

## RECORD OF THE SENATE

MONDAY, SEPTEMBER 2, 1991

ng mga Senador.

### OPENING OF THE SESSION

*At 5:37 p.m., the Honorable Jovito R. Salonga, President of the Senate, called the session to order.*

**The President.** Binubuksan ang pulong ng Senado.

### NATIONAL ANTHEM

Aawitin ng University of the Philippines Staff Chorale ang pambansang awit at *Pag-ibig Sa Tinubuang Lupa*. Pagkatapos ay pangungunahan tayo sa panalangin ni Senador Victor Ziga.

*Everybody rose for the singing of the national anthem.*

*After the singing, everybody remained standing for the opening prayer.*

### PRAYER

**Senator Ziga.**

Lord, on this historic day, we, Your humble servants, commence our task of reviewing the RP-US Bases Treaty. The road ahead is still long.

Grant us the strength and the wisdom to reach a decision that will be beneficial to our country and people. Help us to understand the complex and intricate nature of the issues before us. Guide Your servants to enable us to discern with open minds as we cross the threshold in deciding what is for the good of the country.

The many facets of the issues before us are indications that we need Your divine guidance and help in reaching a wise decision.

All these we humbly ask in Your name.

Amen.

### ROLL CALL

**The President.** Babasahin ng Kalihim ang talaan

### The Secretary.

Senator Heherson T. Alvarez .....	Present
Senator Edgardo J. Angara .....	Present
Senator Agapito A. Aquino .....	Present
Senator Juan Ponce Enrile .....	Present
Senator Joseph Ejercito Estrada .....	Present
Senator Neptali A. Gonzales .....	Present
Senator Teofisto T. Guingona, Jr. ....	Present
Senator Ernesto F. Herrera .....	Present
Senator Sotero H. Laurel .....	Present
Senator Jose D. Lina, Jr. ....	Present
Senator Ernesto M. Maceda .....	Present
Senator Orlando S. Mercado .....	Present
Senator John H. Osmeña .....	Present
Senator Vicente T. Paterno .....	Present
Senator Aquilino Q. Pimentel, Jr. ....	Present
Senator Santanina T. Rasul .....	Present
Senator Alberto G. Romulo .....	Present
Senator Rene A. V. Saguisag .....	Present
Senator Leticia Ramos Shahani .....	Present
Senator Mamintal Abdul J. Tamano .....	Present
Senator Wigberto E. Tañada .....	Present
Senator Victor S. Ziga .....	Present
The President .....	Present

**The President.** Dalawampu't-tatlong Senador ang dumalo sa ating pagpupulong; mayroon tayong korum.

### THE JOURNAL

**Senator Guingona.** Mr. President, I move that we dispense with the reading of the *Journal* of the previous session and consider the same as approved.

**The President.** Is there any objection? [*Silence*]  
The Chair hears none; the motion is approved.

The Secretary will now proceed with the reading of the Order of Business.

### REFERENCE OF BUSINESS

### BILL ON FIRST READING

**The Secretary.** Senate Bill No. 1878, entitled



Bill No. 234 as reported out under Committee Report No. 1397.

The Presiding Officer [Senator Mercado]. Consideration of Senate Bill No. 234 is now in order.

With the permission of the Body, the Secretary will read only the title of the bill, without prejudice to inserting in the *Record* the whole text thereof.

The Secretary. Senate Bill No. 234, entitled

AN ACT TO DECLARE A NATIONAL POLICY AND PROGRAM ON URBAN LAND REFORM AND HOUSING, ESTABLISH THE INSTITUTIONAL MACHINERY FOR THE IMPLEMENTATION THEREOF, AUTHORIZE THE APPROPRIATION OF FUNDS THEREFOR, AND FOR OTHER PURPOSES.

*The following is the full text of Senate Bill No. 234:*

AN ACT TO DECLARE A NATIONAL POLICY AND PROGRAM ON URBAN LAND REFORM AND HOUSING, ESTABLISH THE INSTITUTIONAL MACHINERY FOR THE IMPLEMENTATION THEREOF, AUTHORIZE THE APPROPRIATION OF FUNDS THEREFOR, AND FOR OTHER PURPOSES

*Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:*

SEC. 1. *Title.* - This Act shall be known as the "Urban Land Reform and Housing Act."

