producer), 80 percent of the Filipino children are malnourished. A DOH-FNRI survey in 1982 disclosed that seven out of ten children suffered from some form of malnutrition.

In the area of health, existing public health programs have not been adequate in dealing effectively with the health needs of the population, particularly the larger majority who are poor. The estimated ratio of medical personnel was one for every 20,000 members of the population in the countryside. In 1985, the hospital-bed ratio was 1:200; for the rest of the regions, the hospital-bed ratio ranged from 1:600 to 1:1,000. In 1983, more than 70 percent of deaths in the country did not receive any medical attention, with infectious and parasite diseases reported as major causes of death. On the other hand, poor environmental conditions and poor quality of child-care has resulted in high rates in infant-mortality.

In the area of education, while Filipinos have a relatively high literacy level vis-a-vis other countries at a similar level of economic development (83.3 percent of the population above 15 years of age being literate in 1988), there are, however, such problems as inequities in the access to quality education among various socio-economic groups, including the low and declining quality of public schools. Low morale and low pay are issues besetting the

country's restive teacher-population in the 1990's.

Housing, water supply and electricity are similarly dismal. The 1978-82 Philippine Development Plan reported that with the national housing backlog totalling 1,125,000 units in 1977, about 16 percent of the population was either homeless or not adequately housed. On the other hand, while the housing problem in the rural areas is considered less acute because of low minimum standards and the ability of the rural population to construct its own housing, urban-dwellers face the pressures of rapid urban population growth and the declining availability of land for housing. Living in precarious housing conditions and congested areas and lacking basic facilities such as water and electricity, the urban poor increasingly opt to live closer to work centers (e.g. trade and commerce areas or industrial zones) to save on transport costs despite the hazards of air and water pollution, traffic congestion, noise and urban violence.

Despite past and ongoing efforts of government agencies and non-government organizations addressing the plight of the urban poor in various parts of the Philippines, there are, however, no accurate statistics of the slum and squatter population of the country. Rough estimates suggest "over four million dwellers in slum and squatter colonies in the major urban centers".

Davao City Situation Analysis

A survey conducted by the National Housing Authority (NHA) from April 1983 to July 1985 in various urban centers throughout the country reveals that given its total population of 700,949,000. Davao City has only ten identified slum areas but the proportion of squatters is almost one-third or 238,332 of the absolute population of the city, a size that is almost as large as the combined figures of Metro-Cebu and Iloilo City. This comprises around ten percent of the national population and close to one-fourth of the entire 1980 urban population; they constitute the majority of what is termed as the urban poor. In Davao City particularly, roughly 60 percent of the 1.9 population do not own the land they live on and the city's squatter-communities rank second to Tondo - the foremost

slum-district in Metro Manila.²

Given the worsening poverty and unemployment situation, Davao City along with other cities in Mindanao faces an acute need for housing, threats of dislocation and rising criminality, specifically: *illegal gambling, kidnapping, illegal recruitment and white slavery*. Recent figures describe the Davao region as the third largest supplier of "Japayukis", ironically in a region that serves as the base for approximately 200 multinational companies, a gold-mining boom, and increases in investment characterized by new high-rise hotels and fine restaurants.³

Objectives of the Study

On the whole, the present study aims to obtain an updated picture demographic and socio-economic make-up of the urban poor in the early 90's in Davao City. Specifically, it seeks to:

1. determine the demographic profile of the urban poor in Davao City
2. establish the socio-economic characteristics of the urban poor in Davao City
3. to elicit recommendations for the improvement of the urban poor sector

Significance of the Study

While the immediate importance of the study lies in providing an updated demographic and socioeconomic profile of the urban poor per se, its long-term significance focuses on serving as the basis for policy makers and program planners to review,

² Ibid. p. 13

³ Ibid.

modify, and implement developmental programs and other related activities for the upliftment of such marginalized members of our society.

Methodology

Sampling Design. Using multi-stage sampling procedures and noting Davao City's high population density relative to other cities in Mindanao, Davao City was purposively selected as one of the three cities covered in the national survey on the urban poor. The barangays for the study were likewise selected purposively, the choice being based on the level of population, housing density and their being identified by the Philippine Commission on Urban Poor (PCUP) as "danger zones", i.e. flood-prone, and swampy or easily-eroded areas along the sea-shores. Six areas in Davao City were subsequently selected as sample-barangays, namely, Agdao Bucana, Talomo, Talusa, Talomo and Bunawan.

A sample of 400 households was determined using a statistical table indicating a 5 percent (plus or minus) confidence level and a margin of error for a population comprising 100,000 persons and above. The sample was then proportionately allocated among the six barangays. The final household-respondents were chosen systematically, i.e. every fifth house from the first street corner was considered as the respondent.

