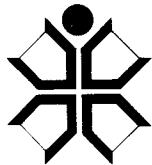


# PHILIPPINE PLANNING JOURNAL

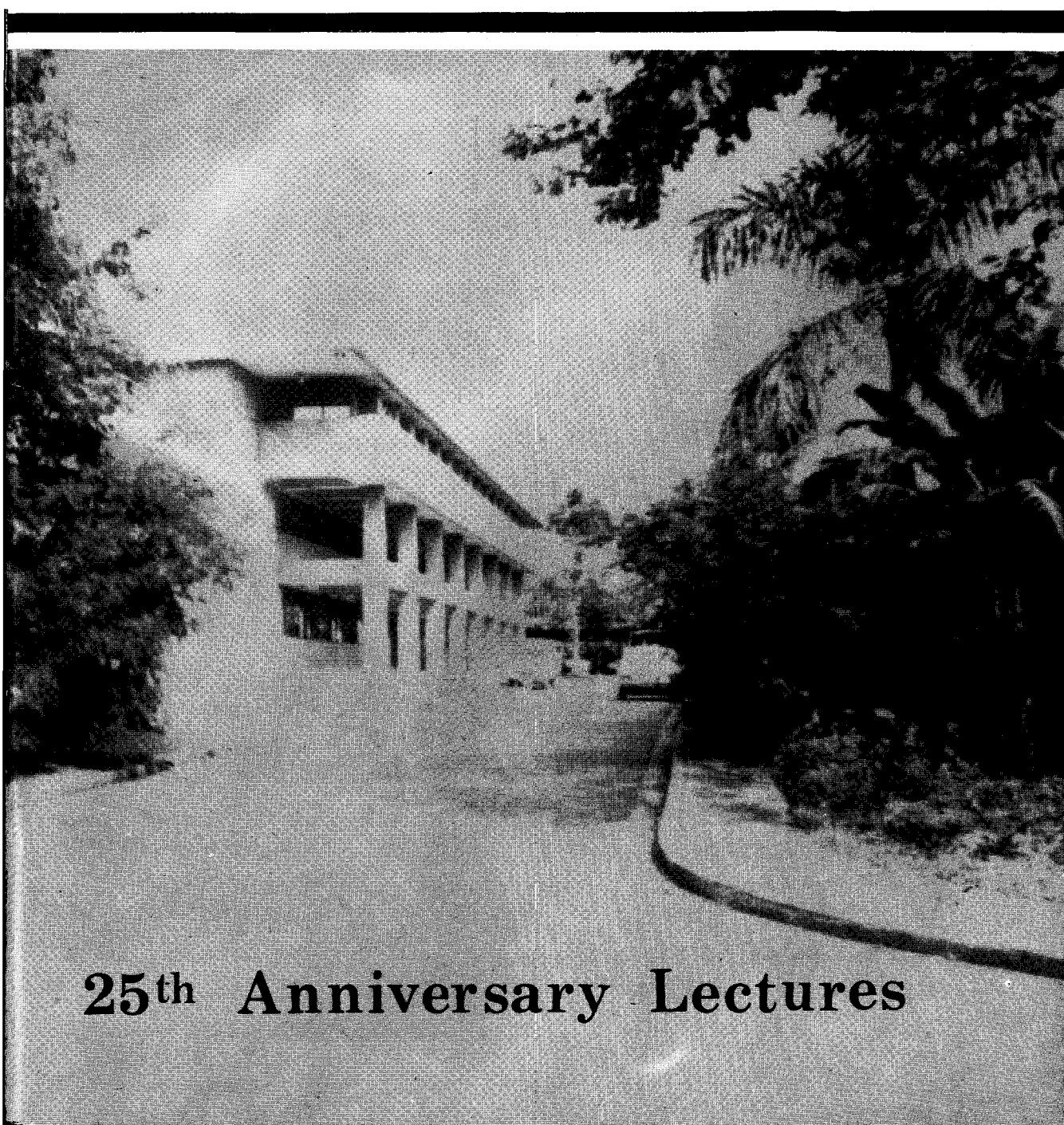
ISSN—0048-3850



SCHOOL OF URBAN AND REGIONAL PLANNING

● VOL. XXI, No. 2; Vol. XXII, No. 1 ●

April-October 1990



25<sup>th</sup> Anniversary Lectures

# PHILIPPINE PLANNING JOURNAL

Vol. XXI, No. 2; Vol. XXII, No. 1 April-October 1990

**Issue Editor**  
Ernesto M. Serote

**Managing Editor**  
Carmelita R. E. U. Liwag

**Layout Artist**  
Visitacion P. Nuval

**Production Manager**  
Delia R. Alcalde

**Circulation Manager**  
Emily M. Mateo

The **Philippine Planning Journal** is published in October and April by the School of Urban and Regional Planning, University of the Philippines. Views and opinions expressed in signed articles are those of the authors and do not necessarily reflect those of the School of Urban and Regional Planning. All communications should be addressed to the *Managing Editor* and orders for subscription should be sent to the Circulation Manager, Philippine Planning Journal, School of Urban & Regional Planning, University of the Philippines, Diliman, Quezon City, Philippines 1101.

Annual Subscription Rate: Domestic, ₱40.00; Foreign, \$12.00.

Single copies: Domestic, ₱20.00; Foreign, \$6.00.

Back issues: Domestic, ₱10.00/issue; Foreign, \$6.00/issue.

## TABLE OF CONTENTS

- 1      Regional Planning: Issues and Problems of Managing Socio-Economic and Physical Affairs  
— *Gerardo S. Calabia*
- 28     The Regional Physical Framework Plan: An Experiment Toward More Effective Regional Planning in the Philippines  
— *Ernesto M. Serote*
- 41     Planning Assistance: The Acaerne's Contribution to a Government Undertaking  
— *Tito C. Firmalino*
- 48     Planning Education: A Continuing Experience  
— *Leandro A. Viloria*
- 55     About the Contributors



## REGIONAL PLANNING: ISSUES AND PROBLEMS OF MANAGING SOCIO-ECONOMIC AND PHYSICAL AFFAIRS

GERARDO S. CALABIA

### INTRODUCTION

Like most other developing countries, the Philippines has adopted regional planning as a means to correct or reduce some of the most obvious disparities in socio-economic development within (intra) and between (inter) regions and reconcile conflicts among advocates of and oppositors to greater participation in development and regional autonomy. The country's experience in regional planning now covers a period of over fifty years. Adherence and/or support to regional planning is attributable to the fact that it has remained a primary instrument in the continuing efforts to address problems faced by the rural and regional areas and to achieve balanced agro-industrial development.

For regional planning to remain as a valid instrument, its concepts, methodologies and operational problems have to be well understood, and the directions for innovations and more effective application to local conditions have to be clearly defined and pursued.

This paper is an analytical review of regional planning in the Philippines, its historical evolution and present challenges. It analyzes the relationship between theory and local experience, and broadly defines some possible directions for change and improvement.

#### *Regional Planning: Definition and Concepts*

In general, planning is treated as an aspect or style of the wider management process in urban and regional affairs (McLoughlin, 1973). It is concerned with the future and with making strategic decisions about matters which would

have long term implications. Of interest in regional planning are issues and problems of managing socio-economic and physical affairs that appear greater than local and lesser than, but still vital to the national development (Marchant, 1973). From this perspective the various types of areas that may be encompassed by regional planning are as follows:

- a. An already defined jurisdictional unit such as a province, a subprovince, administrative regions and autonomous regions;
- b. A group of municipalities whose problems may be solved through an integrated regional or subregional plan;
- c. A major governmental or military installation facilities' center and its influence areas being expanded or reconverted for other major alternative uses;
- d. A major urban agglomeration wherein the individual constituent local government units (LGUs) have voluntarily delegated some powers over common problems such as land use planning and zoning, traffic management and control, sanitation and waste disposal, etc., to a metropolitan body formed specially for these purposes; and
- e. A provincial or subprovincial area, inter-provincial areas or an ecological unit such as an island chosen for the application of an integrated area development (IAD) approach.

The operational definition of regional planning may stress either the socio-economic or the physical dimensions. Thus, regional planning may be defined as "multisectoral planning of particular spaces such as state, re-

gion, province, river basins, or frontier region and other areas where a government has decided to promote investment and stimulate development" (DRD/OAS, 1984). This definition stresses the broad socio-economic development dimension but takes the physical/environmental aspect as a major consideration. In a more physical sense, regional planning involves the "preparation of proposals for the distribution of population and employment, the location of main transport routes, the distribution of rural services and the location of large non-agricultural uses in open country to a greater degree of detail than would be comprehended in a national plan" (Keeble, 1969).

Regional planning as it has evolved in many countries emphasizes either the areas' socio-economic or the physical development aspects. There is hardly a country in which one can find a fully integrated regional socio-economic and physical planning. This stems from the fact that the different problems addressed by planning are not generally seen as facets of one and the same central problem. It may also be attributed to basic differences in the training received by planners and the inadequacy or absence of interdisciplinary cooperation between the economist-planner and the purely physical planner (Klaasen and Paelinck, 1974).

This does not mean that it is not possible or desirable to pursue integrated regional socio-economic and physical planning. France for example, has adopted an integrated physical and economic planning system since 1958 (Marchant, 1973). But in the case of France, it is not easy to isolate planning into distinct levels because planning at the lower level has to be synchronized with the basic program of the National Five-Year Plan. The regional planning process starts with the preparation of a preliminary regional report which traces past trends in population and economy and presents preliminary proposals for improving or revitalizing the regional economy. This report is sent to Paris for review and selection of the option for the region, transmitted back to the region with instruction from the national level before it becomes the basis for the preparation of a regional economic development program. Once the program is approved by the highest author-

ity, the National Government issues a contract stating its obligations to the regional development program, after which, the regional planning agency finalizes and details its plan for incorporation in the next National Five-Year Plan.

The other type of regional plan under the French system is the metropolitan spatial plan which covers urbanized areas with 100,000 or more population and with more than one growth points. Agglomerations with at least 100,000 residents may adopt a metropolitan form of government if the majority of the communities so desire. Its elected council could be vested with powers and functions such as land use planning; zoning; building and managing industrial estates; operating public transport, secondary education, water, gas and electric power facilities. The metropolitan development plan which the Council formulates is also an indicative plan and serves as a guide for the development of the component local government units (LGUs) of the Metropolitan area and in the implementation of their respective programs and projects.

Until the issuance of Letter of Instructions (LOI) 1350 in August 1983, the responsibility for planning in the Philippines was shared by the National Economic and Development Authority (NEDA) with the defunct Ministry of Human Settlements. With the issuance of LOI 1350, the responsibility for physical planning at the regional and national levels was given to NEDA. This has provided better opportunities for integrating socio-economic and physical planning at all levels.

#### *Purposes of Regional Planning*

Regional planning may be used for a variety of purposes, from the preparation and execution of a program for developing a river basin or an island ecological unit, to the management of the social, economic and physical affairs of an entire administrative region or a metropolitan area. It may also be employed in order to qualify for some form of funding assistance such as the U.S. federal financial assistance for redevelopment and highway improvement extended to metropolitan or state areas.

Regional planning may also be intended to lend precision to the national plan and coordinate local plans or both. In the Philippines, regional socio-economic development planning is treated with greater detail and precision, thus, better fleshing out the national sectoral plans. However, the role of regional planning in and link with municipal and city planning is generally limited to the local development investment programming, which involves more of a direct coordination between the local government unit or LGU and individual line implementing agencies rather than with the regional planning body.

With the assumption by NEDA of the physical planning function at the regional and national levels and its recent effort towards the institutionalization of regional Physical Framework Planning (RPFP) activities in all its regional offices, there will be closer links and interaction between regional planning and the statutory planning done at the municipal/city levels. The RPFP can provide more inputs to the national socio-economic development and physical framework plans and, serve as a detailed framework in the preparation of the detailed local land use and zoning plans.

In line with its new physical planning responsibilities, NEDA has formally organized an inter-agency National Land Use Committee (NLUC) composed of the Deputy Director-General of NEDA as chairman and the Deputy Secretaries of the Departments of Agriculture, Agrarian Reform, Justice, Local Government, Environment and Natural Resources, Science and Technology, Public Works and Highways, Trade and Industry, Transportation and Communications; and the Commissioner of Housing and Land Use Regulatory Board (HLURB), as members. The NEDA provides secretariat service to the Committee.

Through the NLUC, the NEDA pursues national and regional physical planning simultaneously with its traditional socio-economic development planning function. The National Physical Framework Plan give emphasis to the spatial/physical implications of the broad socio-economic development plans and proposes, among others, indicative uses of various land resources throughout the country.

## EVOLUTION OF REGIONAL PLANNING IN THE PHILIPPINES

There are three prominent themes in the historical evolution of regional planning in the Philippines. These are: 1) regional socio-economic development planning; 2) national capital city/metropolitan planning; and 3) general regional physical/human settlements planning.

### *Regional Socio-Economic Development Planning*

The scope of regional planning that falls within the theme of socio-economic development is summarized in Table 1. It started as early as 1934 while the economic implications of the impending Philippine independence were being discussed. During this period, the Philippine Economic Association formally advocated the planned development of the country's economy particularly agriculture and fishery, mining, transport and trade sectors (Waterston, 1965). In 1935, the National Economic Council (now National Economic and Development Authority or NEDA) was created under Commonwealth Act No. 2 to prepare development plans. Influenced by the "New Deal" in the United States, with its focus on planned mobilization and distribution of production facilities and purchasing power, as well as actual regional development planning carried out through the Tennessee Valley Authority (TVA), interest and official concern in planned development in the Philippines intensified. However, the outbreak of the Second World War put to a halt activities intended to implement proposals earlier formulated.

Post-war Government efforts were initially geared towards reconstruction and rehabilitation. However, continued shortages in food and basic necessities compelled the Administration to again embark on socio-economic development planning with initial U.S. assistance. The first in the succession of development plans was a five-year plan for capital investments for the period 1947-51 which was contained in the report prepared by the Joint Philippine-American Finance Commission (Waterston, 1965). This was later followed by a series of four-to

**Table 1**  
**EVOLUTION OF PHILIPPINE REGIONAL PLANNING**  
**(Regional Socio-Economic Development Planning)**

<i>Main Theme</i>	<i>Year of Introduction</i>	<i>Pertinent Laws/Group Action</i>	<i>Implementing Body</i>	<i>Scope of Planning and Related Functions</i>
Regional Socio-Economic Development Planning	1934-35	Philippine Economic Association/Commonwealth Act	National Economic Council (NEC)	:Planned development of economic sectors- agriculture and fishery, mining, transport and trade.
	1955-56	Reorganization Plan No. 53-A	Government Survey and Reorganization Commission (GSRC)	:Division of the country into 8 administrative regions for administrative decentralization and development.
	1960s	Various Republic Acts creating the Regional Development Authorities	Regional Development Authorities	:Involved the strategy of joining planning with implementation and transferring with public investment decision-making to the region; comprehensive regional development planning.
	1968	Major Government Reorganization under RA 5435	Commission on Reorganization	:Division of the country into 11 (later increased to 13 by subsequent amending laws) administrative regions for administrative decentralization and full-fledged regional planning and development.
	1968	E.O. No. 121	Provinces	:Organization of provincial development committees for adopting provincial development plans.
	1972	Integrated Reorganization Plan (IRP) under PD No. 1	National Economic and Development Authority (NEDA) and the Executive Branches	:Institutionalization of regional development planning nationwide.
Starting mid-1970	Various Presidential Issuances creating IAD projects	Cabinet and Council-type scheme as umbrella organization for IAD projects	:Initiation/implementation of multi-agency IAD projects for selected province or multi-provincial areas generally considered socially and economically depressed and deserving of IAD project assistance.	
	Decentralization by devolution in Regions IX and XII and NCR and recently in Cordillera	Muslim Mindanao/Cordillera Autonomous Regions and MMC/NCR	:With the limited powers/authority devolved from national to the autonomous and metro governmental set up, planning and implementation of certain projects can be done by the regional body.	

five year development plans alternatively giving emphasis to agriculture and industrial development. The most recent of these plans is a Medium-term Development Plan under the Aquino administration which emphasizes balanced agro-industrial development.