SEC. 2. *National Policy and Program.* - It is hereby declared to be the policy of the State to undertake, in cooperation with the private sector, a comprehensive and continuing national program of urban land reform and housing which will make available at affordable cost decent housing and basic services to underprivileged and homeless citizens in urban centers and resettlement areas. The State shall promote adequate employment opportunities for such citizens. In the implementation of this program, the State shall respect the rights of small property owners.

The State shall ensure that urban and rural development shall be complementary and mutually supportive. For this purpose, the State shall adopt such measures which will encourage workers to remain in the rural areas through incentives for rural development, equal employment for workers, and the rational and just sharing of benefits from resources of the State.

In the implementation of the program, the State shall institute an equitable urban land system which shall rationalize the distribution of urban land, prescribe a fair and just retention limit for ownership, and ensure just compensation for seller-owners.

Urban land reform shall include renewal of blighted areas and the just and humane relocation of dwellers. Urban and rural dwellers shall not be evicted nor their dwellings demolished except in accordance with law. No resettlement of urban or rural dwellers shall be undertaken without adequate consultation with the dwellers; the leaders of the communities where they are to be relocated and such other groups or communities to be affected by the resettlement.

SEC. 3. *Land Covered by the Program.* - The program shall cover all urban lands suitable for housing, whether public or private, and regardless of the contractual or other tenurial arrangements between the owners and the occupants thereof; with due regard for the rights of small property owners.

Sequestered lands in the urban areas and all lands suitable for housing which may revert to the State in accordance with Sections 21, Article XVIII of the Constitution of the Philippines shall be deemed to be within the coverage of this Act.

SEC. 4. *Land Not Covered by the Program.* - The following land shall be exempt from coverage of this Act.

1. Land actually used and necessary for national defense and security of the State;

2. Land used or otherwise set aside for government offices, facilities and other installations, whether national or owned by a local government unit or political subdivision;

3. Land used or set aside for parks, reserves for



flora and/or fauna, or otherwise planned to maintain ecological balance or environmental protection;

4. Land designated in national and/or local government plans approved in accordance with existing law to be suitable for purposes other than housing;

5. Land devoted to religious or charitable purposes, school sites and campuses, public or private, and land actually used by small property owners within the just and equitable retention limit as provided under this Act.

#### SEC. 5. *Definition of Terms.*

1. *Consultation* - refers to the provision in Section 9 of Article XIII of the Constitution of the Philippines whereby dwellers to be resettled, leaders of the communities where they are to be relocated, and such other groups of communities to be directly affected the resettlement are provided the opportunity to participate in the decision-making process prior to the adoption of the resettlement plan, before and during the implementation of the relocation dwellers, and even when the dwellers are physically resettled when the issue of basic services to be established in the site or the general welfare of the dwellers resettled are involved. The consultation may be at the initiative of the government, or that of the dwellers and the leaders of the communities where they are to be relocated.

2. *Resettlement Areas* - are identified by the proper government agency, national or local, and will be used to relocate dwellers in urban centers or from blighted urban areas. These areas will be provided the basic services and amenities, including water, electricity or other sources of energy suitable for the site, employment opportunities, or decent housing at affordable cost for the underprivileged and homeless citizens, pursuant to this Act. Site development shall include roads, and other infrastructure essential to meet the basic needs of the dwellers relocated or to be relocated at the identified resettlement area.

3. *Security of Tenure* - refers to the right of the lawful tenant or possessor of land and/or improvements thereon by virtue of ownership or contractual agreement with the owner such as lease or usufruct, to be protected from infringement of such right or from unjust, unreasonable or unlawful

eviction or dispossession.

4. *Small Property Owners* - are those whose rights are protected under Section 9, Article XIII of the Constitution of the Philippines, who own small parcels of land within the fair and just retention limit provided under this Act and which are adequate to meet the reasonable needs of the small property owner's family and their means of livelihood.