Data Collection Procedures. A structured interview schedule consisting of the following topics was utilized during the field interviews of respondents:

- I. Respondent's Identification
- II. Demographic Characteristics/Employment and Income
- III. Household Monthly Expenses
- IV. Property Ownership
- V. Residency and Tenure
- VI. Future Plans
- VII. Membership in and Benefits Received from Organizations
- VIII. Perceived Problems and Solutions.
- IX. Values Contributing and Hindering Community Development

X. Perceived Positive Traits that Would Make a Good President of the Philippines

Specification of Variables. The following variables were considered in establishing the demographic and socio-economic characteristics of the urban poor sector:

VARIABLES	INDICATORS
1. Demographic characteristics/ employment and income	-province of origin -household size -number of children in the family -household type -sex, age, civil status of the respondents and household members -educational attainment of the respondents and their spouses; -number of in-school children and of out-of-school children -employment status -main occupation and other sources of income, contributors to HH income -number of working children, youths and adults and their types of work including monthly income
2. Socioeconomic Characteristics	
a. Plans	-individual, family, community and country
b. Health and Nutrition	-ailments/illnesses the household members have -utilization of medical and

c. Housing and Shelter

health services and the service providers

-house ownership

d. Social services

-Awareness of any services to solve community problems; sponsoring agencies of the services, nature of assistance

e. Organization

-membership in community organization; types of organizations; benefits received from the organizations; trainings received and types

h. Resources

-resources available in the community for mobilization to solve community problems

Data Analysis. Measures of central tendency (e.g. means, percentage and frequency distributions, and modes) were used in the analysis of the data including mean rank measures.

Research Findings*

Demographic Characteristics of the Respondents

The demographic characteristics of the respondents include age, sex, educational attainment, civil status and province of origin. The respondents were household heads or their spouses. Since interviews were conducted during the day, the male household heads were not usually available. Consequently, the sex

* All tables are in the Appendix

distribution of respondents shows that majority were females (65%) with at least 35 percent males. Furthermore, the respondents were generally married (92.2%). The majority of the respondents were middle-aged, i.e. 78.8 percent belonged to the 20 to 49 age-bracket. Only 9 percent were elderly (60 to 79 age-bracket). Ninety percent of the respondents had received formal education, having attended either the secondary (45.8%) or the elementary (35.7%) levels. Approximately 18 percent were in college while those enrolled in vocational courses were a limited group (1%). Similar trends were observed among the spouses of the respondents' with regard to educational attainment.

This present study, indicates that close to half (44%) of the respondents were non-migrants, i.e. having indicated origins from Davao City itself. On the other hand, among the migrants, those from the Visayas region constituted the single biggest group (32.5%). Short-distance migrants, i.e. those mostly coming from the nearby provinces within Region XI, ranked second (15%).

Household Profile

Household Type and Size. The majority of the respondents (67.5%) had nuclear-type of families while 32.5 percent had extended families. The present study indicates similar findings with, more than half of the respondents (56%) having five (5) to eight (8) household members (See Table 4). On the average, the respondents had 5.99 household members.

Number of Living Children. While national estimates place the mean number of children in urban poor families at 5.2 in 1985 the present study has a computed mean number of 3.67 living children. Our respondents thus tend to have fewer children relative to the national average. The data further reveal that a significant majority of the respondents (65.8%) had from one to four living children. The 400 respondents taken together indicated a total of 1,417 children in these survey-sites. The children of the respondents were relatively young, with three-fourths (75.5% or 927 children) belonging to the 0-14 age-bracket. The rest (24.5% or 301 children) are older, ranging from 15 to 21 years old. Among the 927 children ranging from 0-14 years old, 58.1 percent were

in-school and 41.9 percent were out-of-school.

Employment and Income

This section provides the various household employment and income-related variables, i.e. focusing on the respondents and their spouses, their children (0-14 years), the youths (15-21 years) and other adults - including contributions by other family members residing elsewhere. Occupations were classified based on Gelia Castillo's occupational categories.⁴ Close to half of the respondents were unemployed (47.5%). Over a fourth of the respondents' spouses (28.5%) were likewise unemployed. Over a third of the respondents (33.7%) and their spouses (40.5%) were regularly employed.

Occupational data revealed a proliferation of respondents engaged in the lower-paying service industry, particularly in trade and commerce activities (32.4%), e.g. vending or selling either as itinerant hawkers, tending "sari-sari" stores, or engaging in such "buy-and-sell" activities as fish, salt and anchovies. Other primary occupational pursuits included those related to farming and fishing (14.8%), manual occupations (13.8%), those related to transportation and communication (11.9%), craftsmen, production-process related works (10%), service workers (9.5%), and clerical jobs (2.8%). A very limited group was engaged in the practice of their own professions (1.9%), including those employed in administrative (1%) and mining-related occupations (0.5%).

Skilled workers (both highly skilled and semi-skilled) were likewise present, e.g. drivers, carpenters, dressmakers or tailors, construction workers, mat-weavers, mechanics, technicians, sawmill workers, furniture-makers, and factory-workers, including teachers.

At the same time, survey findings provided evidence regarding the extent of couples sharing in their income-earning roles within

⁴ Gelia Castillo, *Beyond Manila: Philippine Rural Problems in Perspective*. (Ottawa, Canada: International Development Research Center, 1975)

the household, with more than half (63.8%) of the spouses likewise pursuing various occupations. Again, the single highest group were engaged in trade and commerce activities (21.2%) like vending, "sari-sari" store operations, "buy-and-sell" activities and acting as sales clerks. The second highest group were involved in transport and communications related works (17.6%) such as drivers, welders, mechanics, radio operators and repairmen. Skills and other crafts are likewise present, e.g. driving, carpentry, dressmaking or tailoring, welding, construction, among others.

Sales-related activities provided the main source of household income (22.3%) such as vending, sari-sari stores, sales clerks and "buy-and-sell", followed by manual laborers (17.5%), and farm-related occupations (15.5%). Others mentioned those related to transport and communication (15.2%), services such as

technician and beautician, (9.7%), craft-making and production (6.2%), clerical (4.5%), administrative works (2.3%), practice of profession (2%), and mining (0.3%). These sources of income indicate that the respondents mainly relied on wages and salaries (95.5%). The rest (4.5%) relied on the salaries of their children, financial support from children and pensions.

