

HISTORY OF PLANNING IN THE PHILIPPINES

BARANGAY COMMUNITIES

Pre-Hispanic Filipinos were predominantly migrants of Malayan and Indonesian stock. The communities settled as separate kinship groups within their defined territories that obtained the character of villages.

Their houses were therefore, scattered singly or in small cluster along river shallow water. Prior to the coming of Spaniards in the 16th century, a few villages were becoming what reed termed as supra-barangays. Notable among those were the settlements of Manila and Cebu. In the case of Manila, it already had a homogeneous population of 2,000 inhabitants at the Rajah Soliman-a bamboo barricaded town resisting Dutch and Chinese invaders. It was razed to the ground in the battles between the native and a Spanish Exploration in 1570. It was soon to be rebuilt and made the center of Spanish colonial activities.

COLONIAL YEARS

By the middle of 16th century, the archipelago experienced its exploitation by a European colonial power and for over the centuries, Spanish molded and cripples the island with its hard policy of Gold, Cross and Sword. It will be noted that religion and the Spanish government based on economic exploitation determined the settlement patterns in the islands.

The Spanish form of settlement provided for effective control of the pueblos (town). The natives were introduced to the gridiron arrangement – plaza complex. The dominant structures were the church and the town hall around the town plaza. Streets were laid out so as to provide a continuous route for religious processions. Around the edifice revolved the residence of the Spaniards, the principalia and the masses. The clergy learned from the resettlement projects in Hispanic America that compact villages provided a framework for rapid Christian induction and societal organization.

From a Gamboa-barricaded outpost, Manila turned into Intramuros, a fortified walled city. As the city took its place in the economic scheme of the galleon trade several pattern of decentralization and locality concentration came into being south of the city a group of wealthy Filipinos occupied the settlement of Malate and soon Japanese settlers were found in San Miguel and Paco. By 1650, approximately 15,000 Chinese occupied Parian, the settlement relegated to them by the Spaniards more than 7,000 Spaniards lived in Intramuros and 20,000 Filipinos settled throughout the outlying sectors. Towards the end of the 19th century, road building programs were initiated by the Spaniards government. The Manila-Dagupan railway lines was constructed

Similar other settlements were built by the Spaniards throughout the island. Fort Del Pilar in Zamboanga, Davao, Ilocos, Visayas, etc.

AMERICAN ERA

The American were able to do a lot more than the Spaniards for the physical and political development of the Philippines in less than 5 decades. The Americans saw the urgent need for guiding the urban growth and physical development of the country. They concentrated in planning cities where growth was inevitable.

In 1904, Daniel Burnham together with Pierce Anderson, surveyed Manila, Baguio and other Cities. By this time Manila submitted in 1905 included the ff:

1. Development of the waterfront of recreation of parks and parkways so as to give the proper means of recreation to every quarter of the city;
2. Street system securing direct and easy communication from one district to another;
3. Location of building sites for various activities;
4. Development of waterways for transportation;
5. Summer resorts

The plan was accepted and the office of consulting architect was created the following year by Phil. Commission Act. #1495

THE PHILIPPINE GOVERNMENT

Like other countries the problem of housing, health and sanitation became the preoccupation in the field of planning. The People's Homesite Corporation date to become PHHC now NHA purchased 1,572 hectares. For Php 2 million in Quezon City. The different housing project including the UP site was part of this area.

The 1939 census gave 623,997 as the population of Manila. The National Parks Office was creation of President Quezon with the help of Louis Croft. The American adviser on National parks and land planning served Quezon, Osmena, Roxas and Quirino.

Then came the outbreak of the Second World War. Four-fifth of GMS (Greater Manila Area) was destroyed. Manila was converted into one "giant slum". To arrest the housing problem. Roxas instructed the national Housing Commission in 1946 to built houses for the US-Phil. War damaged commission The National urban planning commission was also created during that same year. It had the purpose of preparing general plans, zoning ordinances and subdivision regulations for was devastated areas, a real property Board was also created to attend to real estate problems resulting from the plan implementation NUPC in Manila in 1947.

In 1950, Pres. Quirino created the National Planning Commission-Absorbing the NUPC, CCPC, and RPB. The new agency was intended for more integrated planning for both urban and regional areas at a greater efficiency and economy.