5. *Tenants* - are the lawful occupants of the urban land/or improvements thereon pursuant to a lease or other contractual agreement with the owner of said land/or improvements thereon. The term does not include persons whose presence on the urban land and/or improvements thereon are merely tolerated, or whose occupancy is done without the knowledge or express permission of the owner, or who occupy the land or premises by force or intimidation, deceit or fraud, or in violation of the terms of the agreement, or other unlawful means.

6. *Underprivileged and Homeless Citizens* - are those referred to in Section 9, Article XIII of the Constitution of the Philippines who reside in urban centers or resettlement areas, have an income level within subsistence level or below the poverty line, and who do not own homes whether in the urban or rural area. These citizens include those who are: (a) dependent mainly on government assistance or from non-governmental charitable organizations for their subsistence; (b) unemployed, underemployed, or do not have regular employment due largely to their lack of skill, training or education; (c) itinerant workers who, as marginal members of the labor force, receive low wages and/or do not enjoy benefits due regularly-employed workers; (d) slum-dwellers; (e) residing along railroad tracks, sidewalks, waterways or banks of rivers, lakes or seas, cemeteries, dump or garbage sites, or other blighted areas which constitute a hazard to themselves or to the general public; (f) relocated families; (g) rendered homeless due to calamities or the insurgency situation; and (h) living in substandard housing due to lack of affordable decent housing owned or rented by them where they reside or where they work.

7. *Urban Area* - refers to land in a metropolitan political subdivision, chartered city and urbanized municipality.

8. *Urban Land Reform and Housing Program* -



refers to the program mandated in Sections 9 and 10, Article XIII of the Constitution of the Philippines and which is provided for under this Act.

SEC. 6. *Components of the Program.* - The urban land reform and housing program shall have the following components:

1. A system of land acquisition, development, management and disposition which shall facilitate and maximize access of underprivileged and homeless citizens in urban centers and resettlement areas to land for the purpose of housing, basic services, and to promote employment opportunities;
2. A framework plan for ensuring the rational development of urban areas, particularly designated urban centers and relocation areas vis-a-vis other lands adjacent to these centers or relocation areas;
3. A national shelter program of low-cost, decent housing at affordable levels to underprivileged and homeless citizens;
4. An urban renewal and resettlement program, particularly in blighted and slum areas;
5. A land tenure scheme which shall make available several alternatives to underprivileged and homeless citizens to maximize access to decent housing at affordable cost to the greater number;
6. A package of fiscal and other forms of incentives to encourage the maximum participation of the private sector in the urban land reform and housing program;
7. A system for ensuring that unearned increments arising from the implementation of the comprehensive and continuing urban land reform and housing program shall accrue equitably to the government and to those who invest and participate in the Program from the private sector; and
8. Coordination among the National Government Agencies implementing the program, the Local Government Units concerned, and the private sector.

SEC. 7. *System of Land Acquisition,*

*Development, Management and Disposition or Use.* -

1. *Identification of Urban Land for Housing.* The National Government and the Local Government Units concerned shall identify urban lands suitable for housing.

2. *Registry of Identified Urban Land.* As soon as the sites for housing have been identified, the Local Governments and the National Government Agencies implementing the program shall establish a registry. The Registry shall document the various interests existing on the land and/or the improvements thereon, including: the contractual agreements governing the same, the parties to such agreements, existing mortgages or other encumbrances thereon, and such other data or information useful in rationalizing future contractual agreements among the parties in order to guarantee security of tenure.

Local Government shall establish a registry of urban land within their jurisdiction. The National Government shall set up a registry of land under the National Government's jurisdiction and collate data on land registered with Local Governments.

3. *Registry of Small Property Owners.* Small property owners may register their urban land and give notice that they shall retain the same or that they are voluntarily selling the land. Small property owners shall be entitled to the retention of what is just, reasonable and fair for their residence and for the livelihood of their family.

4. *Acquisition of Land for Housing.* Housing shall first be provided on public land available for the purpose. Acquisition of public lands shall be prioritized according to which land are owned or in the possession of the government, lands provided with basic services and amenities, and sites where employment opportunities are already available. Only when public lands are not available, will private lands be acquired for housing.