Regional socio-economic development planning has formally evolved vis-a-vis the national efforts to decentralize governmental authority and functions from the central offices to the regions. The first of these efforts was the creation of the Government Survey and Reorganization Commission (GSRC) in 1954 (Fabella, 1981). Among several plans submitted by the GSRC was Reorganization Plan No. 53-A which was approved by Congress in 1956. The Plan introduced the concept of dividing the country into eight administrative regions in order to provide uniformity and standardization in the decentralization of government functions. Regionalization was based on provincial contiguity and geographical features, transportation and communication facilities, cultural and language groupings and population size.

The second major attempt to decentralize and regionalize development activities took place in 1968 under R.A. No. 5435 with the creation of the Presidential Commission on Reorganization, which paved the way for the formulation of an Integrated Reorganization Plan (IRP). The Plan, which was signed into law on September 24, 1972, intensified efforts towards the regionalization of development planning and program implementation.

#### *Evolution of Philippine Regional Socio-Economic Development Planning.*

Regional socio-economic planning as practiced by Government agencies has evolved through the years according to three distinct patterns. The first relates to the creation in the 1960s of regional development authorities at the regional and subregional levels. The second was the formal institutionalization and practice of regional development planning resulting from the implementation of the Integrated Reorganization Plan (IRP). And the third is the adoption of the integrated area development

(IAD) approach which is a variation of the RDAs of the 1960s.

#### *The Regional Development Authorities (RDAs)*

The creation of the various regional development authorities (RDAs) aimed at putting into effect early ideas for developing the country's regional resources patterned after the TVA experience in the U.S. On paper, these authorities were vested with adequate legal powers and were supposed to be relatively independent in terms of budget operational procedures and rules and regulations. However, the exercise of these delegated powers was constrained from the very start because the feasibility (from the technical and financial viewpoints) of setting up an RDA was not considered. Rather, the creation of development authorities became a matter of "horse trading" among congressmen in getting approval of bills creating such authorities (Bacani, 1984). Serving as some kind of a pet project of the politician proponent, his influence in the actual organization and operation of the Authority continued especially in the hiring of personnel. The other causes of failure of the Development Authorities had been attributed to lack of financial resources, mismanagement, corruption and failure at the national level to effectively integrate and coordinate the regional authorities' various projects and development activities (Bacani, 1984).

The first two Authorities created by Congress in 1961 were the Mindanao Development Authority (MDA), encompassing the whole of Mindanao, Sulu and Palawan area, and the Central Luzon-Cagayan Valley Authority (CLCVA). The Authorities were created to develop the regional frontier resources and to improve the worsening socio-political unrest in these areas.

Twelve other Development Authorities were later on established. These were: the Hundred Islands Conservation and Development Authority in 1963; the Panay, Mountain Province, San Juanico Strait Tourist and the Northern Samar Development Authorities in 1964; the Mindoro, Sulu and the Catanduanes Regional Development Authorities in 1965; the Bicol and the Laguna Lake Development Authorities in 1966;

and the Southeastern Samar and the Ilocos Development Authorities in 1969. The rapid proliferation of the development authorities reflected the political nature of their creation which turned into some kind of a fad. Nonetheless, their establishment marked the country's first significant attempt towards comprehensive regional development.

The fate of the Regional Development Authorities was eventually decided when the IRP was signed into law in 1972. Under the IRP, the concept of the regional development authority was recognized. However, its future role was viewed as a component of the overall regional development effort, or as an implementing arm of the Regional Development Councils (RDCs). Moreover, the creation of new authorities or the revitalization of existing ones was made contingent on the ability of the regions to sustain such Authorities. As a consequence, many of the authorities fizzled out, and only a few continued to operate either in accordance with their original set ups, or as modified under the integrated area development (IAD) programs.

A parallel development effort was initiated towards the latter part of the 1960s with the creation of a development committee in each province to formulate its development plan and to coordinate the implementation of the public and private sectors' development projects (EO. No. 121). However, these efforts did not also work out satisfactorily (Sim Yen Ng, 1981).

#### *Comprehensive Institutional Decentralization and Regional Development*

The adoption of the Integrated Reorganization Plan in 1972 ushered the start of extensive regional socio-economic development planning in the Philippines. The main institutional machinery for this is the NEDA and its extension arm, the RDCs, and the NEDA regional offices (NROs) which serve to provide technical expertise to the Regional Development Councils. The RDC under the past administration was composed of heads of government agencies operating in the region, all the governors of constituent provinces and mayors of chartered cities. There was nominal representa-

tion from the private sector. With its recent reorganization, the participation of the private sector was increased to the equivalent of one-fourth of the Council's total membership. The RDC functions as the chief regional development planning agency and overall coordinator of development efforts in the region. Providing technical support are the NRO staff and various sectoral task groups (SECTAGS) and technical committees.

Being a non-elective body, the RDC provides a poor semblance of the power of its counterparts in the national and local levels, namely the NEDA Board and the local development councils which both represent political units. Devoid of political clout, the RDC basically carries out its development coordination functions through "friendly" and moral persuasion and good public relations. Its policy-making function can stand improvement not only by broadening the participation of the private sector in the Council but by ensuring also that political considerations or sectoral interests do not become the basis for the selection of its representative to the RDC. Rather, selection should be based on the qualification of the person and his willingness to serve the Council. Private sector participants need not participate in all meetings of the Council, but they must actively participate in the regional planning process of goal/objective setting and determination of development options and priorities for the region including the formulation of appropriate implementation strategy.

Three major administrative structures for regional socio-economic planning came into place when the IRP was adopted. The first type is the RDC/NRO set up; the second are the autonomous regions; and the third is Metropolitan planning/governance. They differ in that the latter two categories are forms of decentralization by devolution. For instance, there exists in the autonomous regional set up a regional assembly or legislative body, and a Regional Executive Council vested with coordinative authority over the regional offices with respect to regional development project implementation and, ample supervisory and regulatory powers over LGUs (Fabella, 1981). The Chairman of the Regional Executive Coun-

cil serves as ex-officio Chairman of the RDC. Moreover, the regional plan formulated by the RDC is course through the Regional Assembly for its approval before it is submitted to the national government through NEDA for assessment and incorporation in the Philippine Development Plan. Recently, the Mindanao autonomous regional set up has been restructured as a result of a plebiscite conducted in the area. The Cordillera Autonomous Region which was created under the Aquino Administration is also expected to be restructured after a plebiscite.

The MMC, on the other hand, served as the central government in the formulation of development policies, plans and programs for the Metro Manila area. It was also vested with authority to formulate and implement programs/projects geared towards delivering comprehensive services in Metro Manila. The LGUs were transformed into implementing arms of the MMC.

In contrast to the three models just discussed, regional socio-economic development planning under the RDC/NRO set-up is carried out in the context of a modified form of decentralization by deconcentration which involves a mere shifting of workload from central offices to the regional branches and the delegation of powers and authority from the central government to semi-autonomous bodies or public corporations. Although there have been various presidential issuances intended to strengthen the RDC, the planning and coordination of development activities within the RDC/NRO set up suffer in comparison with the powers vested in the autonomous region and the MMC. The latter two being political units had legislative prerogative in addition to executive powers. Moreover, in the RDC/NRO set up it is the NRO and not RDC which has the control over the course of development in the region. The lack of close functional linkage between the RDC and provincial development staff, and between the latter and the municipal or city planning and development staff has been identified as another problem. The filling-in of these gaps, together with the revitalization of the NGO participation in regional/local development, could help strengthen the RDC/NRO.

### *Integrated Area Developments (IADs)*

The integrated area approach to planning and development, more particularly in the developing countries has been popularized in the early 1970s mainly in response to the United Nations General Assembly Resolution 2081 (XXV) and Economic and Social Council Resolution 1494, XLIIC (PCGR Report, 1986). The integrated approach is a shift from the conventional economic development strategy which has been criticized for its obvious failure to bring about growth with equity. The IAD strategy in accelerating regional development in the Philippines was formally declared as a government policy on May 17, 1978 through P.D. No. 1378 which also created the National Coordinating Council for Integrated Area Development (NACIAD). Prior to this, several IAD projects had already been initiated: the Mindoro Integrated Rural Development Project (MIRDP) and the Bicol River Basin Development Program (BRBDP) in 1975; the Cagayan IAD project in 1977; the Philippine Rural Infrastructure Project covering Abra, Aklan, Antique, Bohol, Capiz and Kalinga-Apayao provinces in 1978; the Agusan, Bukidnon and Capiz Land Settlement and Rural Development Project, also in 1978; the Samar IRDP in 1979; the Zamboanga del Sur Project Development in 1981; the Palawan IADP in 1982; and the Bohol IADP in 1983 (NACIAD Report, 1986).

The National Council on Integrated Area Development (NACIAD) coordinated and supervised IAD projects until its reorganization in 1987. It operated at the national and regional/provincial levels and exercised a wide range of powers including planning, project initiation, and coordination of implementation efforts of participating line agencies. At the national level, the NACIAD was attached to the NEDA with the President (and later on the former Prime Minister) as Chairman and selected cabinet officials from the Ministries (now Departments) of Agrarian Reform, Agriculture and Food, Finance, Human Settlements, Local Governments, National Defense, Public Works and Highways, Trade and Industry, Budget and Management and the NEDA Director-General, as members. However, with the assumption of

the Aquino Administration, the NACIAD was temporarily placed under the Office of the Vice-President. It was reorganized in 1987 by E.O. No. 230, (series of 1987) and was eventually abolished in 1989 by E.O. No. 363 dated 17 July 1989.

A major objective of all IAD projects was to revitalize socio-economically depressed provinces and areas through an integrated approach in the provision of infra support facilities and services such as roads and bridges, ports, irrigation, flood control, domestic water supply, health and nutrition facilities and agricultural services. The more recent IAD projects also included provinces and areas which are considered as critical environmental and ecological areas such as Palawan. In such IADs the environmental/ecological considerations are incorporated into the planning process or project development cycle, thus making the process more comprehensive. Environmentally-oriented projects considered include: upland stabilization, land and forest development, watershed development, land survey and classification and integrated environmental planning. A further improvement in the IAD approach concerned the inclusion of livelihood and enterprise projects which relate directly to infrastructure development.

Before the NACIAD reorganization and abolition, each of the various IAD projects was administered through the IAD project office (IADPO) which was headed by a project director, and the various Project Management Offices (PMOs) established by the participating line agencies. The Integrated Area Development Project Office's (IADPO) responsibilities included: data generation and analysis, plan formulation, project development as well as coordination of project implementation functions. But just like the RDCs, the IADPOs encountered problems in coordinating the implementation efforts of participating offices. This was due to the fact that it has almost no leverage with regard to the budgetary allocation for carrying out the various approved components of the IAD project. This function was lodged with the individual participating line agencies.

With the abolition of the NACIAD, the

overall direction, coordination and supervision of IAD and similar projects have now been assumed by the RDCs and LGUs where these projects are located. For IAD projects covering only one province, the office of the Provincial Governor (OPG) concerned assumes the responsibility for directing, coordinating and supervising project implementation. The existing IADPO is placed under the administrative supervision of the OPG. The OPG also takes charge of submitting to the RDC, for its approval, the project's program of work and management plan for the project. However, budgetary allocations for the IAD projects, although worked out by the OPG are released by the Department of the Budget and Management (DBM) directly to the implementing line agencies at the provincial level and to the concerned LGUs for the component activities they are supposed to implement.

For multi-provincial IAD projects, that is, those covering more than one province, the RDC assumes the function of overall direction, coordination and supervision of such projects. As found necessary, the RDC can create a sub-committee or an ad hoc project coordinating unit to supervise/coordinate annual budget preparation, provide technical assistance to the component provinces and maintain liaison with other government agencies and foreign donors or external agencies.

One advantage arising from highly decentralized set-up of the reorganized IAD is that it has greater opportunities for more active participation by direct beneficiaries. Moreover, granting the concerned provincial governments direct hand in the administration and management of the IAD projects helped enhance technology transfer and gradually increased the provincial/local government's capacity for integrated socio-economic development planning, project development and other skills vital to the continuity of the development endeavors once external assistance is terminated.

But the reorganization also resulted in the loss of some momentum in the gains already had in the IAD approach. When the responsibility was transferred to the individual RDCs, (whose experience and strength lie more on strategic policy-making rather than in organ-

izing and synchronizing resources for project implementation), the IAD seemed to have lost a lot of its appeal to the donor or external assisting agencies on which its initial successes mostly depended. The alternative structure of an ad-hoc project coordinating committee to take charge of multi-provincial IAD projects has not in the past proven to be an effective mechanism for regional development since it makes it difficult to pinpoint accountability and responsibility.

A related problem is the difficulty experienced by the individual provinces in drawing resources from both local and external sources. Most provinces also lack the complement of technical expertise or personnel and experience in undertaking an integrated socio-economic development within its own jurisdiction.

In any case, it appears like the reorganized IAD machinery has the misfortune of possibly presiding over the eventual demise of the IAD approach as a strategy for accelerating regional socio-economic development in the country. A possible alternative to the present dilemma is to grant semi-autonomous status to the IAD, and improve its linkages with the local governments. This may be done by placing IAD projects under the umbrella of a stronger organization which possesses the necessary resources and the prestige to draw funding resources from both local and external sources. Considering that the success of the IAD approach will ultimately depend on the strength of local/provincial governments concerned in sustaining the project in terms of their experience in development projects, the skill and professionalism of local/provincial executives and officials, their own revenue resources, and the effectiveness with which they discharge their responsibilities – it is imperative that efforts be likewise directed at ensuring that the concerned LGUs develop the administrative technical and financial capability to provide continuity.

#### *National Capital City/Metropolitan Planning*

Table 2 gives a historical summary of national capital city/metropolitan planning in the Philippines which probably started with the

early post-independence planning of Quezon City as the “capital of the Philippines and permanent seat of the National Government” (Lopez, 1974). A master city planning approach was adopted to carry out the provision of Republic Act 333, designating Quezon City as the new capital city and enlarging its geographical areas nearly ten-fold (from 1,572 hectares to 15,660 hectares) through annexation of adjoining municipal areas.

The Capital City Planning Commission (CCPC), the government entity tasked to carry out the specific mandate of the Act, completed a general plan in 1949 which envisioned a well planned seat of the country’s government which will also serve as the home of around 200,000 families. Understandably, that vision was not fully realized. Moreover, the population of the city now exceeded the plan target. As related foreign experiences have shown, this failure may be broadly attributed to the inability to meet certain common elements which were essential in building a national capital. These elements are: 1) earnest commitment on the part of the highest official of the land to the building of the new capital city; 2) creation of a body with enough powers and authority to oversee the design and construction of the capital city; 3) State ownership of land and control of land use in the area; and 4) the human factor in terms of an imaginative and dedicated group of urban planners, architects and civic design specialists (Lopez, 1974).

The further evolution of metropolitan planning which started from the limited and specialized city planning activity for the capital city may be attributed to the same sets of factors and experience in institutional development which influenced the popularization of general regional physical planning in the country. The official acceptance of regional physical planning as a function of Government was reinforced by the rapid increase of urban population (especially in Metro Manila), greater mobility of goods and people due to improved transport, rise in industries, and the combined effects of all these on the environment.