NPC prepared a master plan for Manila, which was submitted, to President Magsaysay in 1954. The Plan has the ff. objectives;

1. Make Manila a convenient and ideal place to live, play and own;
2. Remedy the critical traffic congestion and at the same time provide for anticipated traffic needs;
3. Prevent overcrowding of population;
4. Use land to the best advantage and bring order and reason the present undesirable mixture of homes, stores and factories;
5. Distribute equitable the much needed elementary schools and playgrounds;
6. Protect and promote healthy property values; and
7. Utilize existing improvement as much as possible.

ORIGINS OF MODERN TOWN PLANNING

Growth of the Industrial Town

Increase in population brought about the fall in death rate which was notably below the birth rate for the time.

Effects of economic change on urban and rural communities which took place between 1760 and 1780.

It is in relation to the new transport system (locomotive) and to the expanding commercial activity that the unprecedented growth of certain towns must be viewed. It was in these towns that the main trade routes conveyed and they were the financial and administrative pivots of the new economy.

During the famine of 1797, Malthus put forward his population theory which demonstrated the uselessness of all laws for the relief of the poor, and in 1817, Ricardo published his treatise on political economy advocating the abolition of custom and excise.

“The origins of modern town planning are thus to be sought at the moment in time when circumstances had sufficiently not only to cause the discomfort but also to provoke the protest of the people involved. Historical discussion must at this point extend beyond such matters as the patterns of settlement to embrace the social problems of the time, thus demonstrating how modern town planning should be regarded as an integral part of the general attempt to extend the potential benefits of the Industrial Revolution to members of all classes, and emphasizing the inevitable political implications inherent in what might appear to be a purely technical field”.

RATCLIFFE – Introduction to Town and Country Planning

Town Planning – Art and science of ordering the use of land and siting of buildings and communication routes so as to secure the maximum practicable degree of economy, convenience and beauty.

It is concerned with providing

- the right site
- the right time
- the right place
- the right people

Planning is a reconciliation of social and economic objectives of public and private institutions. It is the allocation of resources, particularly land, in such a manner as to obtain maximum efficiency, while paying heed to the nature of the built environment and to the welfare of the community.

Planning is the art of anticipating change and arbitrating between the economic, social, political and physical forces that determine the location, form and effect of urban development.

In a democracy, it should be the practical and technical implementation of the people's wishes operating within a legal framework, permitting the manipulation of the various urban components such as transport, power, housing and employment, in such a way as to ensure the greatest benefits to all.

The Practice and Problems of Town Planning

The traditional role controlling and allocation the use of land among competing activities have been substantially enlarged to take account of social and economics factor. In addition, he is expected to assist in the selection of over-all goals for the welfare of the community at the policy-making level of the local government, and in the organization and management of the local government itself.

These wide terms of reference calls for specials skills and present many problems:

1. Professional planner attempts to direct, guide and influences the formulation of a plan and exert pressure to gain acceptance and implementation. He is charged with discovery, examining and acting upon the wishes of the lcal community and translating their dictates into a feasible plan through the application of professional skills, techniques and judgment. He is therefore a **master** and **servant**.
2. Expected to undertake a comprehensive appraisal and detailed analysis of all related to the physical environment. At the same time he must grapple with transport, housing, education, commerce, recreation and consider the in their economic, social and physical contexts bearing in mind their national and regional as well as local connotations. The planner is made both a **generalist** and **specialist**.
3. He is repeatedly confronted with problems of poverty, deprivation, unemployment. Yet he is forced to reconcile these contentious and controversial long term aspect of planning with short term financial and political expediency. He is thus asked to provide both social and **economics planning** expertise.
4. The planner is presumed to possess taste and judgment in aesthetic and environmental matters. He is asked to bridge the gap between the **arts** and **sciences**;
5. the planners accredited skills is that of communication – between planner and the planned; professional and the politician; one department and another; form one scale of operation to another. He is therefore portrayed as both **articulate** and **esoteric**.

PLANNING THEORY IN THE 1980's

Webber -- A Difference Paradigm for Planning

The most commonly accepted notion of planning is something like, i.e., that organized societies can rationally and scientifically engineer future history, thus to guarantee progress and to assure that the public interest will be served.