Only a few of the respondents (30.3%) reported secondary sources of income mainly on sales (57%). The other types of secondary sources of income were services as beautician (13.2%), farming and fishing, and craft making and production related jobs (6.6% each), manual laborers (5%), administrative and managerial (3.3%), transportation and communication (2.5%), as teachers and employed in clerical jobs (0.8% each).

Total Monthly Income from Primary and Secondary Sources. The total monthly income from primary sources ranged from P200 to P9,000, with about half earning between P1,801 to P3,400 monthly (48.7%). They earn an average of P2,404 a month from such sources. On the other hand, the earnings from the secondary sources range from P100 to P6,000 monthly with almost three-fourths (74.4%) reporting income between P100 to P2,460 a month. They earn an average of P1,670 a month.

Child Employment (0-14 Years Old). The research findings revealed a limited number of working children among the

households covered for the study, i.e. one percent or 4 respondents claiming to have children contributing to family income. A total of seven (7) children were reported working at the time of the survey or an average of 1.75 working children per respondent.

These children were employed either as fishermen, vendors of *pandesal* and/or fish and as manual laborers, earning an average of P38 a month.

A total of 37 or an average of 1.3 youths were reported working primarily as service workers (43.2%). Others were employed either as sales workers (29.7%) like fish vendors "sari-sari" store owners, and salesclerks, as transport-related workers and manual laborers (10.8% each) or as fishermen (5.4%). They earned from as low as P100 to as high as P4,500 monthly, with modal income concentrated in the P100-980 income bracket (59.5%). The second largest group earn from P981 to P1,860 monthly (18.9%). They earned a monthly average of P1,110.

Adult Employment. Data findings revealed that less than a fifth (16%) of these households had employed adults residing with them (64 respondents), with a total of 94 or an average of 1.47 working adults per household. The majority of those households with employed adults have at least one (1) working adult (67.2%). These adults worked primarily as laborers (29.8%) or as sales workers (24.5%). The rest in descending order were employed either as office clerks (13.8%), service-related workers, (11.7%), or drivers and factory workers (5.3% each). Administrative workers, teachers, and miners constituted approximately 3.2 percent each.

On a monthly basis, the employed adults earned from P50 (minimum) to P3,500 (maximum), with more than half (69.1%) earning less than P1,800. The computed monthly mean income for these employed adults was P1,496.

Fifty four respondents (13.5%) reported having unemployed adults within their households, i.e. a total of 102 or an average of 1.89 unemployed adults per household. The findings likewise revealed that more than half of the respondents had at least one (1) unemployed adult staying with them.

Monthly Income Contributions by Other Family Members. Less than one-fifth (16.3%) of the total respondents reported having received income from other family members residing elsewhere, i.e. siblings, friends and other relatives. Such contributions ranged from as low as P25 to as high as P6,000 monthly, with the majority receiving between P25 to P1,220 monthly (69.2%). On the average, approximately P1,432 was received monthly as contributions from other family members.

Monthly Household Income. Given the various income sources total mean household income was P3,154. This was significantly lower relative to the NEDA estimates (as of March 1991) that a family of six must earn P3,864 monthly or P46,368 a year to survive. Regional variations in commodity prices and cost-of-living indices provide little consolation. The average monthly income was likewise lower than the poverty threshold (P3,916) established by NEDA as of May 1991 for the whole country. Given the poverty threshold figure for the whole country (P3,864), the research findings revealed that the incidence of poverty among the respondents was 71 percent (or 284 respondents) - a figure higher than the national figure of 60 percent - meaning that almost three-fourths of the respondents failed to meet the daily needs for survival.

Monthly Household Expenses

Comparing the mean household income figures (P3,154) and expenses (P2,804) of these urban poor households, however, suggests the possibility of savings at a monthly average of P350.00 (representing 11 percent of total monthly household income). On the other hand, how do these urban poor households spend their income? What values and priorities are reflected in their mode of expenditures?

Food expenses constituted the single highest expense-item, i.e. 52 percent of the average total household income on a monthly average of P1,623.50. Amortization payments (either for lots, appliances, or other types of loans) ranked second at 38 percent or an average of P1,201 monthly. A sizable portion of the household income are likewise spent on fuel and other energy-sources (at

least P542.7 per month) notably liquefied petroleum gas (LPG), charcoal, kerosene, electricity and firewood, in that order. Still other alternative fuel-sources used are rice husks and sawdusts. Insights into these urban poor's priorities in life are further provided by findings on expenses for leisure and recreation e.g. Christmas holidays, fiestas and birthdays, and money spent for liquor, cigarettes and gambling. These constitute approximately 25 percent of total income or an average of P630.50 per month. On the other hand, monthly expenditures for other basic needs like transportation (P304.90), education (P128.00) and clothing (P111.10) make up roughly 18 percent of total household expenditures.

Appliance and Property Ownership

What tangible and physical assets do these families own? What modes of ownership prevail among urban poor households? Televisions (black and white), tape-cassette recorders, electric fans, sala sets, and cabinets - in that order - were the most popular possessions (ranging from 30% to as high as 41%) among the respondents. To a limited extent, wall clocks, radios and colored televisions were likewise reported. Lot ownership, on the other hand, were claimed by at least 25 respondents and included either residential or agricultural lands (3% each).