A milestone in the practical field of comprehensive metropolitan planning was the formulation of the Manila Bay Metropolitan Region

**Table 2**  
**EVOLUTION OF PHILIPPINE REGIONAL PLANNING**  
(National Capital City/Metropolitan Planning)

<i>Main Theme</i>	<i>Year of</i>	<i>Pertinent Laws/ Group Action</i>	<i>Implementing Body</i>	<i>Scope of Planning and Related Functions</i>
	<i>Introduction</i>			
National Capital City/Metropolitan Planning	1948	Republic Act (R.A.) 333	Capital City Planning Commission	:Master planning of the capital city, including preparation of necessary zoning and subdivision regulations.
	1973 & 1974	E.O. No. 419	Task Force on Human Settlements/UPIP-UNDP/Project Planning and Development Office (PPDO/DPMTC)	:Preparation of national and Metro Manila Bay Region Physical Planning Strategies.
	1975	P.D. No. 824 creating MMC	Metro Manila Commission (MMC)	:Establishment and administration of programs for common and essential services in 4 cities and 13 municipalities comprising Metro Manila; including metro-wide land use planning and zoning.
	1990	E.O. No. 392 creating MMA	Metro Manila Authority (MMA)	:Delivery of basic common services requiring coordination and consolidation—land use, planning and zoning; traffic management and control; and sanitation and waste management.
		Proposed Metro Cebu Authority	Metro Cebu Authority	:Essentially patterned above

Strategic Plan which was made possible through the joint efforts of the University of the Philippines, Institute of Planning (now School of Urban and Regional Planning), the United Nations Development Programme (UNDP), the Planning and Project Development Office (PPDO) under the Development of Public Works, Transportation and Communications (DPWTC), the Task Force on Human Settlements (TFHS) and the Development Academy of the Philippines (DAP). Two other related projects are worth mentioning namely: the Physical Planning Strategy for the Philippines and the Mindanao Development Study which were undertaken also through the Institute of Planning-UNDP and PPDO/DPWTC collaborative set up.

The outstanding contributions of these joint efforts included the following: 1) early identification of priorities for future planning and infrastructural development projects especially in the Metro Manila Bay Region; 2) preparation of broad guidelines or concepts for nationwide regional, metropolitan and local planning and development; 3) introduction of innovation on comprehensive planning data generation and analyses including actual establishment of critical baseline data; and 4) planning technology transfer and creation of an initial pool of planning experts and technical staff who eventually paved the way for further institutionalization of physical planning in the country.

Many of the original team members of these studies eventually pursued planning as a professional career and occupied frontline positions in the reorganized planning and infrastructural development agencies.

An important legislation which recognized and placed metropolitan planning as a major government approach in addressing Metro Manila's complex urban problems was Presidential Decree (P.D.) No. 824 dated November 7, 1974. This created the Metro Manila Commission (MMC) which is considered a "first" in the experiment in metropolitan governance and development. Under this set up, four cities and thirteen municipalities comprising the Metro Manila area were institutionally integrated into a single body (de Guzman, 1978).

The top management of MMC consisted of a Chairman or Governor; a Vice-Chairman or Vice-Governor, and three Commissioners for Planning, Finance and Operations.

Operating with a rather broad range of powers and functions, and with the added advantage of having no less than the First Lady of the Land at its helm, the Commission pursued broad programs aimed at delivering essential services in Metro Manila. This was in consonance with the Marcos Administration's basic needs approach. The basic needs strategy advocates that the path to development starts with the provision of basic human necessities, i.e. food, water, clothing, shelter, health care, education, participation in decision-making; and recognition of human rights (Ramey, 1981). However, there were striking differences on how the concept was applied in the country compared with other developing countries. Sri Lanka, for example, used mainly low cost rather than medium-or-high cost service delivery systems. Sri Lanka's experience with the application of the basic needs strategy suggests the possibility of attaining high literacy rate, longer life expectancy and lower infant mortality in addition to the usual "material" benefits arising therefrom (Ramey, 1981).

The MMC's basic advantage was in the full support of the national administration which it enjoyed. Because of this, it was able to carry out the difficult task of coordinating local government unit operations with respect to the provision of common and essential services, and to pursue other activities, some of which were considered beyond its corporate powers. In pursuing the basic needs approach which was adopted nationwide through the defunct Ministry of Human Settlements (MHS)\*, the Commission developed a metrowide service delivery program covering water supply, power, food, clothing, shelter, medical services, education, sports and recreation, livelihood, mobility and ecological balance. Some of these programs could hardly be considered "basic" and bordered the modern and sophisticated, especially

---

\*MHS was also headed by the former First Lady, Mrs. Imelda Marcos.

where infrastructure projects were concerned. For health care and medical services, for example, projects ranged from establishment of barangay health clinics to the construction of modern and highly specialized hospitals such as the heart, kidney and lung centers. Some programs addressed very elemental social need such as the zonal improvement programs (ZIP) in depressed urban squatter areas of the metropolis. In the implementation of the urban land reform program, which has been adopted as policy for urban areas in general, the Commission identified and initiated the development of areas for priority development (APD), in various parts of Metro Manila. An important program was the urban land management project designed to enhance the commercial potential generated by the construction of the Metro Light Rail Transit (LRT) system and promote the development of idle and under-utilized properties in the inner core of the metropolis. There were also efforts to decongest the inner urban core as exemplified by the issuance in 1973 of an order restricting industries within 50 kilometers from Manila. The development of industrial and commercial sites in the metropolitan urban fringes was also envisioned as part of the Metro Manila structure plan.

With the assumption to power of the Aquino government in 1986, MMC continued to operate under its original charter but with highly emasculated powers in actual practice. For this reason and because of severe financial constraints, it has not ventured into the comprehensive services programs of its predecessor. Metropolitan planning/MMC has been affected by the change in government because of changes in planning policy and heavy political pressure from LGUs to abolish MMC or clip its powers, and thus, revive autonomy of LGUs. It will be recalled that P.D. 824 divested all local governments in Metro Manila of their legislative power and vested them in MMC. Thus, on January 9, 1990 the President issued Executive Order No. 392 which changed the commission-type organizational set up of Metro Manila into an authority. The Metropolitan Manila Authority is composed of the mayors of the four (4) cities and thirteen (13) municipalities comprising the original Metro Manila area. Its powers

and functions have been significantly reduced to the delivery of basic urban services requiring metro-wide coordination. As E.O. 392 provides, these services include among others: land use planning and zoning, traffic management and control, sanitation and waste management.

The Authority shall be governed through the Metropolitan Manila Council composed of all Mayors of the seventeen (17) constituent LGUs. A Chairman shall be elected from among the Council members, and a professional Metropolitan General Manager and three Deputy General Managers shall be appointed by the President of the Philippines to assist the Council.

It is the general understanding that the MMA set up by E.O. 392 is only an interim body until the Philippine Congress has passed the law that will create the Metropolitan Manila Authority. The MMA is a relatively weak body compared to the MMC. A cursory review of the Council's organizational set-up, powers and functions easily gives the impression that it is only a little better organizationally than the RDC in the other regions. The Chairman and the other members have their own local constituency to think about in addition to the need to take a metropolitan-wide perspective on development issues and problems. It thus becomes difficult for them to undertake vital coordinative functions in pursuing needed development programs and projects. In addition, metropolitan allocation of resources which is vital to decision-making on the provision of common and essential services will be difficult to tackle at the Council's level due to varying revenue resources' potentials of the constituent LGUs. Moreover, the other metrowide problems such as those affecting the metro-regional economy, general environmental management and other problems of area-wide importance are expected to be very difficult for the Council to address appropriately.

It is likely that whatever set up Congress may eventually adopt for Metro Manila would serve as a model for the other main regional urban agglomerations to follow. There is now a congressional move to create a Metro Cebu Authority based generally on the MMA set up.

### *General Regional Physical/Human Settlements Planning*

#### **General Regional/Physical Planning**

The evolution of general regional planning/physical planning is illustrated in Table 3. The first significant event was the issuance of Presidential Executive Order (E.O.) No. 367 in 1950 which created the National Planning Commission (NPC) and abolished three special purpose planning bodies namely: the National Urban Planning Commission (NUPC), created under E.O. No. 98, series of 1946; the Capital City Planning Commission (CCPC), created under R.A. No. 333 in 1948; and the Real Property Board (RPB), created under Administrative Order No. 29 on 12 July 1947.

The NPC was authorized to prepare general plans for regional areas for the purpose of integrating and coordinating the various plans for the different urban areas within the region. Since there was no formal regionalization at the time, it was assumed that the regions referred to were the traditional main geographical divisions of the country — Luzon, Visayas and Mindanao — or the individual provinces. Another major thrust of early regional physical planning was national infrastructural location siting, development and construction. This covered inter-provincial and inter-regional trunk roads; ports, harbors, wharves and other port facilities; airports and air terminal facilities; and national parks; forest reserves; and recreational-resort and health-resort facilities.

The NPC however did not devote as much attention to regional planning as it did to town or city planning which has a longer established tradition in the country. The tradition dates back to the Spanish building of early settlements. This was reinforced by the American "city beautiful/efficient" planning movement introduced by Daniel Burnham in the early decade of American colonization as applied in the planning of the cities of Manila and Baguio.

The passage of Republic Act No. 2264, better known as the Local Autonomy Act of 1959, granted local government units (LGUs)

the power to enact zoning and subdivision regulations and converted the NPC to a mere advisory body on physical planning matters (Santiago, 1983). Further deterioration of NPC's role in planning had been attributed to its isolation from the economist-planners and the latter's plans and programs (Viloria and Faithful, 1969).

However, the justification for regional physical planning remained strong especially in the light of the government's efforts to pursue formal regionalization starting in the mid-1950s. The felt need, as expressed by a former UN Physical Planner assigned to the National Economic Council (now NEDA) was to provide a national-regional physical planning framework which would serve as basis for decision-making on capital investment projects with respect to their location, their economic and social impacts, and their relation to public welfare (Martocci, 1968).

#### **Human Settlements Planning and Development**

The problems arising from the adoption of western development planning concepts and approaches to local conditions created a "challenge and response" situation characterized by a succession of planning legislations and presidential issuances. These legislative-executive efforts were mostly directed towards improving or reorganizing existing organizations as well as creating new and more powerful bodies for implementing, regulating and/or coordinating planning activities.

In the search for the most appropriate legal-administrative mechanism for national-regional planning, the concept of human settlements, which was then very popular among development specialists locally and abroad, was adopted. The human settlements planning approach, defined broadly as the "physical planning, improvement and management of human settlements, including the consideration of shelter and related facilities which affect habitability and efficiency from the viewpoints of the quality of life and economic and social opportunity" was officially adopted through Presidential Decree (P.D.) No. 933 dated May

**Table 3**  
**EVOLUTION OF PHILIPPINE REGIONAL PLANNING**  
**(General Regional Physical Planning)**

<i>Main Theme</i>	:	<i>Year of Introduction</i>	:	<i>Basis for Planning</i>	:	<i>Implementing Body</i>	:	<i>Scope of Planning and Related Functions</i>
General Regional Physical Planning	:	1950	:	E.O. No. 367	:	National Planning Commission (NPC)	:	: Integration and coordination of the various plans for the different urban areas within each region, and physical-public facilities planning covering: *: inter-provincial and inter-regional trunk roads, waterways and other inland transportation facilities *: ports and harbors, wharves and other port facilities *: airports and other air terminals *: national parks, forest reserves, seashore and other recreational and health resort facilities
National Regional Physical Framework Planning	:	1971	:	Inter-agency Memorandum of Agreement	:	U.P. Institute of Planning-UNDP/Dept. of Public Works, Transportation and Communications (DPWTC)/ Presidential Advisory Council on Public Works and Community Development (PACPWCD)	:	: Conduct of the first Physical Framework Planning Strategy Studies: National, Metro Manila Bay Region and Mindanao
Integrated Human Settlements Planning	:	1973	:	E.O. No. 419	:	Task Force on Human Settlements	:	: Preparation of an integrated human settlements program, conduct of joint physical planning strategy studies.

<i>Main Theme</i>	<i>Year of Introduction</i>	<i>Basis for Planning</i>	<i>Implementing Body</i>	<i>Scope of Planning and Related Functions</i>
:	1976	P.D. No. 933	Human Settlements Commission (HSC)	:Adoption and popularization of the human settlements approach as the "physical planning, improvement and management of human settlements, including consideration of shelter and related facilities which affect habitability and efficiency from the viewpoints of the quality of life and economic and social opportunity," preparation of multi-year human settlement plans and promulgation of guidelines to carry them out.
:	1978	P.D. No. 1396	Ministry of Human Settlements (MHS)	:Establishment of highly complex and all-embracing organization which placed under its umbrella several agencies and corporations performing functions closely related to planning as well as other development undertakings including the cultural aspects; institutionalization of basic needs approach covering water, power, food, clothing, shelter, medical services, education, sports and recreation, economic base (livelihood), mobility and ecological balance and performing as main body for implementing, regulating and/or coordinating planning activities nationwide.
:	1983	L.O. No. 1350	National Land Use Committee (NLUC)	:Institutionalization of national and regional physical framework planning (NPFP/RPFP) within the NEDA socio-economic development planning system.

13, 1976, creating the Human Settlements Commission (HSC). Prior to this, there were several major inter-agency physical planning and development studies undertaken which tried to rationalize and strengthen the concept of integrated human settlements planning and development. These were the Manila Bay Metropolitan Region Strategic Planning Study, the National Physical Planning Strategy, and the Mindanao Development Study. These three major studies served as valuable inputs for the later formulation of the Multi-year Human Settlements Plans at the national and regional levels, which became an important feature of the human settlements planning approach.

Another feature of the human settlements approach was the concept of basic needs which became a new rallying point of the then Ministry of Human Settlements (MHS). The basic needs approach was anchored on the humanistic ideology and covered common and essential services earlier discussed. The MHS, headed by the former First Lady Imelda Marcos, became an all embracing organization. Several government agencies and public corporations performing functions closely related to physical/human settlements, environmental planning and development were placed under the umbrella of the MHS (Santiago, 1983). The MHS had the Human Settlements Regulatory Commission (HSRC) as its regulatory arm which served as the approving authority for local development plans and zoning ordinances. Now renamed Housing and Land Use Regulatory Board (HLURB), HSRC was one of the few MHS agencies retained when MHS was abolished as a result of the government-wide reorganization carried out by the Aquino administration.

#### *Institutionalization of the National Regional Physical Framework Planning System*

The Issuance of Letter of Instruction (LOI) No. 1350 on August 2, 1983 may be considered as another milestone in planning. It placed both physical and socio-economic planning functions at the higher levels in one agency and provided better opportunities for integrating these two types of planning rather than

treating them as independent activities. However, the immediate concern of the Presidential LOI was to redefine and reinforce the physical and spatial dimensions in the Government's development planning efforts.

This was done through the creation of the National Land Use Committee (NLUC) whose major functions included the preparation and periodic revision of the integrated national/regional physical framework plans (NPFP/RPFP) consistent with and supportive of the broad socio-economic development plans. The NPFP and RPFPs are indicative in nature and designed to be translated into detailed plans such as the municipal/city statutory plans.

The NLUC under the old set-up was composed of a NEDA Deputy Director-General as chairman, and representatives of equal ranks from the Ministries (now Departments) of Agriculture, Agrarian Reform, Local Government, Natural Resources, Public Works and Highways, Trade and Industry, Transportation and Communications, Science and Technology and the defunct Ministry of Human Settlements, as members. Under its reorganized structure, the NEDA Director-General sits as chairman, with the undersecretaries of the Departments of Public Works and Highways, Local Government, Environment and Natural Resources, Science and Technology, Trade and Industry and the Secretary-General of Housing and Urban Development Coordinating Council (HUDCC), as members (NLUC, 1989). Assisting the NLUC is a Technical Working Committee (TWC) composed of representatives of about 15 agencies, including the UP School of Urban and Regional Planning, and a NEDA/NLUC Secretariat.

So far, the NLUC has logged the following accomplishments and activities: 1) generation of some national/regional baseline data and maps regarding land uses and the natural conditions; 2) training on the preparation of RPFP; 3) preparation of draft general guidelines on the RPFP; and 4) approval of major on-going projects such as the establishment of a land information system; and 5) actual formulation of the NPFP and RPFPs and initiation and conduct of policy review studies (NLUC, 1990). The problem of indiscriminate agricul-

tural land conversion into urban and industrial uses arising from the implementation of the Comprehensive Agrarian Reform Program (CARP), is among the critical policy issues currently addressed by the NLUC.

Whereas, the NLUC has the advantage of having a relatively broad participation from agencies including representatives from the academe, its capability to respond to current physical planning issues and problems is considerably limited by a predominantly part-time technical working committee and a small secretariat set-up. A possible alternative solution is to upgrade the NEDA/NLUC Secretariat into the present status of the Regional Development Staff (RDS), and make it primarily responsible for undertaking continuing studies on long-term changing spatial pattern of the country and in implementing the program and project activities of the NLUC. In essence, this would leave the present NEDA RDS with responsibility for the socio-economic aspects of development planning.