Effective style of planning does not call for plans that present right answers, rather it calls for procedures which might help plural politics reach decisions in acceptable ways. Planning would become an integral aspect of governing, rather than a separate function of government.

Its special tasks would then be to --

- ⇒ Help assure that all parties' voices are heard
- ⇒ Available evidence, theory and arguments are weighed
- ⇒ Potentially useful options are considered/evaluated
- ⇒ Latent consequences and their distributions among the many public are identified and assessed.

A Planner's role is a facilitator of debate, rather than as a:

- Substantive expert
- Writer of constitutions
- Formulations of procedural rule that foster effective deliberation / argumentations
- Skills are essentially cognitive
- Seeks to draw out implications
- Provoke contention among potential consequences and implications
- Mediator
- Teacher
- Inventor

P201 - FUNDAMENTALS OF PLANNING: EVOLUTION OF TOWNS / CITIES

Urban Planning usually deals with physical, economic, social and political conditions that have been in place for a long time. Planners must protect what is good about cities while attempting to plan for growth and change. That is why a fundamental knowledge of history is very important.

Urban planning has been evolving as an “art” and “science” for almost 6000 years.

LEGACY OF THE PAST

The basic knowledge and practice of urban planning has had a long evolution from the earliest known planned cities in Egypt and the Tigris-Euphrates Valley to the new towns in the United Kingdom and the USA.

ANCIENT WORLD

Urbanization began around 4000 B.C. in the area of the Fertile Crescent, which stretches from the Nile Valley to the alluvial plains of the Tigris and Euphrates Rivers.

Urban planning began with the development of city-kingdoms by the Sumerians of Assyria. These warrior-kings built cities that were both fortress and marketplaces for the agricultural products of the surrounding lands. Most cities had large populations, anywhere from 3,000 to 5,000 people.

One of the earliest cities was Babylon (about 55 miles south of modern-day Baghdad, Iraq). Originally built like other Sumerian cities of the Bronze Age, it reached its legendary greatness when **Nebuchanezzar II** had it rebuilt during the sixth century B.C. The new city followed a regular street plan. The temple and tower remains at the center.

The only other known cities of the Bronze Age were planned and built along the **Indus Valley** (what is known as **Pakistan**) and the Yellow River Valley of China. These cities had some advantages associated with their great rivers being the primary factors in their location.

The Greeks' western culture began on the island of the Aegean Sea and grew with the settlement of Greece by the northern people. In the fifth century B.C. there emerged an outstanding urban planner – **Hippodamus**. Trained as an architect, he developed the first theoretical basis for physical planning in cities. He proposed the need for a rectangular street system (gridiron pattern) to give a geometric form of urban spaces. Residential blocks were designed to enable the houses to be serviced and to ensure their accessibility to the public buildings and spaces. He also developed the concept of an **agora**, a central marketplace laid out along rectangular lines. It became the city's commercial business center. His planning philosophy and designs were used extensively in Greek colonial towns and city states, such as Miletus and Priene.

By 400 B.C., Athens had grown to be a city of 40,000 citizens plus 100,000 slaves/foreigners. Hippodamus maintained that only the capital city should be this large and theorized that cities should ideally have no more than 10,000 residents, because of hygiene and capability to provide food and water. It is the first known example of physical limitations of growth in urban planning.

The flight of wealthy city residents to their villas in the countryside may well have been the first example of city deterioration caused by suburbanization. Curiously, the Greeks did not develop a unified theory and philosophy of planning and design for the Hellenistic period. The principal theorist and organizer of classical-style Greek architecture was Vitruvius, a Roman architect and engineer of the first century B.C.

The Romans replaced Athens as the center of the Western World during the period 27 B.C. to 324 A.D. as the Roman Empire grew in power and wealth, the population of Rome greatly increased; estimates ranged from first regional planners 250,000 to 2 million permanent residents by the third century A.D. It is interesting to note that 8 storey buildings had been constructed in Rome until the first century A.D. when Augustus imposed a 70-foot height limit, the first known example of zoning. During this period, wealthy Roman leaders built huge monuments and public buildings honoring their own and their empire's greatness and each new emperor built a forum (a public meeting place) greater than the last.