The government shall provide financial and other forms of assistance to enable the underprivileged and the homeless to acquire ownership of land and/or the improvement thereon, should the owner voluntarily decide to sell or transfer the same. Land acquisitions arrangements shall include, among others, land exchange of public land for private land, donations to the government by the



private sector; only when other arrangements have been exhausted should the government expropriate private lands to be used for housing and sites and services: *Provided*, That small parcels of land owned by small property owners shall not be subject to expropriation if within the just and reasonable retention limits provided under this Act.

4. *Disposition of Land.* The Government shall make available alternative schemes for the use or disposition of land and houses thereon to underprivileged and homeless citizens. Preference shall be given to schemes which enable the Government to retain ownership and/or control over lands acquired for housing vis-a-vis transfer of absolute ownership to those who will be given housing under this Act. The Government should retain control over the land until the amortization thereon have been paid and the occupants have been prepared to assume the responsibilities of a home and lot owner. No house or lot shall be transferred to another by a grantee-occupant until the full ownership thereof has been transferred to said grantee-occupant by the government; nor shall housing site grants be subject to lease to another person. Violation of the conditions of a housing site grant shall result in the loss of the site and the amortizations paid thereon paid to the said violation.

Schemes other than transfer of ownership of housing site grants include: leasehold tenure, leasehold with option to purchase, or variations of transfer without ownership to the land and house.

SEC. 8. *Framework for Rational Development.* - The National Government Agencies implementing the program and Local Governments concerned shall prepare development plans for the areas identified as urban land reform and housing sites. The framework plan shall conform to the regional and local development plans for the urban areas and shall include development control regulations including: zoning, subdivision and building regulations, infrastructure construction and maintenance, roads and waterways, traffic engineering and management, public safety and sanitation and other basic services. The overall urban reform and housing development plan for the region and for the specific chartered city, urban municipality or metropolitan political subdivision shall be approved by the appropriate regulatory board in accordance with existing laws. Any major changes in the regional or local

government plan shall require the prior approval of the appropriate regulatory board which approved the original regional or local government plan.

SEC. 9. *National Shelter and Housing Program.* The urban land reform and housing program shall be undertaken within the framework of the National Shelter and Housing Program of the government which requires that housing assistance shall be primarily directed to the lowest thirty percent (30%) of underprivileged and homeless citizens. The shelter program for urban areas include the construction of core housing units and installation of the required basic services infrastructure for water, electricity or energy source, drainage, sewerage and flood control, roads, and waterways, if appropriate.

SEC. 10. *Urban Renewal and resettlement.* - The urban land reform and housing program shall include urban renewal of blighted and slum areas, relocation of dwellers pursuant to law and a just and humane approach, and technical or other assistance to private developers engaged in low-cost housing.

Relocation and resettlement of urban dwellers or the homeless from their existing places of residence shall be undertaken only where the on-site and sites and services projects are not practicable.

Consultations will cover sites, services to be delivered prior to and during relocation, guidelines on determination of relocatees, and other matters which need to be decided so that relocation or demolition of dwellings will be just and humane.

SEC. 11. *Balanced Housing Development.* - To the extent possible, the urban land reform and housing program shall include a system whereby for every three units built by the government or the private sector for the lower and upper middle-income group, one unit shall be built for the underprivileged and homeless citizens.

Twenty percent (20%) of the amount allocated for housing for the lower and upper middle-income group shall be spent for the underprivileged and homeless citizens by both the public and private sectors.

SEC. 12. *Role of the Non-Governmental Organizations.* - The government in planning and implementing the urban land reform and housing



program shall consult not only the beneficiaries of the housing program, but other non-governmental organizations whose objectives and programs are related to or intended to improve the well-being of the underprivileged and homeless citizens in urban areas and resettlement sites.

The government shall promote, encourage and provide assistance to the underprivileged and homeless to form their own organizations to manage their subdivisions or places of residence as well as form a homeowners' association. A majority of the members of the governing board of directors of the organization shall be residents of the subdivision or places of residence of these members.