#### *Role of the Academe and UN Special Fund Project in Environmental and Urban and Regional Planning*

When the Institute of Planning, also called Institute of Environmental Planning, and now School of Urban and Regional Planning (SURP), was established within the University of the Philippines System (UPS) in 1965 by virtue of Republic Act No. 4341, there were only very few professional urban planners in the country and all of them were graduates of universities abroad. The main mission of the Institute therefore is to implement the declared national policy of the Government to assist in the study of development problems and thus facilitate the realization of development goals. As an academic institution, however, the Institute has taken a long-term perspective of its role which encompasses graduate studies, research and training and community services. Because planning has not been fully appreciated and utilized especially by line government agencies perhaps due to their traditional orientation to, and reliance on the individual project approach, the Institute had adopted at its incep-

tion a missionn and an action-oriented strategy to pursue its main functional program areas.

#### *Contribution to Planning Education*

The Institute commenced operation in 1966 with emphasis on the training of its initial core of multi-disciplinary faculty. This initial core of faculty was recruited from within and outside the University and from various disciplines: agriculture, political science, public administration, economics, architecture, engineering and law, among others. Through the Colombo Plan, three faculty members including the Institute's Director left for the master's degree program in Community and Regional Planning in the University of British Columbia (UBC) in Vancouver, Canada. Five other faculty members left for the master's degree program in Town and Country Planning in Sydney University, Australia and one faculty member went to the Oxford Polytechnic in the United Kingdom.

An important contribution to the Institute's development was the UNDP Technical Assistance Program which was extended in two phases: the first phase, from 1968 to 1972 and the second phase, from 1972 to 31 December 1978. This technical assistance program brought to the Institute's graduate degree, research and training and community services' programs a wealth of expertise and experience of the multi-national and interdisciplinary team of UN Consultants. They came in on staggered schedule consisting of 14 professional planners: four Americans, two Canadians, two Indians, an Australian, a British, a Norwegian, an Uruguayan, a Polish and a Swedish. Their expertise or field of training varied widely — two were regional planners, three were transport planners, two were engineer-planners, and the rest had expertise in planning laws, physical planning, development sociology, housing, urban management, metropolitan planning and administration and architecture.

The faculty and staff themselves were able to avail of UNDP travel study/observation fellowships on the various subject areas of planning and development. Through the technical assistance program, the Institute was able

to build up its modest library collection of planning books, professional journals and other relevant materials. The Institute's library may now be considered as one with the most extensive collection of planning materials in the country.

To respond to the critical need for a pool of local professional planners, the Institute launched a one-year, on a trimester basis, Master in Environmental Planning (MEP) program designed for Government agency and LGU officials who already occupied middle level positions and who needed formal training in planning but could not be away from their offices for long periods. The academic program was made attractive to the targetted clientele through a Memorandum Circular issued by the Office of the President of the Philippines which enjoined participation by government officials in the master's degree program on official time and at the full expense of the sponsoring entities.

The MEP program underwent two major revisions. The first was in 1971 when it was changed into a regular two-year semestral program. This was due mainly to the fact that the program had by this time started to attract bachelor's degree holders or less experienced students for whom the one year program did not appear adequate. This was followed by the conversion of the program in 1975 into a Master in Urban and Regional Planning (MURP) program, with specialization in housing, transportation planning, planning for general infrastructure support and regional location theory.

The second major revision was introduced in 1979 with the same objective to shift from the generalist planning orientation to a more specialized perspective. The original four subject areas of concentration were abolished and replaced with urban planning, regional planning, estate planning and public works planning and development as specialization areas. The program underwent further re-focusing in only two areas — urban planning and regional planning primarily in response to existing demands. The title of the degree was also changed from Master in Urban and Regional Planning (MURP) to Master of Arts in Urban and Regional Plan-

ning (MAURP) in order to conform to the University-wide standardization of academic degree programs.

In 1982, the School instituted a PhD program in Urban and Regional Planning to meet the demand for highly trained individuals, develop a teaching or research career, or to fill up responsible planning positions in the academe, in government service and in the private sector.

As of 1989, the School registered a total of 382 graduates from its masters degree program, of whom 160 were under the MEP, 109 under the MURP and 113 under revised MURP and new MA(URP) program. Four have completed the recently launched PhD program.

The recent survey on the whereabouts of graduates reveals the School's contribution to environmental and general urban and regional planning in the country (UP-SURP Report, 1989). Of the four PhD graduates, two are foreigners and two are Filipinos. The two Filipinos have since returned to the universities which sponsored their studies; one of the foreigners has likewise joined a University in his country and the other foreigner is serving temporarily as a consultant in a Philippine government agency.

The survey of graduates of the masters program covered only 84 respondents. Of this number, 34 graduates or 42 percent occupy top level or managerial positions in the offices where they work. These positions include the title of President/Assistant Vice-President; Director/Assistant Director; Manager; Division Head; Chief; Principal Partner/Consultant. More than half (59%) of the respondents work with the Government, close to a quarter (24%) are in the private sector, and the rest are self-employed. As to the use of their training in planning in their jobs, over 77 percent are able to do so while 14 percent have no such opportunity. The rest or 9 percent apply their knowledge only occasionally. Some did not answer the question.

#### *Institutionalization of Physical and Urban and Regional Planning*

The Institute of Planning started to promote the institutionalization of physical and urban

and regional planning in government agencies through Presidential Memorandum Circular No. 156, dated 9 February 1968 issued by the Office of the President. The Memorandum circular urged "departments, agencies and other subdivisions of the Government to sponsor their officials and employees to attend the graduate education and other training programs of the UPIP." Another significant contribution was the Institute's membership in the Panel on Regional and Community Development of the Philippine Commission on Reorganization which drafted the proposed Integrated Reorganization Plan (IRP) in 1970. The IRP was not passed by the Philippine Congress, but it was issued as Presidential Decree No. 1 in 1972 and ushered in the establishment of the RDCs/NROs and the adoption of various alternative modes of regional administration and development.

In the early 1970s, the Institute with its UNDP Consultant and some leading professional planning practitioners initiated and eventually organized the Philippine Institute of Environmental Planners (PIEP) which remains to this day as the leading organization of professional planners in the country. A presidential decree professionalizing environmental planning in the country had been signed during the past administration, but for some reasons, this has not been fully implemented.

With technical support from the UNDP the Institute started to promote the practice of physical and urban and regional planning when it signed on October 21, 1969 a Memorandum of Agreement with the Presidential Advisory Council on Public Works and Community Development (PACPWCD) for the setting up of Joint Centers for Regional Development Studies in five (5) selected regions of the country. These were the UP-Mindanao State University (MSU) Planning and Development Center in Marawi City (Northern Mindanao); Cebu Center for Regional Development Studies, in cooperation with the UP Cebu Branch and the University of San Carlos (USC) in Cebu City (Central Visayas); Davao Center for Regional Development Studies, in cooperation with the Davao City Government (Southern Mindanao); Iloilo Center for Regional Develop-

ment Studies, in cooperation with the UP Iloilo Branch and the Central Philippines University (CPU) in Iloilo City (Western Visayas); and the Baguio Center for Regional Development Studies in cooperation with the UP Branch in Baguio City (Ilocos Region).

These joint centers with assistance from the UNDP, the NEC-USAID and the PACPWCD, served as regional venues for the Institute's series of roving seminar-workshops on urban and regional planning for officials and technical personnel of the regional infrastructural agencies, LGUs and collaborating regional institutions.

The joint centers also conducted comprehensive town planning and sectoral studies and served as data and information centers. The PACPWCD provided local development map folios and assigned some of its staff to assist in updating and validating local baseline data and information. In the Joint Center in Cebu, an extension of the Institute's Master in Environmental Planning (MEP) program was launched in response to the demands for such training from the LGUs and from officials of government agencies in the area. However, this program was closed when the Joint Center's project was terminated and its equipment and facilities were turned over to the collaborating regional institutions and local governments. The closure of the Joint Centers was caused by the creation of RDCs/NROs in the regions whose functions were deemed sufficient to cover the activities pursued by the centers. It also reduced the role of the joint centers.

#### *Planning Research and Consultancy Services*

The Institute's close collaboration with Government infrastructural development agencies in its early years provided it with a good entry point for demonstrating the value of physical planning in pursuing the country's development. Through a Memorandum of Agreement between the University of the Philippines, PACPWCD and DPWTC, signed in June 1971, three major planning projects were started simultaneously. These were: the National Physical Planning Strategy Study, the Manila Bay Metropolitan Region Strategic Plan Study and the Mindanao Development Study.

The above-mentioned projects became some sort of focal point in physical planning demonstration and further strengthened Government interest in this field. The Task Force on Human Settlements (TFHS), which was created through E.O. No. 419 on September 19, 1973, shared in the task and devoted its efforts to completing the National Physical Framework Planning Study. The TFHS was elevated into a Human Settlements Commission and eventually became the Ministry of Human Settlements (MHS). The planning function was later on transferred to NEDA in 1983 in recognition of the need to relate and synchronize effectively physical and socio-economic development planning.

The Manila Bay Region Strategic Plan Study became the forerunner of the Metropolitan Manila structure planning under the MMC, and the Mindanao Development Study was continued by the Department of Public Works, Transportation and Communications (DPWTC) together with other regional agencies in the region.

#### **CURRENT PROBLEMS AND THE SEARCH FOR MORE PROMISING DIRECTION**

The types of development problems now confronting the regions and national leadership in the country are understandably more complex than in the early years of regional planning. Among the most crucial problems faced by the Philippine regions are: a) continued existence of inter-and intra-regional income inequality, high levels of unemployment, and persistence of poverty; b) declining or low rate of regional economic growth which is largely attributable to the country's huge external debt; c) increasing degradation of natural resources, which is exacerbated by increasing population and the consequent reduction of the capacity of existing resources to produce needed food and raw material supplies; and consequently, d) socio-political unrest.

#### *Interregional Development Disparities*

#### **Regional Share in the GDP**

#### **Available Gross Domestic Product (GDP)**

statistics from NSCB/NEDA show that Metro Manila or the National Capital Region (NCR) prevailed as top contributor although a slight decrease in its contribution to the national GDP was observed for the year 1987 (see Table 4). In 1981, NCR's contribution was about 32 percent but in 1987, the figure declined to 30 percent. Metro Manila is followed by the Southern Tagalog region whose contribution to the GDP in 1981 was 13.7 percent and in 1987, about 15 percent. Following but not so closely are Southern Mindanao, Central Visayas, Central Luzon, Western Visayas and Northern Mindanao whose individual contributions in the said periods ranged between 5 percent and 8.6 percent. Individual contributions of the other six administrative regions was a consistent less-than-five-percent in the periods 1981 and 1987. These regions are Cagayan Valley, Eastern Visayas, Bicol, Western Mindanao, Central Mindanao and Ilocos.

#### **Regional Employment and Unemployment**

The employment/unemployment situation in the regions provides another perspective in looking at and addressing interregional problems. In 1986, national unemployment was a tolerable 6.7 percent but by 1989, the figure has soared to 9.2 percent (see Table 5). While Metro Manila or the NCR has the biggest contribution to the national GDP just as it also has the highest level of unemployment, making it as some sort of an employment problem area/region. Its unemployment rate in 1986 (19.3%) was nearly three times the national average (6.7%). It has somehow declined in 1989 (17.5% or twice the national average) but the figure is still quite high. This phenomenon is not new in developing countries where the primate city bears the burden of continuous influx of migrants from the rural areas. These migrants constitute the surplus labor force of the rural/agricultural regions.

This condition is indeed a challenge to solving the metropolitan city's mobility problem. Providing basic or essential services are tremendous enough, but grappling with a very high unemployment problem makes the task of planning and managing the metropolitan

**Table 4. Individual Region's Percent Contributions to the National GDP, 1981 and 1987  
(at constant 1972 prices)**

Regional Groups By % Contribution	Actual 1981	Percent 1987
<b>Low and declining:</b>		
Cagayan Valley	2.8	2.4
<b>Low and stable:</b>		
Bicol	3.3	3.3
Western Mindanao	3.5	3.5
<b>Low and increasing at very low rate:</b>		
Eastern Visayas	2.4	2.5
Central Mindanao	3.6	3.8
Ilocos	3.8	4.6
Northern Mindanao	4.8	5.5
<b>Moderate and declining:</b>		
Western Visayas	8.1	6.9
Central Luzon	8.6	8.0
<b>Moderate and stable:</b>		
Central Visayas	7.3	7.3
<b>Moderate and increasing at very low rate:</b>		
Southern Mindanao	6.2	7.4
Southern Tagalog	13.7	14.9
<b>Metro Manila</b>	<b>31.8</b>	<b>29.9</b>

Source: NSCB/NEDA

region even more difficult. However, this is a serious problem that can not be left unattended to. The metropolitan case and the rural/agricultural situation are in turn facets of development problems, which should be addressed through regional planning and other means.

Regional planning and development of the Metro City has strategic importance other than that of promoting socio-economic development. It can help build up the image of the country vis-a-vis the other nations. Much of the image that the country has built up for itself over the years may be attributed to the media's preoccupation with events in the big city. What is reflected by the media becomes the basis of people abroad in judging or assessing the existing situation in the country as a whole.

**Table 5. Percent of Unemployment by Region, 1986 and 1989**

Region	Percent		Percent Change 1986-89
	Population 1986	1989	
Philippines	6.7	9.2	(2.5)
<b>Below 1986</b>			
<b>National Average</b>			
<b>Unemployment:</b>			
Ilocos	3.6	8.3	4.7
S. Tagalog	5.6	8.9	3.3
Bicol	4.0	6.9	2.9
W. Visayas	4.4	8.4	4.0
C. Visayas	2.9	6.2	3.3
E. Visayas	5.5	8.5	3.0
W. Mindanao	4.9	7.5	2.6
N. Mindanao	5.9	8.1	2.3
S. Mindanao	5.8	8.1	2.3
E. Mindanao	2.2	5.9	3.7
<b>Above 1986</b>			
<b>National Average</b>			
<b>Unemployment:</b>			
NCR	19.3	17.5	(1.8)
Cagayan Valley	7.9	5.1	(2.8)
C. Luzon	7.0	11.3	4.3
CAR	—	4.8	—

Source: NSO/NEDA

#### *Regional Income Disparity*

The 1987 and 1988 per capita figures (adjusted for inflation) of the Communication and Research Center (CRC) reveal that on the whole, per capita income increased from an average of P1,334 to P1,370, or a 2.7 percent increase for the said period (See Table 6). More recent data from the NSCB/NEDA put the average per capita income in 1989 at P1,788, representing a 30 percent increase from the previous years.

Metro Manila has consistently topped the list with a per capita income three times bigger than the national average and over five times bigger than the poorest region in the three-year

Table 6. Regional Per-Capita Incomes, 1987-1989

REGION	Average Per Capita Income			Percent Change	
	1987 <sup>1</sup>	1988 <sup>1</sup>	1989 <sup>2</sup>	1987-88 <sup>2</sup>	1988-89 <sup>2</sup>
Philippines	1,334	1,370	1,788	2.7	30.5
NCR	3,834	4,071	4,750	6.2	16.7
CAR	—	—	1,478	—	—
<b>Regions with less than P1000 per capita:</b>					
—Bicol	757	772	804	2.0	4.1
—Eastern Visayas	727	732	965	0.7	31.8
—Cagayan Valley	866	892	756	3.02	(15.2)
<b>Regions with P1000-P1500 :</b>					
—Ilocos	1,062	1,085	892	2.2	(17.8)
—Central Luzon	1,334	1,407	1,480	5.5	5.2
—Western Visayas	1,225	1,262	1,299	3.0	2.9
—Western Mindanao	1,115	1,136	1,259	1.9	10.8
—Central Mindanao	1,401	1,444	1,449	3.1	0.4
<b>Regions with over P1500 :</b>					
—Southern Tagalog	1,892	1,931	1,815	2.05	(6.0)
—Central Visayas	1,578	1,662	1,794	5.32	7.9
—Northern Mindanao	1,562	1,613	1,825	(1.11)	5.4

<sup>1</sup>CRC.<sup>2</sup>NSCB/NEDA, December 1989.

period. Coming next to Metro Manila in 1987 and 1988 is Southern Tagalog and Southern Mindanao in 1989, although the figure for Southern Tagalog is not far from that of Southern Mindanao in this latter period. These regions are followed by Central Visayas and Northern Mindanao in that order, for all the years. The regions with less than P1,000 income per capita, or the poorest regions in 1987, namely Bicol, Eastern Visayas and Cagayan Valley, remained in the same category two years later, but two of them (E. Visayas and Bicol) made slight progress.