Nearly two-thirds of the respondents (61.7%) were local migrants, i.e. 34.5 percent moved from areas within the residence-barangay and 27.2 percent from within Davao City. About 18.5 percent may be considered as original occupants in the survey sites, having claimed they had not lived in any other places. The rest (16.3%) claimed to have resided outside of Davao City - mainly in other regions in Mindanao.

The reasons cited for leaving their previous residence generally suggest the strong "pull"-factor of the cities, i.e. the attractions of the new area given its perceived economic opportunities (26.7%), including opportunities to own a house and lot (10.1%) and change of work (1.2%). On the other hand, "push"-factors are similarly present: the bad conditions of the previous residence (18.0%), eviction/demolition (13.5%), natural calamities (8.3%), and family-related reasons like marriage (6.1%).

Close to half of the respondents (47%) have stayed from one to 90 months in their present residence or approximately 7.5 years. More than half (53%) have stayed in their current residence more than seven years. They resided in their current residence for an average of 156.65 months or 13.05 years. The top-three reasons most cited for staying in the current residence consisted of 1) the opportunity to own a lot and house or at least a place to stay (50%), 2) access to work and other social amenities like education and health (39%) and 3) family-related reasons like living near their relatives (25.0%). Still others mentioned the security provided by the place (8%), or having been convinced by relatives and friends to squat in the area (5.5%), or the area being their place of birth (3%). A common perception is that security of land tenure would easily be the most crucial problem confronting squatters. Survey data, however, revealed that the respondents were divided on the issue. A little more than half claimed they had no fears of being evicted from their current residence (52.5%) while 47.5 percent expressed otherwise. Among those who admitted feelings of insecurity, the predominant explanation cited was either the absence of land tenure or any assurance of ownership, including alternative places to go to (76.3%). Others mentioned the problematic acquisition procedures (10.5%), the constant fear of possible plans and actions by the landowners regarding the place (10%), and government action itself (6.3%). A limited group noted the consequences eviction would have on their livelihood activities (1.6%), including the cost of moving to another area and the lack of unity among residents (0.5% each).

On the other hand, those who claimed to have no fears of eviction mainly explained that opportunities were present for eventual land ownership given their length of stay in the area, the increasing population of squatters, the absence of other claimants and their urgent land-renter status (58.1%). Still others mentioned their land owner's assurance of land use (36.7%), their existing community organizations and the support of PCUP (5.2%), the assurance of government assistance (1.9%), and alternative sites to transfer to in case of eviction (1.9%). Four admitted that they would resist eviction (1.9%) while two others reported that they have not received any notice of eviction as yet (1%).

Despite the insecurity in land tenure and the dangers posed in residing in slum areas, only a few of the respondents (25 or 6.3%) expressed plans to move out of their current residence. Most of those who planned to move out of their current residence however failed to identify where they would transfer to (36%). Those who did, mentioned mainly areas within Davao City (28%) or at least just within the barangay (8%). The rest identified such destinations as Davao del Norte, Surigao del Norte, Region IX, Region X, Visayas (4% each) and Luzon (8%). Such plans of moving from their current residences were mostly influenced by the desire for better job opportunities (40%). Others mentioned their insecurities regarding possible land ownership (12%), opportunities for land-purchases (8%), including the need to be independent from parents (8%) and to have a decent place for their children who are studying (4%).

Respondents responded negatively when asked whether they had ever experienced being relocated. About 95.5 percent had no experience of relocation. Only a few (4.5%) did. Those who were relocated were mostly transferred to the Mandaya Village-Talomo (83.2%), with a limited group to Soliman-Agdao and Mintal (5.6% each). Still others mentioned transferring simply within their barangay (5.6%). Asked about the circumstances which brought about their eviction, the majority pointed to the use of the land for a church-building (83.2%). Other reasons cited were: having lost the case regarding the land-disputes, the area being appropriated by the government, or the area being burned (5.6% each). The majority were relocated in September 1990 (72.0%) while others moved during the period 1972 to October 1990 (28%). Asked what agency was responsible for their relocation, the majority mentioned the church (83.2%), while others mentioned the city government (11.1%).

Health and Nutrition

The majority of the respondents (93.7%) claimed that household members were afflicted with illnesses during the last two years, with the rest (6.3%) claiming otherwise. Some data of this study, however, do not specify the specific diseases. Asked to rank the diseases from the highest incidence to the least within their households during the preceding two (2) years, the respondents

identified the top three ailments as fever, cold and fever, cough and fever for children, young adults, and adults respectively. Such illnesses being symptomatic of pulmonary diseases, research findings suggest the need for such ailments to be diagnosed properly by medical personnel. Other diseases most prevalent among children were diarrhea (Rank "4"), measles (Rank "5"), pneumonia (Rank "6"), bronchitis (Rank "7"), gastro-intestinal problems (Rank "9.5) and malaria (Rank "9.5"). Young adults were most commonly afflicted with diarrhea (Rank "4"), pneumonia (Rank "5"), and gastro-intestinal diseases (Rank "6"). Adults usually had diarrhea (Rank "4"), gastro-intestinal diseases (Rank "5"), hypertension (Rank "6"), tuberculosis (Rank "7") and bronchitis (Rank "8").

The majority of the respondents (84.7%) had availed of various medical and health services, either from the government health center and personnel (68.7%) or from private clinics or practitioners (39.5%). The data further indicated that the health services from the public health centers were more accessible, available and affordable to the majority of the community residents than the private health services.