The Romans understood the importance of transportation and emerged as the first regional planners in this sense. They planned and built roads throughout the sprawling empire which ranged from Britain to Babylon and Spain to Egypt in order to interconnect their cities. In an attempt to colonize new territories, siphon off some of the migration to Rome, and construct symbols of Roman law and order, they built a number of military cities. Most of them followed a master plan that varied only slightly and enabled standardized construction. Built in virtually a square pattern, these colonial cities were dominated by civic buildings at the intersection of the two main roads. Housing consisted predominantly of small apartments, with atrium-style houses for the wealthy. An atrium is a central open area, such as a hall or a patio.

PATTERN OF CITY PLANNING

The importance of the Ancient World **EGYPT, GREECE, ROME** is that it established a long-lasting pattern of planning for cities.

Cities are built upon four bases:

PHYSICAL base of the city is that visible manifestation of building, roads, parks and other features that it forms.

ECONOMIC base of the city provides a reason for existence.

POLITICAL base of the city is essential for its order.

SOCIAL base is essential for city meaning.

Planning of the cities of the ancient world was the precursor of what we consider the urban pattern.

MEDIEVAL, RENAISSANCE and BAROQUE PERIODS

After the fall of the Roman Empire, the barbarians destroyed many Roman cities. Central authority was replaced by local powers based in fortresses and castles (500 to 1500 A.D.). There was a little call for urban planning until the eleventh century A.D., by the 13th century A.D. there were many towns but few had more than 50,000 residents. The reasons were more practical than planned; because of walled fortification systems, water supply and sanitation considerations, few towns occupied more than 1 square mile. In the 14th

century A.D. Florence grew to population of 90,000. Venice was the foremost world trading center of the Byzantine Empire and population grew to 240,000. London was not much different from a Roman Camp City.

15th and 16th century saw the flowering of the Renaissance, as most evident in Italy. An intensive preoccupation with the arts and humanities arose. The effect upon urban planning was more aesthetic than substantive. The basic form and pattern of cities remained unchanged but there was more concern for beauty within. Several important concepts emerged during the renaissance. The axis style of city design was foremost. The use of formal piazzas of squares was fostered by Michaelangelo, Bernini and others. It is fair to say that the renaissance established the concept of urban design. This meant that urban planning must consider beauty as well as form and function.

The Baroque period (17th to 18th centuries A.D.) was marked by the monumentalism and grandeur of the reigning monarchs of the western world and was most vivid in France. Huge open spaces were created in cities with the majestic boulevards. This era a lasting impression that all cities can be beautiful and inspiring.

THE INDUSTRIAL CITY

The invention of the steam engine in 1769 ushered the beginning of the industrial revolution, for it meant that human labor can be supplemented or replaced by machines. The early impacts of this increase congestion, safety hazards and air/water pollution.

Transportation was the key to industrialization. The journey to work emerged as a result of mobility. The congestion and pollution created a movement towards suburbs made possible by improved roads and railways systems. By the late 19th and early 20th centuries, suburbs housing, the more affluent were common at the periphery of the city while lower paid workers lived in the congested central areas.

REFORM MOVEMENTS

Because of the rapid growth of cities and the problems of industrialization, a number of reform movements emerged. The First Public Health Act passed in England dealt mainly with standards for housing in the 1880's.

The romantic precursors of urban planning evolved in the latter part of the 19th century. Robert Owen's early plans for New Lanark in England.

Ebenezer Howard solidified the concept of new towns as an urban planning movement. In his Garden Cities (1902) of Tomorrow, he proposed the garden city as a solution to urban planning problems. Four main components of Howard's plan:

1. All land about 10,000 acres would be owned singly in public trust;
2. Population and development would be staged up to 30,000 people;
3. Greenbelt of 5,000 acres of agricultural land to surround the city;
4. Mixture of land uses to ensure social/economics self-sufficiency.

COMPREHENSIVE PLANNING

Patrick Geddes theorized that physical planning could not improve urban living condition unless it was integrated with social and economic planning in a context of environmental concern. The integration should occur at a regional scale including both the city and its surrounding hinterlands – “urban conurbation”.