Southern Mindanao experienced a decline in its per capita income during the period 1987-88 but it recovered during the subsequent period. On the other hand, three regions (Cagayan Valley, Ilocos and Southern Tagalog) had increases in per capita income from 1987 to 1988 but the figures declined in 1989 to levels lower than those of 1987. All the other regions experienced positive increases in per capita

income for the periods 1987-88 and 1988-89. The regions with the highest increases in per capita income for the period 1987-88 were Metro Manila (6.2%), Central Luzon (5.5%) and Central Visayas (5.3%). For the period 1988-89, the regions with the highest increases were Eastern Visayas (32%), which is still considered as among the poorer regions, Metro Manila (16.7%) and Western Mindanao (10.8%).

#### *Intra-Regional Disparity*

Based on the poverty threshold (that is, the minimum average monthly income a family of six members should receive to pay for its required basic necessities) of P2,709 in 1988, (NEDA Report, 1989) about 50 percent of all families in the country live below poverty line. The figures show that half of all families in the Philippines are poor. The Bicol region has the highest incidence of poverty (65%) while Metro Manila has the lowest (32%). Other re-

regions with extreme cases of poverty far above the national average are Western Visayas, Eastern Visayas, Central Visayas, Southern Mindanao, Western Mindanao and Northern Mindanao. These findings imply that whereas socio-economic deprivation is much greater among the poorest regions of the country, some regions which have an edge in average income have their own poverty problems to deal with. It is, therefore, important for development planning to incorporate the inter-regional perspective.

#### *Regional Economic Growth and Influence of the Country's External Debt*

Being saddled with a huge foreign debt does not augur well for rapid regional economic recovery and growth. Based on traditional economic indicators, the country showed signs of economic recovery during the first two years of the Aquino Administration (See Table 6). However, more recent data show a trend towards a decline.

In the year 1989, the average growth rate for the Philippines as a whole was 5.8 percent. This has been projected to go down by one percent in 1990. The growth rate for Metro Manila, Southern and Western Mindanao, Western and Eastern Visayas and Bicol had been projected to go down by about 6.5 percent. Already, depressed regions are likewise projected to have a downswing. Only few well situated regions are expected to slightly sustain their economic momentum. These regions are Central Luzon, Southern Tagalog, Northern and Central Mindanao, Central Visayas and Ilocos.

This is alarming because regional growth signs and projections are primary bases for businessmen to invest in the country and for existing investors to expand their operations in the regions. A high momentum for growth is expected to draw many investors to the regions. Although there are many ways to attain growth in the regions, pursuing regional development under a situation where the country's external debt exerts a heavy pressure on limited available financial resources will, expectedly, be greatly constrained.

At the end of the Marcos administration, the Philippine foreign debt stood at \$25.5 billion.

The figure is expected to soar to \$33.4 B by 1992 (Porter with Ganapin, 1988). By World Bank estimates, the cost of paying off this debt will average around \$2.35 B annually\* for the period 1987-92, consuming around 37 percent of Philippines' total export. The country, therefore, will have to generate funds over and above its current earnings or borrow around \$3.2 billion annually during these periods if only to meet the payment schedule demanded by the creditor banks according to NEDA (Porter with Ganapin 1988).

Given this particular situation, regional planning should also look into the aspect of generating well-designed and implementable programs and projects which could complement Government actions/efforts in attracting investors to the regions. However, such projects have to be consistent with the regional development plan, policies and programs and have to be backed up by a thorough study or analysis of regional resources.

#### *Regional Environmental Degradations and the Problem of Producing Needed Food and Material Supplies*

#### **Agricultural Land and Population Crisis**

Continued exploitation of the country's natural resources has been questioned many times but the problem has been addressed haphazardly. The limit to the exploitation of the national land resources is best indicated by the fact that of the country's total land area (30 million hectares) around 59 percent (17.6 million hectares) is generally unsuitable for cultivation due to its susceptibility to erosion and its generally acidic soil condition. At present, only 5.8 million of around 10 million hectares of cultivated land are suitable for crop production and only 2.8 million hectares are flat dry lowlands capable of producing more than one crop each year (Porter with Ganapin, 1988). The agricultural dilemma arises from the problem of coping with the increasing demand for food and raw materials from the already sizeable but still expanding population. The Philippines has the lowest yield in staple cereals: about 30 percent below those of

Indonesia and Thailand; and 50 percent below that of China.

Related to this problem is the steadily declining average farm size which is seriously threatening the economic viability of farming and affecting the capacity of the farm to produce enough income and sustain the farm family at above family levels. Available census statistics show that for the nation as a whole, the size of farms had decreased from an average of 3.6 hectares in 1971 to 2.6 hectares in 1980 or an average annual decrease of 2.7 percent over the nine-year period (see Table 5). However, the number of farms increased from 2,354.5 thousand in 1971 to 3,478.6 thousand in 1980 or a 6.3 percent increase. The regions which experienced the high decrease in farm size were Bicol (over 8%) Central Luzon (3.9%), Cagayan (3.7%), Eastern Visayas (3.4%), Ilocos (3.3%), Southern Tagalog (3.3%) and Central Visayas (3.1%). In the other regions, the average decrease was less than 3 percent. Only Metro Manila recorded an increase in its average farm size by over 14 percent.

With the trend in population, the local inheritance system and the implementation of the comprehensive agrarian reform program (CARP), the declining trend in farm sizes will likely continue. Without a restraint on the disposition and fragmentation of farmlands acquired through the CARP, the long range viability of farming as a main occupation of CARP beneficiaries and in rural areas in general, is at stake.

In the rapidly urbanizing regions or areas, especially those surrounding Metro Manila, another significant problem affecting the economic viability of agriculture is the conversion of prime farmlands into urban land uses. To control this pattern, the CARP should demonstrate that with appropriate technology, it is possible to raise farm incomes to the levels received by urban/industrial workers. Without this, the rampant selling of farmlands formerly covered by CARP will continue.

As it is, only the Southern Mindanao region has an average farm household income comparable to its urban/industrial counterparts, or which is above the poverty threshold. The average farm size of Southern Mindanao based

Table 7. Number and Average Size of Farms

Region	No. of Farms in Thousands		Annual % Increase/ Decrease 1971-80	Average Farm Size (ha)		Annual Increase Decrease 1971-80
	1971	1980		1971	1980	
Bicol	223.0	314.1	4.5	4.13	3.01	(8.1)
Eastern Visayas	200.1	272.9	4.0	3.37	2.37	(3.4)
Ilocos	215.1	298.0	4.3	1.77	1.25	(3.3)
Cagayan	172.1	253.6	5.3	3.38	2.24	(3.7)
Western Mindanao	152.4	216.5	4.7	4.14	3.56	(1.6)
Central Luzon	168.2	235.9	4.5	3.20	1.99	(4.2)
Western Visayas	190.7	280.8	5.2	4.10	2.66	(3.9)
Central Visayas	221.7	342.3	6.0	2.16	1.55	(3.1)
Northern Mindanao	167.3	265.5	6.5	4.34	3.37	(2.5)
Southern Mindanao	179.2	289.1	6.8	3.13	2.44	(2.4)
Central Mindanao	193.6	254.8	3.5	4.16	3.18	(2.6)
Southern Tagalog	268.2	401.2	5.5	3.98	2.81	(3.3)
NCR	2.8	13.8	10.4	2.24	5.17	14.5
PHILIPPINES	2,354.5	3,478.6	5.3	3.61	2.63	(2.7)

Source: NSO, 1980

on the 1980 census was 2.44 hectares which is slightly lower than the national average of 2.63 hectares. Given the trend in the 1970s, it is possible that the average farm size for the region had declined further. Despite this, Southern Mindanao has the highest agricultural output per rural household (see Table 8), which only proves that small farms can be economically sustainable. In fact, Southern Mindanao's output targets for feed/food crops is up by 28 percent (NEDA Regional Development and Physical Planning Framework of Medium Term Philippine Development Plan, 1987-1982). The two other regions in Mindanao whose farm sizes averaged at least three hectares in 1980 have relatively high average agricultural output per rural household.

High agricultural production seemed to be the result of the use of the technology promoted in the 1980s.

But it must be noted that Mindanao has rich natural resources and potentials compared to other parts of the country. In many regions, the infusion of the same technology had lesser impact where their output per rural household

remained to be low. The lowest producing regions are Central Visayas and Bicol.

Generally in these regions, the challenge of achieving the agricultural productivity objective of the CARP is greater. The answer may not all lie in CARPs idea of the family economic-size farm or agriculture per se, but rather a strategy and action program that recognizes the interdependency of agriculture/agrarian reform and the industrial/urban sector. The experiences of Japan and Taiwan show that the best way to safeguard and maintain the viability of the family-size farm is to provide farm family members with other job opportunities to supplement farming.

The dilemma confronted in implementing CARP simultaneously with present regional industrialization efforts arises from the fact that sectoral problems are treated in isolation not acknowledging the fact that they are inter-related facets of a common problem.

The present conditions in the rural-agricultural regions suggest the need to re-examine the conventional regional planning approach if it is to serve as a valid instrument for achieving

**Table 8. Average Farm Size and Average Agricultural Output of Rural Households by Region**

Region By Average Farm Size	Average Agricultural Output <sup>2</sup> Per Rural Household (P1,000)
Less than 2 hectares:	
Ilocos	12.50
Central Luzon	16.65
Central Visayas	13.65
	7.20
2 – 2.99 hectares:	17.26
Eastern Visayas	9.85
Cagayan	16.08
W. Visayas	14.78
S. Mindanao	33.65
S. Tagalog	11.96
3 hectares and over:	16.72
Bicol	8.05
W. Mindanao	11.92
N. Mindanao	23.67
C. Mindanao	23.22
Philippines (2.63 hectares)	15.03

<sup>1</sup>NSCO, 1980.

<sup>2</sup>CRC, 1988.

balanced agro-industrial development. An urgent task is the formulation of a comprehensive framework for rational, orderly and systematic regional industrialization. On the issue of land conversion, the challenge to physical planning is to come up with well-defined policy guidelines regarding conversion of agricultural lands into urban/industrial maps. Such guidelines may cover or focus on the following: a) undeveloped urban land, i.e. urban land within city/municipal limits at any point of time which is not yet developed or built-upon; b) land within the urbanizable limits, i.e. land which is at present considered agricultural or unurbanized but likely to get urbanized within the next 10 to 15 years; and c) land beyond the urbanizable limits, i.e. purely rural lands (Santiago and Calabia, 1974). Such policy guidelines will have to take into account the need for preserving prime agricultural lands and providing space for housing, industries and other urban land uses.

### Sociopolitical Unrest

Insurgency is a natural consequence of a government's inability to satisfactorily address problems of underdevelopment including socio-political issues. This has never been denied by any administration in the country. In fact, sociopolitical unrest has been a major reason of past and present administrations in pursuing regional development. Indeed, there were some efforts of the Government to respond to varying demands but insurgency has persisted. This problem has remained manageable but the Government has had to divert significant resources in confronting these rebels; resources which could have been channeled to development activities.

The present regional development challenges are, indeed, tremendous, and regional planning alone could not provide all the answers. A more responsive regional planning alongside other means such as genuine land reform, strengthening the local/regional industrial base, and enhancing local participation in development processes constitute a more promising formula.

### REFERENCES

- Ramon C. Bacani, "Impact of National and Regional Development Policies at the Sub-National Level: The Case of the Philippines", in Ed. B. Prantilla (ed.), *Regional Development Problems and Policy Responses in Five ASEAN and Pacific Countries*, United Nations Center for Regional Development, Nagoya, Japan, 1984.
- Armand V. Fabella, "Regionalizing for Administration and Development: The Philippine Experience", in G. Shabbir Cheema (ed.) *Institutional Dimensions of Regional Development*, United Nations Center for Regional Development, Maruzen Asia Pte. Ltd., Singapore, 1981.
- Lewis Keeble, *Principles and Practice of Town and Country Planning*, The Estates Gazette Limited, 151 Wardour Street, London, 1969.
- L.H. Klaasen and J.H. Paelinck, *Integration of Socio-Economic and Physical Planning*, 1974.
- Salvador P. Lopez, "Quezon City: Cinderella Capital of the Philippines", *Philippine Planning Journal*, Vol. IV, No. 2, April 1973, Vol. V, Nos. 1 and 2, October 1973-April 1974.
- William F. Merchant, *Regional Plans: A Survey of Some Examples*, Institut fur Orts-, Regional-und Landesplanung der ETH-Zurich, Juni 1973.
- Frank T. Martocci, *Physical Regional Planning in the Philippines*, A Report submitted to the Bureau of Technical Assistance Operation of the United Nations, May 23, 1968.
- J. Brian McLoughlin, "Theories and Techniques of Spatial and Environmental Planning", DISP Nr. 31, Institut fur Orts-, Regional- und Landesplanung an der ETH, Weinbergstrasse 35, 8006 Zurich, 1973.
- Kam Sim Yen Ng, "American Influence on Planning in the Philippines", *Philippine Planning Journal*, Vol. XII, No. 2, April 1981.
- Department of Regional Development, Secretariat for Economic and Social Affairs, Organization of American States. *Integrated Regional Development Planning: Guidelines and Case Studies from OAS Experience*, Washington, D.C., January 1984.
- Gareth Porter with Delfin J. Ganapin, *Resources, Population and the Philippine Future: A Case Study*, World Resources Institute, October 1988.
- Richard L. Ramsey. *Perspective on Development: Growth with Equity*, based from materials produced cooperatively by the Professional Studies and Career Development Dimension, USAID and PASITAM, the Program of Advanced Studies in Institution Building and Technical Assistance Methodology of MUCIA, the Midwest Universities Consortium for International Activities, 1981.
- Asteaya M. Santiago, "Evolution of the National Planning Organization in the Philippines: A Legislative Perspective", *Philippine Planning Journal*,

Vol. XIV, No. 2, April 1983 and Vol. XV, No. 1, October 1983.

Asteaya M. Santiago and Gerardo S. Calabia, "Urbanization and Agrarian Reform", Philippine Planning Journal, Vols. IV and V, Nos. 1 and 2, October 1973-April 1974.

Special Study Team Report on Integrated Area Planning and Development (IAD) National Council on

Integrated Area Development (NACIAD), submitted to the Presidential Commission on Government Reorganization (PCGR), September, 1986.

Albert Waterston, *Development Planning: Lessons of Experience*, The Johns Hopkins Press, Baltimore, Maryland, 1965.

# THE REGIONAL PHYSICAL FRAMEWORK PLAN: AN EXPERIMENT TOWARD MORE EFFECTIVE REGIONAL PLANNING IN THE PHILIPPINES

ERNESTO M. SEROTE

## INTRODUCTION

### *Background and rationale*

Regional physical framework planning is being attempted for the first time in all the regions. Up until fairly recently, what amounted to the regional physical plan consisted of the aggregated sectoral programs and projects undertaken by national government agencies that deal with infrastructure development and natural resource exploitation and conservation. More often than not, these programs and projects were identified, developed and implemented by the agencies independently of one another without an overall framework for the development of the region.

The closest thing to a regional physical framework plan is the regional development investment program (RDIP) which is a tool for implementing the regional development plan. Both documents are periodically prepared under the auspices of the National Economic and Development Authority (NEDA) Regional Offices. In practice however, the RDIP is no more than a compendium of capital investment projects at various stages of development being carried out by the different sectoral agencies.