Organizational Membership

Survey findings showed a high level of organizational participation by these respondents, with more than three-fourths (81.2%) of the respondents belonging to various community organizations and with a total of 475 community organizations identified by the respondents (or an average of 1.46 organizations per respondent). The respondents usually belonged to from one (1) to four (4) types of organizations. More than half (64.9%), though, were members of at least one community association. Others belonged to two organizations (25.5%), with the rest either three (8%) or four (1.5%) organizational affiliations each. Roughly, three-fourths (75.4%) of these were people's organizations. The rest were either non-government (23.8%) and government organizations (0.8%).

Most of the respondents (60.4%) generally belonged to either the urban-poor/ cause-oriented types of organizations, with a

smaller group (22.5%) mentioning religious groups. The rest invariably belonged to either economic-based/income-generating types (5.3%), civic (4.4%), socio-cultural (3.6%), youth (2.9%), political (0.8%), health (0.4%) and land-based (0.2%) types of organizations. On the whole, less than a fourth (20.9%) of the respondents reported having received some form of assistance or benefits from the organizations they belonged to. The other (79.1%) claimed otherwise. The 68 respondent-beneficiaries received mainly either technical (85.3%) or financial assistance (76.5%). Other forms of assistance were materials (32.4%), spiritual development (23.5%), being organized (7.5%), assistance in land-negotiations (2.9%), cooperation (2.9%), gifts (1.5%) and value-formation (1.5%).

A very limited group (53 respondents representing 16.3%) claimed having received some form of training from their organizations, with the majority (83.7%) claiming otherwise. Training activities received were usually in the acquisition of various skills (43.4%) and leadership training (32.1%). The others mentioned marriage enrichment seminars (5.7%), family-planning seminars (5.7%), membership seminars (5.7%), orientation on Community Mortgage Programs (3.8%), community-organizing seminars (1.9%), charismatic seminars (1.9%), drug prevention (1.9%) and loan application seminars (1.9%). The trainings were mainly sponsored by government (43.4%) and people's organizations (41.5%).

Perceived Community Problems

The respondents were asked to select from a list of at least seven (7) types of community problems and to rank such problems according to their perceived urgency, e.g. land tenure, livelihood, water, sewerage/drainage, peace and order, among others. As ranked, the top three major problems were insecurity in land tenure (Rank 1.23), water (Rank 1.92), and livelihood/unemployment (Rank 2.00). The other problems mentioned included poor sewerage/drainage systems (Rank 2.03), peace and order (Rank 2.29), and light (Rank 2.35).

Other community problems mentioned by the respondents in varying degrees were subsequently re-classified as physical/

infrastructure-related, e.g. poor roads, no bridges, swampy/flooded areas, erosion due to high tides/tidal waves, foul smelling canals, lack of any sea wall protection, congested areas and others. The rest were health/sanitation-related, e.g. limited toilets, poor sanitation practices, poor garbage disposal, inaccessibility of a health center, poor health, and a limited supply of medicines; economic-related, as lack of food supply, inadequate capital, and limited fish catch; and social, as lack of unity, rampant gambling and non-ownership of their house.

Given such community problems, what solutions were offered by these respondents? Focusing on the top two mentioned solutions, a variety of recommendations were given: For problems relating to land tenure, the respondents mainly mentioned seeking the assistance of the government/barangay officials (27.7%) and for the organizations to negotiate with landowners to sell their lands to the squatters (26%).

Livelihood/unemployment problems, on the other hand, were likewise perceived as capable of being solved by seeking the assistance of the government (43.4%) while water-related problems were expected to be remedied by putting up a water system (51.1%). Problems relating to light and electricity would hopefully be resolved by requesting Davao Light and Power Company (DLPC), i.e. the Davao City-based electrical company to install light facilities (63.2%). Sewerage and drainage problems may be solved by harnessing the "bayanihan"-system, e.g. organizing the community members to construct canals/dikes (57.1%). Peace and order problems are best resolved by participating in *barangay-tanod* (volunteer neighborhood security forces) activities (38.1%) and by respecting one another (33.3%).

Irregardless of the community problems indicated, survey respondents consistently mentioned manpower, specifically volunteer manual labor, as the most available resource that could be tapped to solve community problems. Varying resources were, however, indicated for solving such problems as unemployment, lights, or those relating to peace and order. Majority of the respondents (62%) are aware of some form of assistance provided in solving the community problems, with 38 percent claiming otherwise. Such assistance generally came from

government organizations (86.2%), with the rest non-government (16.4%) and people's organizations (10.5%). Political organizations served as the single biggest group (29.6%) providing assistance in solving community problems. The rest consisted of religious-types of organizations (19.1%), and land-based groups (10.5%), among others. The assistance provided in solving community problems was generally technical (53.9%), or in terms of material assistance (36.2%). Others mentioned being provided immunization services (28.3%), financial assistance (11.8%), and, to a limited extent, skills development (0.7%).

Future Plans of the Respondents for the Next Five Years

The respondents were asked regarding their plans for themselves, family, community and country for the next five years.

The respondents' individual plans were basically economic in nature, i.e. improvement of their economic conditions (32.3%), security of land tenure/land ownership (17.3%), and employment (14.8%). Other plans mentioned included the provision of a good life for their children and family (5.5%), and the improvement of living conditions as in the improvement of house or appliances owned (3.3%). To a lesser extent, eight respondents expressed their desire for good health (2%) or transferring to other place - e.g. a farm or their birthplace (1.3%). Twenty-four percent of the respondents failed to indicate their plan for themselves at the time of the survey. The respondents further revealed their beliefs that such plans could be primarily attained either by looking for jobs here and abroad (25%), working hard (17.8%), putting up or expanding business (14.8%), and saving money (14.1%).