SEC. 13. *Department of Urban Land Reform and Housing.* - There is hereby created a Department of Urban Land Reform and Housing headed by a Secretary. The Secretary shall be assisted by an Undersecretary for Urban Land Reform and an Undersecretary for Housing. The Department shall be the primary agency, together with the local Government Units concerned, in planning, implementing, and coordinating the activities related to the policy and program provided for under this Act.

SEC. 14. *Funding Sources.* - The sources of funds for the implementation of this Program shall be derived from, among others, (a) the twenty percent (20%) ad valorem tax on log exports under Letter of Instruction 932; (b) one percent (1%) of the real property tax to be derived from the special education fund; (c) proceeds from the sequestration of lands, properties and businesses of the deposed regime; (d) other sources as provided by law.

For the initial operations of the Program the amount of Fifty million (P50,000,000) is hereby authorized to be allocated from existing and sequestered funds and made available as seed capital for 1988. Thereafter, such amount as may be needed to implement this Act shall be provided for in the annual appropriations act.

SEC. 15. *Rule-Making Powers.* - The Department shall promulgate rules and regulations to implement this Act and set guidelines for land acquisition, urban land retention, determination of beneficiaries, and other matters necessary to implement this Act. Rules and regulations shall be

promulgated after public hearings and shall take effect upon completion of publication in at least two national newspapers of general circulation.

SEC. 16. *Penalties.* - For the violation of provisions of this Act or for violation of Rules and Regulations issued by the Department pursuant to this Act, the fine shall be not more than Twenty thousand pesos (P20,000) and/or cancellation or suspension of the judicial entity to continue operations in the construction of housing and other activities related to urban land reform and housing. Where the violator is a corporation, partnership or association, the penalty shall be imposed on the president or managing partner/director and/or responsible officers thereof.

SEC. 17. *Compliance Monitoring.* - The Department is empowered to investigate or inquire into any existing transaction or situation related to urban land reform and housing, whether by the government or the private sector; and to require enforcement of the provisions of this act or compliance with Rules and Regulations. For this purpose, it may call upon the national police or the constabulary to assist the Department in the investigation or to require enforcement of Department Orders.

The Department may also order the cancellation or titles, contracts or housing site grants or any other benefit issued under this Act upon a proper showing of a violation of the conditions required by the law or by the grant of the housing site.

SEC. 18. *Operations and Personnel.* - The Department Secretary shall issue appropriate orders and directives for the operations and personnel of the Department which are necessary for the implementation of this Act, subject to existing rules and regulations of the Department of Budget and Management, the Civil Service Commission and the Commission on Audit.

SEC. 19. *Separability Clause.* - If for any reason, any provision of this Act is declared invalid or unconstitutional, the remaining provisions not affected thereby shall continue to be in full force and effect.

SEC. 20. *Repealing Clause.* - All laws, decrees, orders or regulations or parts thereof inconsistent



with this Act are hereby repealed or modified accordingly.

SEC. 21. *Effectivity Clause.* - This Act shall take effect upon its approval and completion of its publication in at least two (2) national newspapers of general circulation.

**Senator Guingona.** I ask that we recognize Senator Lina to sponsor the bill.

**The Presiding Officer [Senator Mercado].** Senator Lina is recognized.

**SPONSORSHIP SPEECH OF SENATOR LINA  
(Isulong ang Pagpapatatag ng Programa sa  
Pagpapaunlad-Kalunsuran at Pabahay  
Pampamayanan)**

**Senator Lina.** G. Pangulo, mga minamahal at giniliw kong Kasamahan dito sa Senado:

Sa nakaraang tatlong linggo, marami po tayong mga kababayang nagpupunta rito sa Senado at kinakausap ang bawat isa sa atin para maipasa na natin itong panukalang-batas na magpapatatag ng "Programa sa Pagpapaunlad-kalunsuran at Pabahay Pampamayanan." Marami po sa ating mga maralitang taga-lunsod ang nasa labas ng Gusaling ito ngayon. Palagi po silang pumupunta rito at humihingi ng kalinga kahit na matindi ang init ng araw at malakas na pagbuhos ng ulan.