To be sure, attempts to give socio-economic plans and programs some form of physical and spatial dimensions have been made in the past. But the physical framework plan does not only serve socio-economic objectives but also and more importantly, it is used to shape development. It is this latter function of a physical framework plan, viz., to provide the framework for, define the scope of, and set the limits for development planning that is as yet not fully appreciated.

It is in the light of these shortcomings of current regional planning practice in the Philippines that the "Regional Physical Framework Plan" was envisioned. The legal mandate for this undertaking derives from the provisions of Letter of Instruction (LOI) 1350 "Providing for the Institutional Framework for National Physical Planning" which underscores the need "for more synchronized and coordinated efforts toward the optimum utilization of the country's land and other related resources". The same LOI created the inter-agency National Land Use Committee (NLUC). The NLUC is composed of all national government agencies having to do with land and natural resources.

### *Definition*

After a series of discussions among NLUC members, the following definition of a Regional Physical Framework Plan has been adopted:

... a document embodying a set of policies and a graphic translation of the desired spatial arrangement of land-using activities in the region in order to: (a) effect a rational distribution of the regional population; (b) facilitate access by the regional population to basic services; (c) guide public and private investments to ensure optimum and sustained use of natural and man-made resources; and (d) safeguard and protect the integrity of the physical environment.

In short, the RPFP serves as a guide to decisions on how land and natural resources may be put to the most beneficial use for the people, and at the same time indicates how such resources may be managed and conserved for the benefit of future generations. It also delineates areas which must be conserved for all time. This

latter point is important. It makes conservation a "development" pursuit in its own right, co-equal in status and importance with production activities. It goes beyond the concept of sustainability which merely "tacks on" conservation to development. The RPFP, considering the state of degradation of the environment at present treats what are normally regarded as "purely conservation" and rehabilitation activities as constituting development in themselves.

The time frame for the RPFP is fairly long-term, in this case 30 years, because of the long gestation of major infrastructure projects that are required to actualize it and the fairly long time it takes to appreciate the impacts of long-term programs such as afforestation programs, industrial developments, and the like, on the quantity, quality and configuration of land and other natural resources.

#### **ANTECEDENTS OF RPFP**

Physical framework planning as a distinct activity from development planning started at the national level in the early 1970s. The initial attempt was made by the then Department of Public Works, Transportation and Communications (DPWTC) in association with the then Institute of Planning (now SURP) of the University of the Philippines and funded by the United Nations Development Programme (UNDP). The output of this exercise was published in 1976 entitled "Physical Perspective Plan of the Philippines". Among the more remarkable features of this plan is the designation of Cebu and Davao as alternative growth centers to be promoted as countermagnets to Metro Manila. In support of this tripolar strategy, major public sector investments, infrastructures and services were identified and these became the basis for the preparation, also by DPWTC, of 5-year and 10-year infrastructure development programs.

In the latter part of the 1970s another attempt at physical framework planning was spearheaded by the then Human Settlements Commission (HSC). The HSC, now Housing and Land Use Regulatory Board prepared the "Multi-Year Human Settlements Plan 1978-2000". This plan, like the earlier Perspective

Plan, recognizes the need to promote viable large urban centers to counteract the excessive primacy of Metro Manila. At the same time, smaller centers will not be neglected but they will be allocated public investments in infrastructures and services appropriate to their relative position in the hierarchy of urban centers. As a basis for such allocation the HSC had earlier classified urban centers into a hierarchy of settlements.

It is interesting to note that, unlike the earlier perspective plan of DPWTC, the HSC plan was broken up into regional components. Thus, every region of the country came to have a "Multi-Year Regional Human Settlements Plan". This regional plan was more a plan for the region because it was prepared centrally in Manila.

At about the same time NEDA was also preparing a long-term (25-year) national plan which came out in 1977 as the "Long-Term Philippine Development Plan up to the Year 2000". Like the HSC plan, this long-term plan has a regional development component and includes specific strategies for each of the 12 regions of the country. Again these regional strategies were centrally determined.

In the Philippine 5-year Plan of 1978 to 1982, regional development plans appeared as a distinct chapter for the first time. These were prepared centrally and formed part of the national development plan. It was only after 1982 that the regions themselves, spearheaded by NEDA, began to prepare their regional development plans.

In 1983 the National Land Use Committee was created under LOI 1350. One of the mandates of NLUC was to formulate a national and regional physical framework plan. It was five years later that NLUC was able to come out with a draft NPFP and to organize the regional land use committees that became the core teams which underwent training on the preparation of their respective RPFPs.

Although the current effort to formulate RPFPs on a nationwide scale is being undertaken for the first time, let it not be said that long-term regional framework planning in the Philippines is without precedent. In 1975, the same group of agencies that prepared the first

physical perspective plan of the Philippines — DPWTC, NEDA, UP-IP, UNDP — completed the Manila Bay Metropolitan Region Strategic Plan (MBMRSP).

The MBMRSP can be cited as the earliest and the most extensive regional planning study in this country. Started in 1972, the study covers Manila and eight (8) provinces within its immediate region of influence: Zambales, Bataan, Pampanga, Bulacan, Rizal, Cavite, Batangas and Laguna.

Straddling three (3) administrative regions the MBMRSP is basically a strategic development approach to rationally guide the growth of Metro Manila within its broader regional context. The strategy adopts the polar development concept as the most desirable among four (4) spatial concepts evaluated and identifies five (5) strategic centers of growth or "poles" which could be promoted as alternative urban-industrial centers to provide job opportunities and better social services within their own areas of influence. The overall objective of the plan is to minimize pressure on the metropolitan core. The MBMRSP also identifies action areas which have become the subject of subsequent comprehensive planning and feasibility studies.

In terms of methodology and substantive content, the MBMRSP is very similar to the current RPFP. Like the RPFP, the MBMRSP seeks to achieve a rational distribution of the regional population through an adopted spatial development concept. It has also a land use plan, a human settlements plan, an infrastructure plan and an environmental protection plan. The main difference between the MBMRSP and the RPFP is that the former straddles three administrative regions whereas the latter is confined within the boundaries of a particular administrative region.

The tendency of early regional framework plans to cover a wider area than their political jurisdiction can be observed also in the first framework plan for Metro Manila. Published under the title "Manila: Toward the City of Man" this first framework plan for Metro Manila subdivides its planning area into three parts: 1) the *inner core* bounded by the circumferential highway Epifanio delos Santos or

EDSA (C-4); 2) the *intermediate area* which lies between C-4 and the proposed C-6; and the *outer area* extending beyond C-6 outwards to the urbanizing extremities of the built-up area embracing the areas up to Malolos, Bulacan in the north; Teresa, Rizal in the east; Los Baños, Laguna in the southeast; Talisay, Batangas in the south; and General Trias, Cavite in the southwest. For each subregional area appropriate development strategies were formulated. But because most parts of the planning area lie outside the metropolitan territorial jurisdiction and further because Metro Manila was not mandated to exercise extra-territorial powers, the important strategies of the plan were not carried out. Otherwise, some of the current issues like agricultural land conversion could have been preempted.

Finally, it is worth noting in this review that the first attempt to incorporate a spatial strategy in a regional development plan was made by Region IV. Among others, the current "Medium-Term Regional Development Plan for Southern Tagalog 1988-1992" provides for the conscious and deliberate channeling of metropolitan growth overspill into designated urban growth corridors in order to preserve remaining agricultural lands in an area that is under intense urbanization pressure. But why was this plan not invoked in the resolution of the NDC-Marubeni estate controversy? Indeed it was submitted to the Cabinet to be used as a basis for resolving the issue. The problem however is that the delineation of the urban growth corridor was only schematic and was not translated into the zoning plans and ordinances of the affected towns and cities. Hence, the exact boundaries of the urban industrial corridors could not be determined with the required degree of precision. More will be said about this later.

## THE REGIONAL PHYSICAL FRAMEWORK PLAN

*Nature, scope and roles of the RPFP*

The RPFP is designed to show the desired direction and intensity of growth of the region as a whole as well as of each sub-regional area

covering a fairly long-term period, in this case, from 1991 to 2020.

The direction and intensity of growth that the RPFP seeks to promote represents a balance between the need for the region to fulfill its functional role with respect to the national economy on one hand, and the need to ensure the optimum and sustained utilization of the physical resources of the region, and conserve in perpetuity what needs to be protected, on the other. Accordingly, it takes into account and seeks to contribute to the attainment of national development goals and targets, subject to the constraints of available productive natural resources. At the same time the RPFP seeks to guide public and private investments in order to effect an efficient settlement pattern for better access by the regional population to basic services and a rational mix of land uses that promotes productivity and safeguards environmental integrity.

#### *The RPFP: Its relationship to other plans*

The importance of the RPFP lies not only in its own specified purpose and the role it plays in the effective utilization, development and management of the region's land and other natural resources. It also affects, integrates or links with the National Physical Framework Plan (NPFP), the national and regional socio-economic plans (i.e., the Medium Term Philippine Development Plan or PDP and the Regional Development Plan or RDP), the investment programs (i.e., the Regional Development Investment Program or RDIPs and the Annual Investment Program or AIP), the local development plans (e.g., town plans) and the sectoral plans of various line agencies of the national government. (See Figure 1)

#### *The RPFP and the National Physical Framework Plan*

The NPFP and the RPFP are mutually supportive and consistent with each other. The NPFP evolves from the integration of the various RPFPs through an iterative process of consultations at various levels.

Both the NPFP and the RPFP are indicative

plans respectively promoting the most appropriate and rational use of the nation's and the region's physical resources. Both likewise provide policy guidelines for all decisions relating to land use and environmental management to prevent or mitigate the adverse effects of inappropriate resource utilization on the people's welfare and their environment. They both embody policies and strategies necessary to carry out the national goals and objectives. They differ only in the degree of detail and location specificity.

#### *The RPFP and the Philippine Development Plan and the Regional Development Plan*

A common criticism of the present national and regional socio-economic plans is the absence of spatial and physical dimension. To be truly comprehensive and integrated the PDP and RDP are now envisioned to incorporate land use and physical components which shall support the socio-economic plans. Conversely, these plans shall be guided by the spatial framework laid down in the NPFP and RPFP.

#### *The RPFP and the Regional Development Investment Program and the Annual Investment Program*

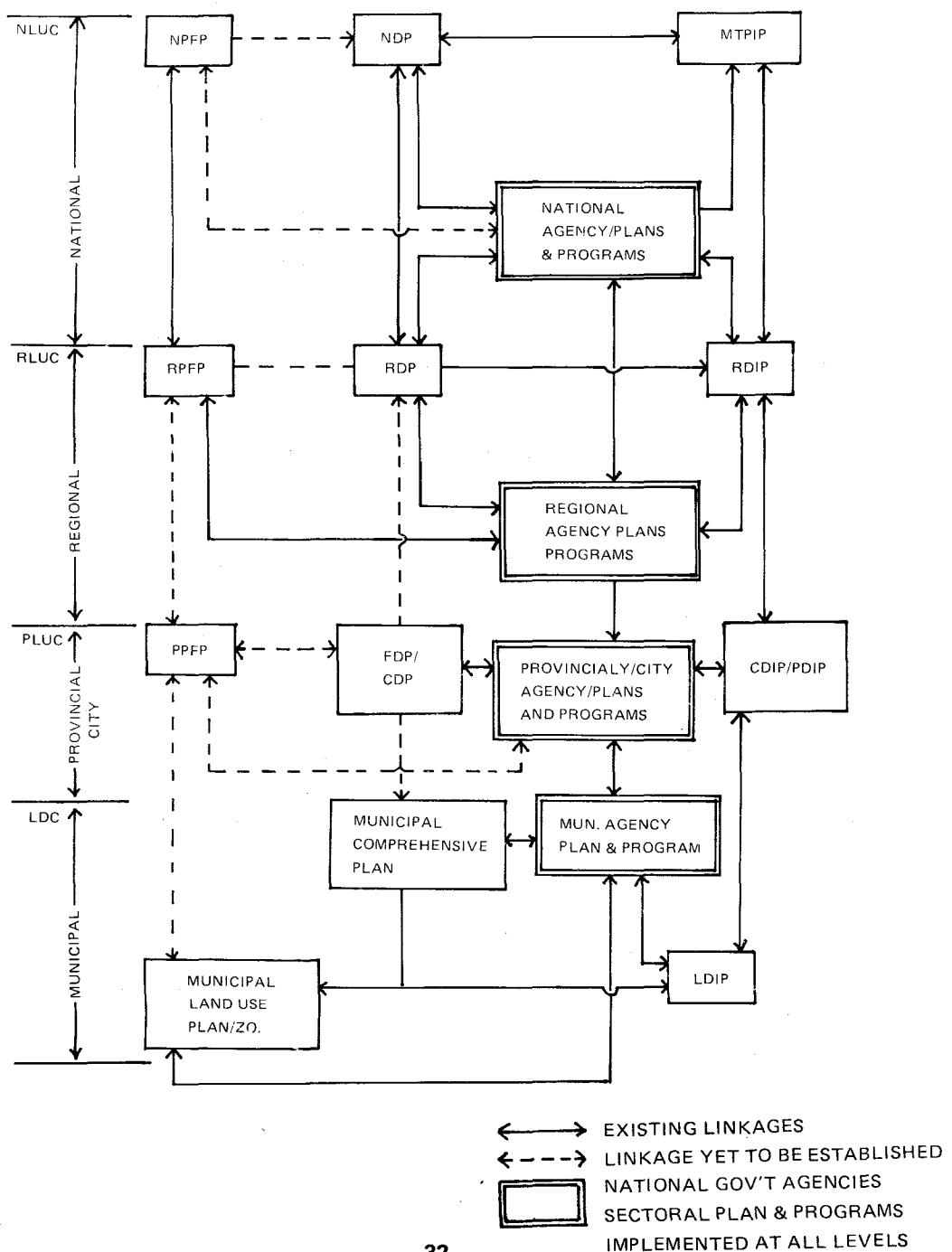
The RDIPs and AIPs translate the socio-economic plans into concrete programs and projects. It is the role of the RPFP to lay down the basis for the proper location of these identified projects. Also, the RPFP itself could be a rich source of projects for inclusion in the investment programs.

#### *The Regional Physical Framework Plan and Local Plans*

Local plans shall be formulated within the framework drawn in the RPFP. Likewise, it is understood that in the formulation of the RPFP, the usual iterative process of planning and consultation shall be followed and existing local plans be taken into consideration. Once completed, the resulting framework plan shall guide the review and refinement of future provincial and town plans.

FIGURE 1

HIERARCHY AND LINKAGES OF PLANS  
IN THE PHILIPPINES  
(EXISTING AND PROPOSED)



### *The Regional Physical Framework Plan and Sectoral Plans*

Sectoral programs and projects of line agencies should now be consistent with, or derive their justification from the RPFP and the local plans. For best results, line agencies are encouraged to provide inputs to the RPFP so that their programs and projects will emanate from the Plan and hence, be supportive of its goals, policies and strategies.

#### *Evolution of the RPFP planning process*

There being no substantial experience locally in preparing a framework plan of this kind, the most convenient and readily available reference is the general planning process outlined in the following sequence:

1. Preliminary regional analysis
2. Goals/objectives setting
3. Detailed surveys and comprehensive planning studies
4. Generation of alternative strategies
5. Evaluation and selection of the preferred strategy
6. Detailing and refinement of the chosen strategy
7. Plan review, approval and adoption
8. Formulating the implementation mechanism
9. Implementation, monitoring and evaluation

This general planning process was originally used as the organizing structure while the sequence and relationship among inputs, outputs and throughout could not as yet be specified. (See Figure 2)

In the course of the exercise the various elements of the process and their relationships were slowly unraveled. Preliminary attempts to reflect the process in more detailed flow charts were done in conjunction with various workshops. Comments from the participants were solicited and the final version that emerged after incorporating all the comments and suggestions is shown in Figure 3.