Asked about their plans for their families, the respondents expressed mainly their desire to send children (including brothers and sisters) to school (63.3%). Such findings may be explained by the general preception that education provides the best opportunities for higher salaries and decent lives. Still others mentioned their desire for improved economic conditions (12.8%) and the acquisition of their own lots and houses (10.5%). To a

lesser extent, other plans cited included the renovation/improvement of their houses (5.5%), putting up/expanding sari-sari store business (3.3%), good health (1.3%), spending on vacation with the whole family in one's birthplace (0.5%), and guiding and teaching children on proper values and unity (0.5%). The strategy most mentioned by the respondents to attain such plans for the family was to apply/look for better jobs (34.4%). The other strategies cited include putting up/sustaining/expanding business (23.7%), hard work (21.9%), and saving money (17.3%), among others.

While the respondents were squatters in the survey sites, most of them (25.5%) expressed of developing their areas, as, for example, through having concrete roads. They likewise planned to improve the economic conditions of the community members by helping them acquire their own houses and lots (17.0%), putting up livelihood projects as "sari-sari" stores and factory (5.8%), and promoting peace and order (5.3%), among others.

The respondents revealed their belief that their plans for the community could be attained through cooperation among all members in various community activities (24.6%), not to mention organizing community members (16.9%), giving little cash donations (9.2%), and helping one another (8.8%), among others.

Data further revealed personal plans as a strategy to realize community plans such as, for example, looking for jobs (2.3%), borrowing money as capital (1.2%), and "beautifying and cleaning my surroundings" (1.2%). Others indicated dependence on the government (18.1%) regarding attainment of their community plans.

The singular most mentioned plan for the country was to maintain peace and order (27%), followed to a much lesser extent by reducing prices of basic commodities and helping recover from economic crisis or improving economic conditions (7.3% each). Other plans mentioned for the country included minimizing graft and corruption in the government (4.3%), developing the nation (2.3%), changing governmental management style or engaging in democratic management (2.0%) - including having a capable and honest president or even a male president (1%).

Again most of the respondents believed that such plans for the country could be attained by fostering unity or cooperation (27.9%). The rest indentified the strict observance of government rules and regulations (20.7%), monitoring or prosecuting corrupt officials (15.9%), and providing employment opportunities (6.3%), among others. The respondents' individual plans were basically economic in nature, i.e. improvement of their livelihood, water, sewerage/drainage, peace and order, and others.

Values Perceived as Facilitating (or Hindering) Community Development

The respondents were asked about values perceived as contributing to community development and those that would hinder such development. On the whole, the respondents mentioned at least 22 types of values that would promote community development, with cooperation (71.8%), unity (46.5%), understanding (18.5%) and the "bayanihan"-spirit (13%) as the four most mentioned values. On the other hand, the respondents indicated even more values - at least 49 - which would hinder community development. The top two most mentioned were misunderstanding (61%) and non-cooperation (39.5%).

Finally, the respondents were made to identify the positive traits that would make a good President of the Philippines based on a pre-identified list. The most mentioned trait was honesty (98%), followed by being public-service-oriented (89.3%) and intelligent (81%). The other traits included being just and decisive (80.3% each). Graft-busting (77.5%), being nationalistic (76.3%), democratic (75.3%), and fearless (74%) were likewise mentioned. To a lesser extent, others identified having good public-speaking skills (64.8%), and having international stature (51%).

Summary of Findings

The majority of the respondents were females (65%), married (92.2%), had formal education (99.8%), were between 20-49 years old (78.8%) and hailed from Region XI (59.0%), particularly from Davao City. The preponderance of female-respondents is attributed to their availability during the survey period, being mostly unemployed and hence in their households.

The majority of the respondents (67.5%) had nuclear families. They had an average of 5.99 household members - such findings being consistent with those of Jimenez (1986) that urban poor families are large with an average of six members per household. They had a total of 1,417 living children or an average of 3.67 per family, a figure lower than the national standard of 5.2. More than three-fourths (75.5%) of the children were in the 0-14 age bracket indicating the predominance of a relatively young population. More than half of these children (58.5%) were in school.

Close to half (47.5%) of the respondents were unemployed due to the high proportion of female-respondents. The employed respondents and their spouses were mostly employed in sales-related works i.e. 32.4 percent and 20.4 percent, respectively, like vending or selling either as an itinerant hawkers or engaged in the typical "sari-sari" stores and other "buy-and-sell" activities. Less than a third (30.3%) reported secondary sources of income, mostly from sales-related works (57%). They earned an average of P2,404 and P1,670 monthly from the main household and secondary sources of income, respectively.

Four household-respondents reported at least seven children as a fisherman, *pan de sal* peddler, fish vendor or manual laborer and earning an average of P38 monthly.

A total of 37 working youths were reported by 29 households, usually as service workers (43.2%) and earning an average of P1,110 monthly.

Similarly, 64 households indicated at least 94 adult workers, usually as manual workers and laborers (29.8%) and earning an average of P1,496 per month.

Furthermore, less than a fifth of the respondents (16.3%) received financial support from other family members not currently residing with them, usually at an average of P1,432 monthly.