Dalawa po ang pangunahing reporma na tuwirang kaugnay sa lupain ng bansa ang itinatadhana ng Saligang-Batas. Ito po ang repormang pansakahan at reporma sa lupang kalunsuran. Maaaring lupa ang pinakamahalaga at may hangganang likas-yaman ng ating kapuluan. Umaayon lamang sa mga batayang karapatang pantao na maipamahagi ang lupa--pamamahagi na walang kinikilingan at makatarungan sa mga mamamayang Pilipino. Ito po ang magiging matibay na muhon ng pagkalinga natin sa sambayanang Pilipino. Ipinapatupad na ang programa sa repormang pansakahan at nagbubunga ng mga pagbabago sa mga sakahing lupa. Saklaw naman ng pagpapaunlad sa mga kalunsuran ang pagmamay-ari ng lupa sa mga lupang urbanisado at magiging urbanisado. Kaugnay din dito ang maselang usapin ng pabahay pampamayanan o *social housing* para sa mga hikahos na

pamilya, lalo na yaong saklaw ng tinatawag na *poverty threshold*. Anupa't hinihingi ng mga tumitinding kalagayan na ipatupad na rin sa bansa ang reporma sa lupang kalunsuran or *urban land*.

Ang panukalang-batas na hangad nating itangkilik ngayon ay nagsasaad ng isang pambansang patakaran o *policy* at bubuo ng isang pambansa, malawakan at patuloy na palatuntunan sa *urban land reform* at pabahay sa mga walang tahanan at sa mga higit na nangangailangang maralitang taga-lunsod.

Bakit po natin kailangan ng isang palatuntunan sa pagpapaunlad-kalunsuran at pabahay pampamayanan o iyong tinatawag sa wikang Ingles na *Urban Development and Housing Act*?

Sa may 61 milyong Pilipino na kabilang sa 11 milyong sambahayan, aabot sa humigit-kumulang 50 porsiyento ang saklaw ng karalitaan o nasa *poverty threshold*. Iniulat na mahigit tatlo sa bawat sampung naninirahan sa Metro Manila ang hikahos. At hindi na rin maipagwawalang-bahala ang mga maralita sa iba pang rehiyon ng bansa. Six out of ten households sa Kabikulan, Kanluran, at Silangang Kabisayaan ang disapat ang kita para tustusan ang anim na kataong pamilya. Noon pa pong 1988 umiiral ang ganitong masaklap na kalagayan sa ating bansa.

Sa ngayon po, matapos ang malaking pagkasalanta mula sa pagsambulat ng bundok Pinatubo, pati na ang pagdaluhong ng lahar sa maraming lugar sa Luzon, tiyak na lalala o iigting ang paghihikahos sa mga naturang lugar.

Idagdag pa po natin dito ang magkakasunod na trahedyang humaplit sa sambayanan, ang magkakasunod na lindol at bagyo ng 1990 na pinalubha pa ng pagputok ng bulkan, tuluyan nang nasaid ang ating inilalaang bahay para sa mga maralita sa mga kanayunan, maging sa mga maralitang taga-lunsod, at ikinalugmok naman ng kabuhayan ng mga entrepreneur na dating may panustos sa kani-kanilang pamilya.

Aabot sa halos 44 bahagdan ng kabuuang mahigit na 60 milyon ng pambansang populasyon sa 1991 o 27 milyon ang mga taga-lunsod--mahigit sa 13 milyon sa kanila ang tinagurian nating maralitang taga-lunsod. Sa



may halos limang milyong sambahayan sa ating mga lunsod, or five million households in the cities, tinatayang halos tatlong milyon ang hindi makatugon maging sa mga pangunahing pangangailangang pansarili at pampamilya.

G. Pangulo, higit lalo po nilang kailangan ngayon ng lupang matitindigan ng kahit isang dampa man lamang at pagkakaroon ng marangal na hanapbuhay. Masaklap pong isipin na sa ngayon ay libu-libong pamilya ang ni hindi na kumakain ng tatlong beses isang araw. At kapagka ganitong napakasungit ng ating panahon, paano na kaya ang mangyayari sa ating mga kapwa Pilipinong ni walang tahananang sapat masisilungan upang magsilbing kanlungan laban sa karahasan ng tao at haplit ng mga unos na likha ng kalikasan?