URBAN PLANNING IN THE AMERICAS

The first settlement in north America were little more than forts to protect the colonials from Indian attacks, then, the New England towns emerged in the 17th century. Modest houses for each family were grouped in a gridiron pattern around a park, or common that was usually next to a meeting place. When the area of Manhattan was planned, the gridiron pattern used was the one William Penn has developed in 1862 for Philadelphia.

The most notable exception to the gridiron approach was Peirre L'Enfant's 1796 plan for Washington, D.C.

Daniel H. Burnham was the chief planner of Chicago (1893). He invoked an adage that became a manifesto for planners:

**MAKE NO LITTLE PLANS; THEY HAVE NO MAGIC TO
STIR MEN'S BLOOD. MAKE BIG PLANS, FOR A NOBLE
DOCUMENT ONCE RECORDED WILL NEVER DIE.**

Burnham prepared the plans for Chicago, San Francisco, Cleveland and he revised the plan for Washington D.C. The master plan, or grand design, was the hallmark of a progressive city in America at the beginning of the 20th century.

REFORM MOVEMENT IN THE USA

The architect and engineer joined with the lawyer and social worker to reform American cities. The concepts of Geddes were invoked as frequently as those of Burnham. Planning commissions were established throughout the country. In 1917, a profession was created. American City Planning Institute (AIP) was founded in Kansas City in 1917, with 52 people dedicated to the advancement of the art and science of planning. Constitutionally of zoning was upheld in 1926.

In the 1920's regional planning began to grow, Regional planning authorities were first created in New York. By 1913, there were over 67 such agencies.

POST-WAR GROWTH: 1945-1960

The immediate post-war showed a pattern of urban planning oriented toward recovery and economic development. In 1954, the National Housing Act was passed, upholding the constitutionally of urban renewal as a manifestation of the police power of the government.

In the 1960's, Advocacy Planning was initiated. Using planning techniques and skills, the advocate planner would represent a specific group's interest rather than a general public interest. The Model Cities Program was designed to combine physical, social and economic solutions to the cities problems under one planning and implementation authority.

During the 1970's, a major effort was launched to protect the natural environment from further degradation. Argument was made that the rapid growth and proliferation of buildings, cars and industrialization must be controlled to prevent disaster to the natural environment. The most important pattern of the 1970's was the coalescing of planning and management.

The 1980's has been the years of business. Urban planning is now concerned with programs and incentive to encourage private development in cities. The Urban Development Action Grant and other state local programs in early 1980's gave rise to the age of public-private partnership for urban planning.

Urban planning on USA is quite different than elsewhere. Since it is a federal democracy, there is no centralized national planning that provides the framework into which local planning must fit. Urban planning occurs at the city and regional level today. Urban planners in the modern world must be part **REFORMER, VISIONARY, DESIGNER AND POLITICIAN**.

FRENCH CONTRIBUTION

- ⇒ Remarkable inventiveness in developing new organizations and new techniques of planning
- ⇒ At the national/regional scale, they developed a planning apparatus which is unparalleled in its comprehensiveness and sophistication in the development world
- ⇒ Regional Planning was an invention of the French.

GERMAN EXPERIENCE

- ⇒ Decentralized planning being a Federal republic.
- ⇒ Local governments enjoy a considerable degree of financial autonomy.
- ⇒ Freedom in the implementation of policies.
- ⇒ Zoning was attributed to the Germans.

SCANDINAVIANS

- ⇒ Sweden and Denmark is characterized by a remarkable degree of concentration of its population within a few major urban regions.
- ⇒ State began to buy land all around the city to guarantee planned development.
- ⇒ City region concept was well implemented in Scandinavia.
- ⇒ Finger plan in Copenhagen - Transport-corridors.

NETHERLANDS

- ⇒ Ranstad (Ring City) – Polycentric metropolis.
- ⇒ Cities within the complex perform broadly different functions.
 - Government is concentrated in Hague
 - Port is Industries in Rotterdam.
 - Finance/Retail in Amsterdam
 - Lighter industries/service in a number of smaller centers.

USA

- ⇒ Regional Science/Studies
- ⇒ Citizen Participation
- ⇒ Private Initiative in planning
- ⇒ Adhoc, single agencies, i.e., planning commissions, board of education, sewer commission.