#### **The role of training**

The preparation of the first RPFPs is being

undertaken following the concept of on-the-job training. A training program was conducted by the U.P. School of Urban and Regional Planning jointly with the National Land Use Committee through its Secretariat, the Land Use and Physical Planning Division of the Regional Development Coordination Staff, NEDA. The participants in this training program are the core teams within the Regional Land Use Committees. These core teams are the very ones who are in charge of formulating their RPFPs.

#### *Program objectives*

The principal aim of the program is two-fold. As a tooling up process, it seeks to enable the participants to acquire the necessary skills and knowledge in the use of analytical, evaluative and projection techniques for the preparation of their respective regional physical framework plans. And as a laboratory situation, it is a venue for the field testing and further refinement of the RPFP guidelines and process flow.

#### *General approach and procedure*

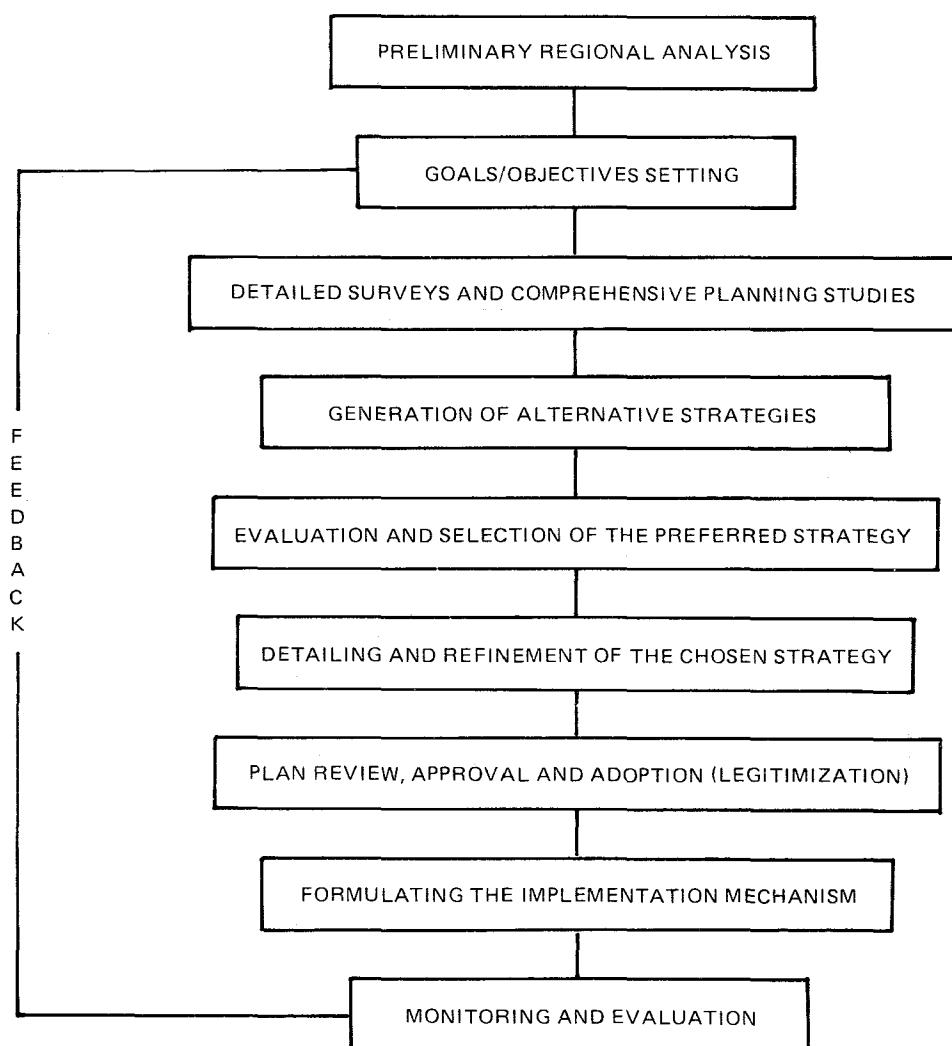
The general approach in this training program is to simulate the actual processes involved in the preparation of the RPFP. The content and sequence of topics discussed, the exercises and workshops, the inputs, outputs and throughputs are in accordance with the draft RPFP Guidelines.

The entire program is subdivided into three modules. This is to accommodate into the design the requirements of local-regional consultations and of legitimization procedures at various stages in the planning process.

To serve the 13 regions effectively, they were grouped into three batches: Batch I (Cordillera Administrative Region, Region 1, Region 2, Region 3 and Region 4); Batch II (Region 5, Region 6, Region 7 and Region 8; Batch III (Region 9, Region 10, Region 11 and Region 12). Each batch was convened in Metro Manila for two weeks per module or a total of one month. An interval of seven weeks between modules was observed to enable the participants to conduct local consultations in their respective regions and to submit their outputs

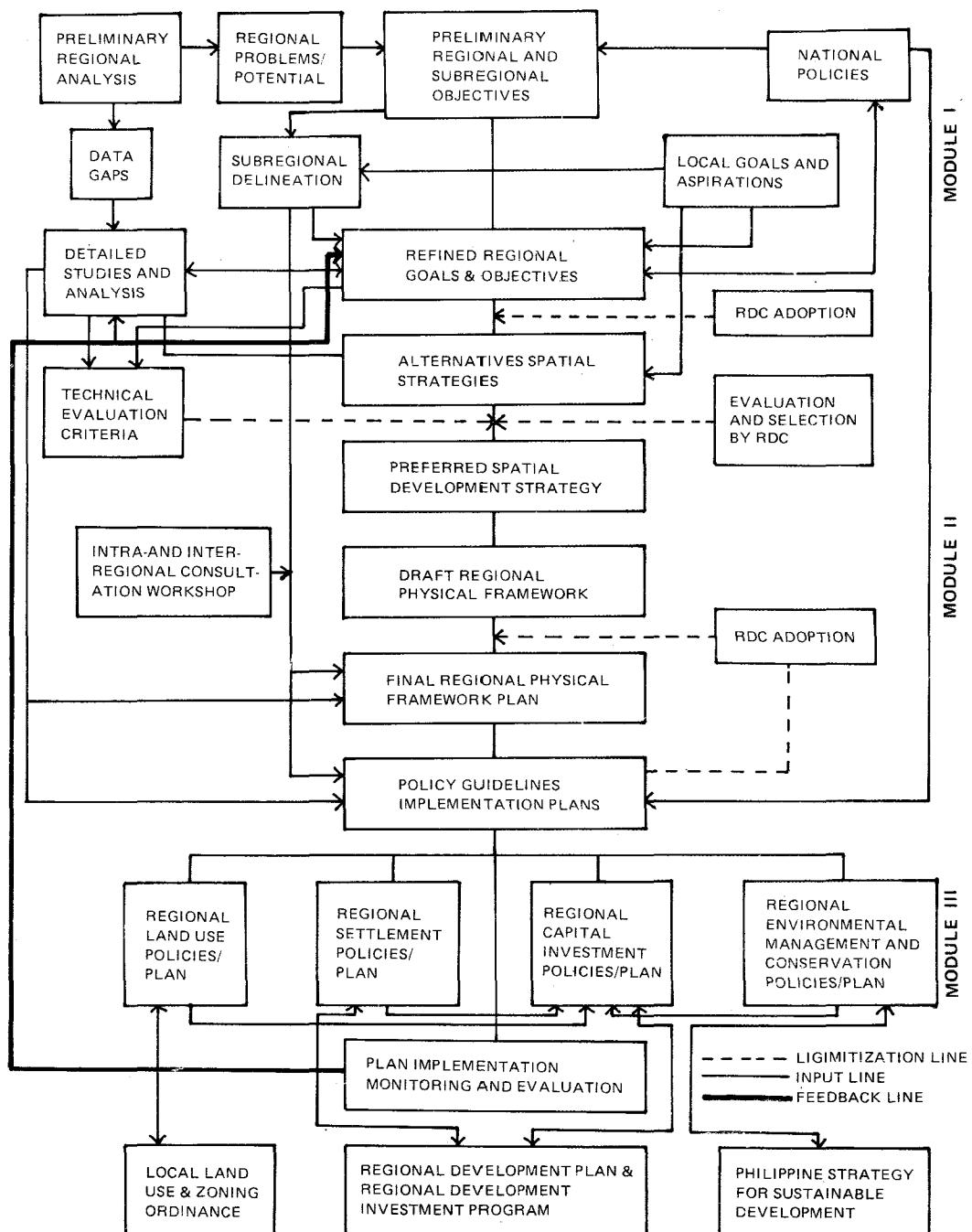
FIGURE 2

THE PLANNING PROCESS



**FIGURE 3**

**REGIONAL PHYSICAL FRAMEWORK PLANNING  
PROCESS FLOW CHART**



for discussion, approval and adoption by the regional decision-makers. A week-long break between batches was also observed to allow the training staff to rest and review the proceedings in the last seminar-workshop. This way, succeeding batches invariably benefited from the lessons and insights learned from the previous ones. The final module was held in Zamboanga City. This time all three batches were brought together.

#### *Expected outcomes*

Among the many outcomes expected from the program, the most important one is the formation in each of the regions of a well-trained core team of middle-level technical personnel who understand thoroughly the rationale for and importance of physical framework planning, and who are fully committed to the formulation of their respective RPFPs. It is also anticipated that such enthusiasm and commitment will rub off, as it were, on the other regional agencies and local government units through the series of consultative and echo seminars that they will in turn conduct in their respective regions.

#### *Expected outputs*

Because of the chosen approach and methodology which incorporates consultations with and legitimization by regional and local decision-makers at various stages in the planning process it would be unrealistic to expect that the draft RPFP can be completed under such time constraints and contrived atmosphere as the seminar-workshop affords. At any rate, two sets of output were expected to be produced in the course of the training program. On the part of the participants, the results of exercises and workshops would form part of their draft RPFP. Specifically, after two modules they were expected to have:

- a) undertaken a thorough and exhaustive analysis of their respective regions, both in sectoral and spatial terms, making use of the various analytical techniques included in the

guidelines and elaborated on by the papers and lectures of resource speakers;

- b) delineated subregional areas for purposes of more detailed investigation of area-specific problems and potentials;
- c) formulated regional development goals and subregional objectives which are derived from a review of applicable national policies and consultations with various regional and subregional constituencies and which are adopted by the regional decision-makers;
- d) generated alternative spatial strategies for the region as a whole and for each of the sub-regional areas, including a full characterization of these strategies in terms of their requirements and impacts; and
- e) prepared the criteria for the technical evaluation and testing of these alternative strategies for use by decision-makers in choosing the preferred strategy.

By the time Module III was conducted, they were expected to have completed their drafts for discussion and refinement. On the part of the training management staff, the main outputs are the various papers, worksheets, workshop guidelines, analytical procedures, evaluation criteria, and the fully elaborated RPFP process flow. All of these will be used in the production of a revised, "user-friendly" version of the RPFP Guidelines. Between modules, consultations between the RLUC core teams and the trainors was facilitated by the NEDA.

## ISSUES AND PROBLEMS ENCOUNTERED

#### *Methodological issues*

**The top-down vs. bottom-up approach —** During the early years of the organization of the NLUC an attempt was made to prepare a draft National Physical Framework Plan. Presumably, the NPFP was to serve as the basis for the formulation of the regional physical framework plans.

Under the Aquino administration the bottom-up approach was adopted and so it was decided by the reconstituted NLUC to disregard the first NPFP draft and instead proceed

first with the formulation of RPFPs. The idea is to evolve an NPFP out of the aggregation of the RPFPs.

Experience has shown that the right approach is neither one nor the other but a combination of both. In planning, it is a truism that the whole is greater than the sum of its parts. It is not enough that a higher order plan is built by simply putting together the lower level plans. To illustrate: each of the regions, planning for themselves alone, would aspire to have an international airport. And yet, viewed from the national perspective there should probably be not more than three for the entire country.

On the other hand, individual regions may be too modest or conservative in their proposals such as small-scale cottage industry type of activities when in fact, they could form part of a large industrial core where heavy industries could be located.

It was therefore felt that although a bottom-up approach is essentially being followed, the need for a national policy framework cannot be ignored. Consideration of national policies is definitely taken in various steps of the RPFP planning process. With respect to local plans which are already existing it would be ideal to build on them. But this process takes a painfully long time. Besides, these local plans have been prepared without the benefit of a regional policy framework. It would be necessary to provide one in the form of the RPFP and then realign the local plans later on a priority basis. This is essentially a top-down approach. The point is that in the matter of approach, we may well discard orthodoxy.

**Innovation in the planning process** — One of the major innovations in the planning process which was introduced in the RPFP is the increased participation of decision-makers, in this case the RDC. This is done by allowing the RDC to take a decision at certain points in the process (refer back to Figure 3) and subsequent actions are based on that decision.

There are at least three decision nodes at which legitimization is required from the RDC. The first comes at the point when the technical planners will have formulated the regional development goals and objectives. These goal

statements are then presented for deliberation and adoption. Only after the goals have been adopted will the planners be able to proceed in generating the sectoral and spatial alternative strategies. In as much as there are alternatives the choice of which alternative to adopt again rests with the RDC. The planners can only provide the technical criteria for evaluating each alternative but the ultimate selection is made by the RDC alone. This is the second decision node. The third and final instance of RDC legitimization comes when the entire plan document has been completely written up. At this point the RDC adoption is a prerequisite to plan implementation.

This innovation in the planning process represents a marked departure from the current practice of one-shot plan adoption, that is, after the entire document has been completely prepared by the technical planners. It is not surprising, therefore, that many RDCs could not adapt themselves to the new procedure. But given repeated exposure to the process over time they will be able to see the rationale and the importance of such a participative process. The thing is, this is the *right way* to make a plan and to the extent we can adapt ourselves to the proper procedure we will have advanced Philippine planning practice a few steps.

**Mechanism for plan review** — There is a felt need for some mechanism to review the outputs. The internal consistency as well as the inter-regional implications of major physical/spatial development proposals by each of the regions needs to be looked into. At the moment no such mechanism exists and it has not been determined at what level this mechanism will be organized and what agencies will be involved in the review team. The current expediency is for NEDA, particularly the LUPPD-RDCS, in its capacity as NLUC Secretariat, with assistance from academe, to exercise the review function. An inter-agency body at the national level would probably be the proper mechanism for RPFP review.

**Linkage with other plans** — One of the concerns expressed by many quarters including people from NEDA itself is how the RPFP will

finally relate to existing plans and planning processes at various levels and of different sectors. Such a linkage exists at a conceptual level and is not yet tried out in practice. Therefore, it can only be described schematically as in Figure 1.

**The problem of regional and subregional delineation** — Even as the RPFP planning exercise was barely halfway through, there was a major shake up in the delineation of regional boundaries. This was occasioned by the implementation of the Constitutional mandate to create autonomous regions in Mindanao and the Cordillera. As we all know the outcome of the plebiscites in both areas is a geopolitical oddity. In the Cordilleras only the tiny province of Ifugao opted for autonomy whereas in Mindanao the four provinces that voted to join the autonomous region of Muslim Mindanao are hundreds of kilometers apart. The issue of how to regroup the remaining provinces into new regional compositions in the affected areas remains unresolved.

Within the regions themselves, the delineation of subregional areas is an important part of the RPFP planning process. The importance of subdividing the region into smaller spatial units is that it allows a more thorough analysis of the region not only in sectoral terms but more so in spatial terms. It also enables the planners to appreciate place-specific problems and potentials and therewith formulate more relevant and responsive programs and projects.

The problem however is how to delineate subregional areas, taking into account the natural resources boundaries, socio-cultural characteristics, and geopolitical considerations. There are some regions who adopted the province as their subregional units; others the existing integrated area clusters. Still others followed congressional districts. It is also an accepted fact that the congressional district is not a firm basis for subregional delineation because it is based mainly on the size of the voting population and its boundaries are subject to change every so often. However, everybody also knows that the congressman is a power to reckon with in these areas and they usually have more than persuasive appeal. The basic minimum building block that all the

regions agreed upon is the municipality. In no case should a municipality or city be divided.