Noong 1985 o anim na taon na ang nakalilipas, umaabot sa halos dalawang milyong pamilyang tagalungsod ang kumikita ng kulang sa P30,000 santaon--na sadyang kapos para makapangupahan ng isang mainam na tirahan o makabili ng sariling bahay at lupa.

Ang mga nabanggit na masaklap at busabos na kalagayan ng ating mga kababayan ang nag-udyok sa inyong abang lingkod upang igiit ang pagpapatibay ng panukalang batas na ito, ang Senate Bill No. 234, na magiging unang hakbang para maisakatuparan ang reporma sa lupang kalunsuran at mabigyan ng pagkakataong magkaroon ng bahay ang mga hikahos at maralitang pamilya mula sa lungsod.

Batay po sa pakikipagsangguni ko sa mga manggagawa at sa kani-kanilang mga pamilya, lalo na sa mga manggagawang nangingibang bansa, lumilitaw na ang matinding dahilan kung bakit nangingibang-bansa ang mga ama o ina ng tahanan, o maging ng kanilang mga anak, at iniwanan ang kanilang pamilya ay upang magkaroon ng bahay at lupa. Nadarama nila, at aaminin nating tumpak sila, na sa antas ngayon ng implasyon at sa hina ng kita, hindi matutupad ang kanilang pangarap na magkaroon ng bahay at lupa kung hindi lalabas o aalis ng bansa.

Nabanggit po natin ang implasyon. Lalo pa pong tumaas mula sa pambansang antas na halos 19 bahagdan nitong Marso, 1991. Ang umiral namang antas sa Metro Manila ay 22 porsiyento habang 24 porsiyento sa Kanlu-

rang Kabisayaan na gaya po ng nasabi ko kanina, may pinakamataas na antas na umiiral sa kahirapan--tatlo sa bawat limang pamilya ang naghihikahos.

Mga Kasama, nagtutulak ang karalitaan sa milyunmilyong manggagawa at propesyonal para mangibangbansa. Sanhi rin ito ng patuloy na migrasyon sa mga lugar na hitik sa populasyon, lalo na sa mga higit na urbanisadong lunsod at munisipalidad.

Sa ngayon, maaaring umabot ang bilang ng mga iskwater sa 20 porsiyento ng populasyon sa loob ng Metro Manila; mula 10 hanggang 15 porsiyento naman sa mga karatig pook. Nasasaksihan natin araw-araw ang pagsulpot ng tila kabuteng kidlat na mga ilegal na konstruksiyon, mga pamilyang tumitira sa mga kariton, mga pamilyang naninirahan sa mismong kalsada habang ang kanilang mga paslit na anak ay kalaro ng samut-samot na panganib. Mailipat man sila sa mga relocation areas, napipilitan ding bumalik dahil sa kalayuan ng kanilang pinamamasukan. Kaya, paulit-ulit na magiging saksi tayo sa pagsiklab ng karahasan, pagdaloy ng dugo at panlulumo sa bawat demolisyon ng kanilang mga itinayong tahanan sa ibat't ibang sulok ng mga lungsod.

Pinagtibay po ng Senado nitong nakaraang taon ang Abot-Kaya Pabahay Fund. Matagal nang ipinapatupad ng mga pambansang ahensiya sa pabahay ang Community Mortgage Program. Nakapaloob naman sa mapagtitibay na Local Government Code ang pagbibigaykapangyarihan sa mga local government units upang magsagawa ng mga proyektong pabahay sa iba't ibang pamamaraan para sa kani-kanilang saklaw na mamamayan.

Ngayon naman po, inihaharap namin ang panukalang-batas na ito na magiging katuwang ng programang Unified Home Lending Program, ang pinagsanib na pagpapautang para sa pabahay ng Pamahalaan, at magiging katuwang din sa pagpapatupad ng Abot-Kaya Pabahay Fund, pati na sa pagpapalaganap ng pag-uugnay ng mga ahensiyang naglilingkod upang mapasulong ang kaunlaran sa mga kalunsuran at pabahay pampamayanan.