Sales-related activities provided the respondents' main source of household income (22.3%). The household earned a monthly average of P3,154, i.e. an amount slightly lower than the P3,864 minimum household income Filipinos must earn to survive. Survey figures further indicated the relatively high incidence of poverty among the respondents, with 71 percent or 284 respondent-households receiving even less than the poverty threshold figures.

Relating the respondents' average monthly household expenditure of P2,804 to the average total monthly household income of P3,154 yields an average unexpended amount of P350 per household (approximately 11 percent of the average total monthly household income).

Food expenses constituted the single highest expense item (52 percent of the average total monthly household income at an average of P1,623.50), with amortization payments (38.1 percent of the average total monthly household income) ranking second. The sizable portion of the income spent for fuel and other energy-sources (17.2%) is likewise worth noting.

The five most mentioned appliances owned by the respondents included black and white television (41%), tape/cassette recorders (38.5%), electric fans (34.5%), sala sets (30.8%), and cabinets (29.5%). Lot ownership among the respondents was minimal (25 respondents or 3 percent).

More than three-fourths of the respondents (326 respondents or 81.5%) indicated having lived in various areas but mostly in areas within the barangays serving as the survey-sites (42.3%). Residential moves were mainly motivated by the "attraction to the new place due to economic reasons and access to work, education and other physical amenities" (26.7%). In a related manner, close to a fifth (18.9%) of these respondents mentioned being "forced out due to (the) bad conditions of (their) previous residence (such) as high cost of rentals and unstable peace and order situations",

among others.

These survey-respondents have resided in the survey sites for approximately 13.05 years on the average. Furthermore, decisions to stay in their current residences have been explained invariably by the presence of "opportunities to own lots, build houses, purchase lot-rights, rent houses" and the "accessibility of the workplace and other social amenities and the desire to stay in the city".

Despite problems relating to the security of land tenure, roughly half of the respondents (52.5%) did not fear any possible eviction mainly due to the "assurances given by landowners regarding the use of the land" (58.1%). Those who feared eviction, on the other hand, mostly expressed their insecurities given their squatter- or renter-status, including the lack of alternative places to go to (76.3%).

Likewise, only a few intended to move out from their current residence (25 respondents or 6.3%). When asked about their possible destinations, most (36%) had no specific places in mind. Furthermore, such desires to transfer residence were mainly influenced by the need to find better jobs (40%).

Finally, less than a fifth of the respondents (18 respondents or 4.5%) had undergone relocation, mostly in the Mandaya Village, Talomo (83.2%) in September 1990 (72%) as initiated by the local parish of the Catholic Church as a church construction site.

There was a high incidence of illnesses (93.7%) reported among the respondents, mostly relating to diseases typical in underdeveloped and depressed areas - usually communicable, infectious, preventable but not controlled and sometimes not diagnosed properly due to poverty. These include fever, cough/cold, and cold/fever among children, youths and adults.

Utilization of medical and health services among the respondents was high (84.7%), usually from the government health centers (68.7%).

There is a high a percentage of organizational membership

among the respondents (81.2%). They were members of an average of at least 1.46 community organizations which were mostly people's organizations (75.4%) especially urban poor organizations (60.4%).

The benefits received from their organizational affiliations, as indicated by only a fifth (20.9%) of the respondents, was mainly technical assistance (85.3%). Trainings, particularly skills training (43.4%), was reported by only 16.3 percent of the respondents.

Land tenure problems (rank 1.23) dominated all other community problems cited by the respondents, followed by water-related problems (rank 1.92). These problems they started, could perhaps be minimized by seeking assistance from the government (26.7%) and installing local water system (51.1%). To help solve such problems, the respondents mainly cited their own manpower resources as the main possible resources of the community.

At least more than half of the respondents (62%) were aware of the various forms of assistance provided to help solve community problems. Such assistance was primarily provided by political type (29.6%) of government organizations (86.2%) in the form of technical assistance (53.9%).

Asked about their plans for themselves, the respondents mainly cited plans of improving their economic conditions (32.3%), either through local or overseas employment (25%).

Family-related plans focused on providing for the education of their children, brothers and sisters (63.3%). Relatedly, they observed that such desires could hopefully be fulfilled by having better-paying jobs (34.4%), putting up, maintaining or expanding business (23.7%) and through sheer hard work (21.9%).

Despite problems relating to lot-ownership, the respondents expressed their desires to develop their respective communities mainly by cooperating in all community activities (24.6%) and by seeking the assistance of the government (18.1%).

Finally, the maintenance of peace and order (27%) ranked foremost among the plans of the respondents for the country.

Similarly, the respondents expressed the belief that these could be attained by fostering unity or cooperation among community members (27.9%) and by adhering to the laws and regulations of the government (20.7%).

While cooperation and unity were the two most mentioned values promoting community development, the lack of cooperation and misunderstanding were regarded as the top two factors which hinder community development.

Implications and Recommendations

The following are the implications and recommendations based on the findings of the study:

A. Policy and Program Issues

1. While survey findings revealed that government agencies were the main providers (86.2%) of services/assistance to solve community problems, collaborative participation of the non-government organizations should be harnessed to improve program implementation. The two sectors should jointly assist the communities in the provision of basic services and opportunities of livelihood.

At the same time, the spirit of cooperativism may be helpful to make the urban poor sector self-reliant and self-sufficient, e.g. as in refraining from availing of loans at usurious rates. Small businesses may be established to augment their income for as suggested by the data findings, most of their income-sources were derived from buy-and-sell activities or sales-related pursuits.