EVOLUTION OF PHILIPPINE PLANNING, THOUGHT AND EXPERIENCE

By: ROQUE ARRIETA MAGNO

I. PRE-SPANISH

- Barangay Communities; Coastal Communities; Chinese/Malay residents; Fortification; Trade and Commerce

II. SPANISH ERA

- Plaza Complex; colonization; fortification; Christianization; establishment of Forts throughout the Philippines; Fort Santiago, Fort Del Pilar; Fort San Pedro, etc., Galleon trade; Design of churches and establishment of Catholic schools and colleges.

III. AMERICAN REGIME

- Infrastructure development; roads and bridges; inspired by the parks development in the USA; Emphasis on education; Daniel Burnham; Louis Croft, Anderson; socio-economic planning, trade relations with USA; water supply and drainage; sanitation; Plan for Manila-Luneta; Baguio-Burnham Park, Tagaytay; Quezon City as a Capital of the Philippines; Radial and Circumferential road design.
 - National Urban Planning Commission
 - Capital City Planning Commission
 - Real Property Board
- Massive reconstruction of Metro Manila as a result of the damage brought about by the Second World War
- Antonio Kayanan – First Filipino Planner

IV. PHILIPPINE REPUBLIC

- Continued the massive reconstruction; Housing Projects 2, 3, 4, 6, 7, and 8; Road building program; School building program; Generation of employment opportunities; Plan for the City of Manila; Quezon City and other cities throughout the Philippines.
- National Planning Commission (NPC)
People's Homesite and Housing Corporation (PHHC)
Central Institute for the Transfer/Relocation of Urban Systems – CITRUS
Home Financing Commission (HFC)
National Economic Council (NEC)
Program Implementation Agency (PIA)
- Concio, Mañosa, Capili, Gaite, Gomez – Filipino Planners

V. MARCOS REGIME

DPWTC

- Teddy Encarnacion, Joe Valdecañes, Pete Prado, Paul Jucaban, Mabini Pablo, Castor Surla, Jess Camayo, Romy Del Rosario

UPIEP

- Leandro Viloria, Asteya Santiago, Fred Silao, Cesar Marquez, Gerry Calabia, Tito Firmalino, Roque Magno, Jimmy Nierras

PRIVATE

- Manny Mañosa, Dean Cesar Concio, Ronnie Manahan, Nestor David, Froilan Hong, Dinely Eiensiadel, Rene Santiago, Mauro Simpliciano, Ignacio Capili, Lydia de Villa

DAP/TFHS

- Christine Reyes, Jolly Benitez, Sonny Estacio, Dr. Carlos Fernandez, Yoyong Magdarang, Beato Sason, Joebert Vasquez, Boy Morales, Teodoro REy, Alfred Tong, Dr. Onofre D. Corpuz
- Integrated, comprehensive approach to planning; human settlements planning; IADP; River basin project, Provincial Planning; Physical Land Use Planning; Metro Transport and Land Use

VI. AQUINO REGIME

- Restoration of democracy
- Only the HSC – HSRC – Housing and Land Use Regulatory Board
- Created the Housing and Urban Development Coordinating Council
- Same programs; economy affected by the Ninoy assassination;
- MMC - MMDA
- HFC - HIGC
- HSRC - HLURB
- Abolished all offices related to human settlements
- TRC - TLRC
- Local Planning - LGC of 1991
- National Land Use Planning - NLUC
- CARP - Land conversion
- Information Technology
- Environmental consideration
- No continuity in programs/projects

VII. RAMOS ADMINISTRATION

- Activation of the Environmental Planning Board under the PRC
- Economic development program
- Rural electrification
- Setting-up of economic zones
- Major infrastructure projects, power, telecom, LRT, MRT, fly-overs, ports and airports.
- Real estate boom
- Devolution of planning functions
- Private sector active in planning
- Jun Palafopx, Tony/Tina Turalba, Ayala, Filinvest, Fort Bonifacio Project, Filinvest Centre, Manila Boulevard 2000 (Maravillas), Lungsod Silangan –

Marilaque; Calabarzon; Mimaropa; Red Bernardo, Mandaluyong Center, Ortigas Center, Filinvest City;

- Mushrooming of shopping malls throughout the country;
- Mixed use development – New Bilibid; Welfareville Development Project; National Government Center; Smokey Mountain Redevelopment Project;

VIII. ? ADMINISTRATION