Mananatiling nakapinid at may balakid ang landas tungo sa mainam na pagpapabahay, pagkakaloob ng mga pangunahing paglilingkod-bayan para sa mga kulangpalad na taga-lungsod, at pagbibigay ng sapat na



hanapbuhay. Ang panukalang-batas pong ito ang magagamit na susi upang mabuksan ang nakapinid na pinto at maiwaksi ang balakid na matagal na nilang inaasam-asam na mawala.

Sinasaklaw po nito ang mga lugar na urbanisado at magiging urbanisado na angkop para sa pabahay pamamayanan, kabilang na ang mga tinukoy na areas for priority development, zonal development sites, slum improvement and rehabilitation sites at iba pang kauring lugar na maaaring ideklara ng Pangulo ng Pilipinas na saklaw ng programa.

Hindi ko na po ilalahad ang mga bahagi o components ng programa. Ito po ay nakasaad sa ating panukalang batas.

Habang idinudulog ang pagtangkilik sa panukalang-batas na ito, dumadagsa naman ang mga mungkahi mula sa iba't ibang sektor, kabilang na ang Task Force ng mga maralitang taga-lungsod at ng mga taong nakauunawa sa mga usapin hinggil sa real estate at pagmamay-ari ng lupa upang lubusan nating maisaalang-alang at mapahusay pa ang panukalang batas na ito.

Atin po ring inilagay sa panukalang-batas kung saan tayo hahanap ng pondo upang matustusan ang isang malawak na programang pambahay para sa ating mga kababayan. Naniniwala tayo na sa pamamagitan ng pabahay pamamayanan at pagpapaunlad ng lupa ay lubos nating mapapasigla ang pagsasalin ng higit pang poder sa mga local government units na siyang itinatadhana ng mapagtitiyap na Local Government Code.

G. Pangulo at mga minamahal kong Kasamahan, patungo na tayo sa ika-21 siglo at naniniwala tayo na matututuhan din natin ang angkop at makatwirang pag-aari at paglalaan sa ating mga lupain. Ang panukalang-batas na ito, Senate Bill No. 234, ang sagot ng ating Senado sa malawak na problema sa pabahay sa ating bansa na ngayon ay dinaranas ng milyon-milyong maralitang taga-lungsod.

Inihahain ko po ito sa ating Senado at nawa, sa tulong ng Poong Maykapal, ay mapagtibay natin ang Senate Bill No. 234, ang unang hakbang upang mapalaya natin ang maralitang tagalungsod sa balon ng kahirapan, lalunglalo na iyong mga walang lupa at bahay.

Maraming salamat po, at nagpapasalamat ang maralitang taga-lungsod. [*Applause*]

**The Presiding Officer** [Senator Mercado]. The Majority Floor Leader is recognized.

#### SUSPENSION OF CONSIDERATION OF SENATE BILL NO. 234

**Senator Guingona.** Mr. President, I move that we suspend consideration of this measure.

**The Presiding Officer** [Senator Mercado]. Is there any objection? [*Silence*] Hearing none, the motion is approved.

**Senator Guingona.** We were supposed to call for the Dangerous Drugs Act but in view of the fact that both Proponents are tired, we are moving it for tomorrow instead.

#### BILL ON SECOND READING Senate Bill No. 1861--Synchronized Elections (Continuation)

So, I move that we resume consideration of Senate Bill No. 1861, as reported out under Committee Report No. 1373.

**The Presiding Officer** [Senator Mercado]. Resumption of the consideration of the measure is now in order.

**Senator Guingona.** We are still in the period of interpellations. I ask that we recognize Senator Gonzales.

**The Presiding Officer** [Senator Mercado]. Senator Gonzales is recognized.

Are there any other questions or interpellations on this measure? [*Silence*]

**Senator Guingona.** I was just wondering, if the Sponsor will agree that we terminate the interpellations with the understanding that interpellations will be allowed during the period of amendments. Anyway, we are consolidating all the amendments we talked about in the caucus.