2. As regards their plans for the community, many respondents (25.5%) mentioned area development suggesting the need for the delivery of basic infrastructures and services to the target population.

On the other hand, given the impoverished state of the respondents, their personal plans focused on improving their economic conditions. Such findings suggest programs to improve

the basic infrastructures in slum-communities and those which provide livelihood opportunities along with other services. Unemployed women may be organized and provided opportunities to participate in livelihood activities which do not demand their prolonged absence from their homes.

3. Given the high incidence of poverty (71%) among the respondents, other family members - particularly the children - were forced to work to augment their parents' meager income. This suggests the need for laws that do not hinder children from working but rather protect them from exploitation.

Such situations are but indicative of the dysfunctional patterns of urban growth Davao City and other regional centers are experiencing in the 1990's. Thus, centralized planning and implementation of urban development programs of the government should be reviewed and modified to allow region-based or local urban development planning and implementation focusing on industry, including physical and social infrastructures with a view towards possible inter- and intra-regional linkages.

4. The plight of the urban poor respondents, as evidenced by the high incidence of poverty, insecurity in land tenure and housing needs, among others, is but the necessary consequence of the centralized yet lopsided implementation of development programs. Manila - the country's primate city - benefit the most from such urban policies and programs, overshadowing and effectively offsetting development projects introduced in the other regions through its own large-scale programs, established by both by the public and private sectors. Thus, macroeconomic and growth policies (e.g. infrastructure investments and other public expenditures, private investments particularly those with government participation, urban social services, and policies on multinationals and foreign investments) should be reviewed to effect a more decentralized economic development that will benefit the marginalized sectors of the society in other regional centers. Furthermore, provisions for the use of idle government land, affordable housing programs and massive implementation of the Community Mortgage Program (CMP) are envisioned to assist this marginalized sector of urban areas.

An integrated approach is thus recommended, i.e. specifically designed not only to address the economic aspect of urban life but other equally important areas such as housing, health and nutrition, access to credit resources, education and even the need to organize the urban poor so as to assume greater leverage in dealing with government and private agencies.

5. Given the "push- and pull-factors" of migration e.g. attraction to new places due to economic reasons and access to work, access to education and other physical amenities (26.7%), the poor conditions of their previous residences (18.1%) and the available idle urban private and public land, it is deemed necessary that land policy should be reviewed. Likewise, the Community Mortgage Program (CMP), currently implemented nationwide with the assistance of the National Home Mortgage Finance Corporation (NHMFC), should be strongly supported and enhanced.

Furthermore, these migration factors indicate the need to develop the amenities of the places of origin and to distribute the employment opportunities not only in the city but also on its peripheries.

6. Though more than half of the respondents (52.9%) had no fears of being evicted mainly due to the "assurance of the landowners of the land use" (58.1%), those who feared eviction, cited such reasons as the "insecurity given their squatter-status", "having no other places to go to", and simply being mere renters (76.3%). Such findings suggest the need for local government to review existing urban planning and zoning policies to determine proper, just and equitable land use. Likewise, the government - together with the non-government agencies - should provide affordable housing programs to the squatter-urban poor sector such as low-cost housing.

7. There is a high incidence of illness (93.7%) among the respondents and their family members usually, fever, cough/cold, and cold/fever - which were mostly communicable, infectious and preventable and were not properly diagnosed due to poverty. Given the varied health-related programs implemented by the Department of Health (DOH) and their own problems regarding the availability

of the outreach personnel, the assistance of the private sector should be enlisted. However, clear delineation of their various roles and functions is imperative. Also, the DOH family-based health programs, i.e. teaching households to prevent and treat preventable diseases, should be religiously implemented.

8. The respondents' plans for their family mainly centered on sending children (including brothers and sisters) to school (63.3%). These were perceived to be best attained by applying or looking for better paying jobs (34.4%), putting up, sustaining or expanding businesses (23.7%) and through hard work (21.9%). They would demand the all-out support of government and non-government agencies in providing education (both formal and informal) to these marginalized members of urban society.

9. The survey results pointed out that the general sources of assistance were the government, non-government and people's organizations. This implies the need for coordination and integration of policies, programs and projects among different agencies concerned with the welfare of the urban poor. However, the tasks and functions of these institutions should be clearly defined to avoid overlapping.

10. Given the major top community problems of squatting (due to the unavailability of land and lack of employment opportunities), the creation of alternative employment sites in the urban peripheries and rural areas - similar to an "industry dispersal" or "back-to-the-province" program by the government in partnership with the non-government and people's organizations - may be desired.

11. Given the implementation of the Local Government Code, it is strongly recommended that the collaborative participation of non-government organizations be harnessed and share in this social responsibility through intervention strategies such as:

- a) organization and group-building for squatters as a collective entity so that an association is formed with advocacy and project management capabilities to work for their collective good;

- b) introduction of socialized financing to organized squatters;
- c) implementation of low-cost housing programs and services to address the attendant problem of squatting;
- d) integration of other basic services that answer the needs of the urban poor.

12. Less than half of the respondents' children (41.5%) are not attending school. Thus, youth-centered programs have to be instituted by the government and other concerned agencies.

13. The incorporation of the Community Organizing through Participatory Action Research (COPAR) approach in the program implementation for the urban poor is likewise recommended. This would facilitate the "bottoms-up" approach to development, i.e. allowing the target beneficiaries to understand their situation, plan the appropriate strategies to address the situation and implement the plans in partnership with the program implementors. This is to ensure sustainable development.