#### *Substantive issues*

**The meaning of "rational" distribution of the regional population** — There is almost universal notion among the participants about rational distribution of population being deconcentration of urban population and dispersal to the rural areas. Perhaps this is influenced by Manila-based planners who always talk about deconcentration as the only desirable strategy for the metropolis.

Whereas the extreme primacy of Metro Manila with respect to other areas in the country cannot be denied, and that deconcentration may indeed be the proper policy, the same observation cannot be made with any other city outside Metro Manila. It is highly possible that the benefits of metropolitan living — access to high level services, modern living, greater income-generating opportunities — have not yet reached optimum levels in any other city outside Manila. If we take access to economic opportunities and social services by the regional population as the indicator of "rational" distribution, then perhaps in the short term, all other regions of the country must aim at concentrating their population in a few designated urban centers. Over the medium or long term however, provisions must be made to deconcentrate the population before the disadvantages of overconcentration begin to emerge.

**Relating goals to spatial strategies** — Another difficulty observed among the participants is the seeming lack of appreciation for the spatial effects of carrying out development objectives. It is often the case that specific objectives and sectoral strategies contradict the over-all spatial strategy. For example, targeting a high economic growth rate over the first decade of the plan will necessarily lead to more concentration than dispersal of the population. Yet many regions want to achieve both: dispersed population and high economic growth at the same time. In the process of iteration, we have developed two approaches to arriving at the spatial

development strategy: inductive and deductive. The deductive approach begins with alternative spatial patterns and fitting the objectives to the pattern selected. The inductive method begins with goal statements and the spatial strategy becomes a composite of the spatial effects of the different goals and objectives.

**The issue of time frame** — Although the selected time horizon for this plan is 30 years, it was found out that the participants could not easily visualize what will happen to their regions in 30 years if seen as one time block. So the latest adaptation made was to break the 30 year period into three phases of 10-years each. The results turned out to be more dynamic and more interesting.

**Need for inter-regional reconciliation of development strategies** — While the regions were absorbed in perfecting their own RPFPs there was little consideration given to the impact of their individual proposals on the development of other regions especially the adjoining ones. When the interregional workshops were later held, they discovered how little attention they paid to their neighbors. When they learned about the plan of other regions especially those proposals that would adversely affect them and vice-versa, they worked out a compromise and adjusted their plans accordingly.

## THE TASK AHEAD

At this point in time the RPFP documents have been completed and the remaining tasks will be the following:

- 1) Relating the regional land use plan to the provincial, city, and municipal comprehensive development plans.
- 2) Undertaking continuing studies in subclassifications of land especially in the delineation of environmentally critical areas.
- 3) Setting up a land use information system that shall monitor, among other things, changes in land utilization over time.
- 4) Relating the environmental management and conservation component of the RPFP to the

activities and programs of the Department of Environment and Natural Resources.

- 5) Formulation of the National Physical Framework Plan with inputs from the RPFPs.

These tasks should keep the NLUC and the RLUCs occupied for at least the next two or three years.

## CONCLUSION

To be consistent with the optimistic note in the title of this lecture, I believe there are only three conditions needed to make the RPFP or any plan for that matter effective. These are:

- 1) An acceptance by society of the need for the state to regulate the use and enjoyment of the nation's natural resources.
- 2) A strong political will of our government officials to exercise regulatory powers.
- 3) Continued enthusiasm and enhancement of the capabilities of the planners.

To the last of these conditions we at the UP-SURP are contributing our modest share. The political leadership and society as a whole must likewise do their part.

## Appendix 1

### COMPONENTS OF THE RPFP

- I. Production land use (existing and proposed)
  1. Croplands — by major crop if possible and land reform and non-land reform areas
  2. Timber and fuelwood forests — primary and secondary growth
  3. Mining areas — by type of minerals if available
  4. Grazing areas and managed pasture
  5. Fishery areas — inland and aquaculture
  6. Tourism areas (user-oriented)
- II. Environmental rehabilitation and conservation
  1. Protection forests for protection

2. Logged-over areas and mining degraded areas for reforestation
  3. Critical ecosystems for rehabilitation (coral reefs, mangrove, wetlands, lakes, rivers)
  4. Environmentally constrained areas
    - 4.1 Areas subject to seismic hazards
    - 4.2 Areas subject to prolonged flooding
    - 4.3 Areas subject to tidal waves and tsunamis
    - 4.4 Areas subject to volcanic eruption fall outs
    - 4.5 Areas with unstable slopes
    - 4.6 Areas threatened by salt water intrusion
  5. Protected areas
    - 5.1 Military and civil reserves
    - 5.2 Wildlife and rare species habitats
    - 5.3 Coastal zones
    - 5.4 Areas of outstanding natural beauty (for resource-oriented tourism)
  6. Pollution control/abatement and waste treatment/disposal
- III. Settlements plan (policies) — hierarchy of major urban centers
1. Urban centers whose growth must now be restrained
  2. Urban centers whose further growth may be encouraged
  3. Areas for future urban expansion
  4. Major industrial centers/estates
  5. Rural settlements/resettlement sites
  6. Major reclamation areas
- IV. Long-term infrastructure projects
    1. Regional transportation network
      - 1.1 New arterial roads and bridges to connect
        - with other regions
        - provinces and subregional areas
      - 1.2 New sea ports to be established or major improvements on existing ports
      - 1.3 New airports to be established or major upgrading of existing ones
      - 1.4 New railway lines to be established or major rehabilitation and/or extension of existing ones
    2. Regional power supply
      - 2.1 New power supply sources for development or major expansion
      - 2.2 Existing and proposed regional power grid
    3. Regional telecommunications network
    4. Major multi-purpose water impoundment works
      - 4.1 for hydro-electric power generation
      - 4.2 for flood control
      - 4.3 for large-scale irrigation
      - 4.4 for soil conservation purposes
      - 4.5 for domestic water supply
    5. Major shore protection facilities, river bank stabilization
    6. Urban and industrial waste collection, treatment and disposal system
    7. Tertiary level social infrastructures to stimulate growth of identified urban centers
    8. Tourism-support infrastructure

## PLANNING ASSISTANCE: THE ACADEME'S CONTRIBUTION TO A GOVERNMENT UNDERTAKING

TITO C. FIRMALINO

### INTRODUCTION

Normally, the role of schools in the country's development is to produce graduates who may enter the government service or join private organizations. That also is the principal task of the UP School of Urban and Regional Planning (SURP). I think, the same institutional role was implied in the speech of Governor Leandro I. Verceles of Catanduanes when he exhorted the graduates and faculty members of Catanduanes State College to join him as a "collective partner" in the development of their province.<sup>1</sup>

The SURP as a unit of the University of the Philippines started offering its graduate course in urban and regional planning in 1968. It was however, founded earlier, in October of 1965, by virtue of Republic Act No. 4341 making the School 25 years old this year (1990).

During the first three years after its founding, the faculty members were still abroad studying in the different planning schools. The UNDP project manager, Mr. W. Geoffrey Faithfull, arranged for the admission of the recruited staff in various schools in the Commonwealth countries, including the United Kingdom.<sup>2</sup> Three studied in Canada, three in the United Kingdom and four in Australia.

From 1968 a total of 396 students have earned their master's and doctoral degrees,

which means an average of 18 graduates from SURP enter the planning profession annually. These figures show that SURP has not provided enough professional planners to service the municipalities and cities of the country in twenty-five years. And as the latest survey of the 1976 to 1989 graduates will indicate, 68 percent of those who returned the questionnaire mentioned Metropolitan Manila as their place of work, leaving 32 percent employed in the provinces.

Many of the graduates working in Metropolitan Manila are occupying responsible positions in the government. A few have reached the undersecretary, assistant secretary, and other high-level administrative posts. Those in the private sector enjoy high-paying jobs.

These are all I can say of the performance of the graduate program of SURP. My topic deals with another activity of the School — its participation in the undertaking of government agencies in promoting and institutionalizing town planning as a function of local government.

It might be stressed at this point that SURP has other equally important objectives to be pursued outside teaching. These objectives cited in Republic Act No. 4341 are:

1. To strengthen and assist government and local agencies and private organizations in studying and solving their development problems;
2. To facilitate implementation of development proposals on national, regional and local levels;
3. To provide assistance in the improvement of human settlements and their environment through coordinated and comprehen-

<sup>1</sup> See *Manila Bulletin*, April 1, 1990, p. 88.

<sup>2</sup> The School of Urban and Regional Planning received technical assistance from the United Nations Development Programme during the early years of its establishment. Mr. W. Geoffrey Faithfull was the first UNDP project manager for the fund assistance project of SURP.

- hensive development studies and plans, and,
4. To make available through its graduate and in-service training programs capable professional environmental planners to help attain a national policy of comprehensive planning and development.

It will be noted that the first three objectives allow the School to be active in areas outside its academic program. Only the fourth objective directly relates to graduate study and training.

### A Review of Town Planning in the Philippines

Before discussing the involvement of SURP in the building of town planning capability of the local government units, permit me to review briefly the history of town planning in the Philippines. To comprehend fully the present status of town planning, it is necessary that we look back at its development through the years.

Many of you are probably familiar with the Laws of the Indies, the Royal Decree of King Philip II of Spain, which provided the guidelines on building towns (pueblos) during the Spanish colonization of the Philippines.<sup>3</sup> Under the Americans, Daniel H. Burnham was commissioned by the United States government to prepare plans for Manila and Baguio, which were done along the ideals of the "city beautiful" movement.<sup>4</sup> Later, in 1928, town planning was placed under the direction of the Bureau of Public Works.<sup>5</sup>

---

<sup>3</sup>The English translation of the Spanish Royal Ordinance by Zelia Nuttall appeared in the *Hispanic-American Historical Review*, Vol. V, 1922.

<sup>4</sup>Juan Arellano, supervising architect of the Bureau of Public Works, who studied city planning abroad, advocated in 1928 changes in the Burnham Plan for Manila because real estate values had gone up and it was impractical for the city government (Manila) to purchase land needed for right-of-ways as recommended in the old plan.

<sup>5</sup>Act No. 3482 (1928) amended the Revised Administrative Code of 1917 placing the planning of municipalities and cities under the direction of the Bureau of Public Works.

After the Second World War, the National Urban Planning Commission was created to attend to the rebuilding of urban areas destroyed during the War.<sup>6</sup> Another planning body, the Capital City Planning Commission, had for its concern, the drafting of a plan for the capital of the Philippines whereby Quezon City was the chosen site.<sup>7</sup> These two commissions were merged in 1950 to form the National Planning Commission (NPC) with the objective of preparing plans for urban areas.<sup>8</sup> The Real Property Board was another agency abolished to become a part of the NPC. The NPC could not function effectively because of insufficient budgetary support.

A movement in Congress for the extension of autonomy to the provinces, cities and municipalities started in 1957 and culminated in the enactment of Republic Act No. 2264, known as the Local Autonomy Act of 1959. This act devolved the planning function to the municipalities and cities, leaving the NPC merely as an advisory body.

President Diosdado Macapagal issued Administrative Order No. 31, in 1962, authorizing the legislative bodies of the municipalities and cities to organize local planning boards to initiate the preparation of physical development plans. Cagayan de Oro and Quezon City were among the cities that responded to this administrative order by forming their own local planning boards. Cagayan de Oro City appointed a planner and sought assistance from the Urban Development Project of the National Economic Council for the upgrading of the city's management and planning capability.<sup>9</sup> Quezon City's planning board prepared a pamphlet to explain what planning was and

---

<sup>6</sup>Executive Order No. 98, March 11, 1946.

<sup>7</sup>Republic Act, No. 333, July 17, 1948.

<sup>8</sup>Executive Order No. 367, November 11, 1950.

<sup>9</sup>The municipal board of Cagayan de Oro City adjusted Resolution No. 487 in 1963 which defined the powers and functions of the City Planning and Development Board. A technical staff headed by a director of planning advised the Board on planning matters. The director of planning acted as Secretary of the Board and was also the Zoning administrator.

how it could steer the community's growth toward a desirable pattern.<sup>10</sup>

It was at this time when no national agency looked after the planning needs of the local government units that the Institute of Planning (now SURP) was established.

In 1972, martial law was declared. The first decree issued by President Ferdinand Marcos concerned the reorganization of the Philippine government.<sup>11</sup> The Department of Local Government and Community Development was among the new agencies organized and one of its bureaus, the Bureau of Community Development (formerly Presidential Arm on Community Development) was mandated to assist "local government authorities in the formulation, implementation and evaluation of comprehensive development plans".

A program was evolved focusing on the training of the planners of selected cities. A total of 36 cities benefited from the program. The cities had trained planners in their city planning and development staff and each had a development plan drawn up and consequently adopted by their respective *Sangguniang Panglungsod*. The program, however, was discontinued because the Human Settlements Commission took over the responsibility of assisting the local governments in the area of town planning.

The Human Settlements Commission was elevated to a ministry in 1978 by the issuance of Presidential Decree No. 1396. Letter of Instruction No. 729 directed the Ministry of Human Settlements to prepare or cause to be prepared land use plans and zoning implementation and enforcement guidelines for urban and urbanizable areas. The municipalities and cities were required to submit their existing land use plans and zoning ordinances to the Ministry for review and ratification. The provisions of LOI No. 729 are still enforced by the Housing and Land Use Regulatory Board.

---

<sup>10</sup> Quezon City *Ordinance No. 5739*, S-64 provided for the creation of a planning board. The Quezon City Planning Board pamphlet was prepared by the Acting Chairman, Brigadier General Ramon T. Gavino, AFP (retired).

<sup>11</sup> *Presidential Decree No. 1*, September 24, 1972, reorganized the executive branch of the national government.

To carry out its functions as described in LOI 729, the Ministry of Human Settlements entered into a memorandum of agreement with four other agencies; National Economic and Development Authority, Office of Budget and Management, Ministry of Local Government, and Ministry of Finance. These agencies agreed to pool their resources in providing technical assistance to local governments to upgrade their capability in town planning. There was another interagency group previously composed of nine agencies, which had similar functions. This was the National Coordinating Council for Town Planning, Housing and Zoning.<sup>12</sup>

The Town Planning Assistance Program was evaluated in 1984 and the findings revealed that very little technology transfer was effected.<sup>13</sup> Except for the Ministry of Human Settlements, the agencies failed to sustain their involvement, especially in the formulation of plans. The program was unable to institutionalize planning due to understaffed municipal planning offices. Insofar as interagency coordination was concerned, it was hardly achieved because the individual agency representatives had other commitments and the resources of each agency were not fully committed. One notable achievement that the program could claim was the production of plans for at least 75 percent of all the municipalities and cities. No other program in the past reached this level of accomplishment.

With the abolition of the Ministry of Human Settlements after the EDSA Revolution, the Department of Local Government took charge of the fund for town planning assistance incorporated in the General Appropriations Act of 1987. A new interagency body on town planning had to be organized to provide continuity to the program.

#### Early Involvement of SURP in Projects with Town Planning Component

The earliest involvement of the School in projects with some degree of relevance to town

---

<sup>12</sup> LOI No. 511, 1977.

<sup>13</sup> See *Philippine Planning Journal*, Vol. XVI, No. 2, April 1985.

planning was in the establishment of regional development centers by the University of the Philippines in five cities, namely: Baguio, Cebu, Davao, Iloilo and Marawi.<sup>14</sup> The underlying purpose of the centers was to coordinate the activities of the various units of the University performing community services and researches on local development. Among the objectives of the centers were: 1) to conduct researches and studies "directed towards the formulation of proposals on the organization and administration of planning at all levels"; 2) to undertake basic and applied research and project studies which could assist the government in the preparation of metropolitan regional plans; and 3) to hold training seminars, workshops, and conferences so that the decision-making capacity of officials in the regions may be increased. The other units of the University that participated in center activities were the Asian Labor Education Center (now School of Labor and Industrial Relations), Institute for Small-Scale Industries, and the Local Government Center of the College of Public Administration.

Each center was partly managed by a local counterpart, generally a locally-based educational institution. The University fielded a director who was a faculty member of SURP. The local counterpart appointed a co-director. An executive board composed of local leaders representing various interest groups decided on the projects to be undertaken, and where to get funds to support the projects.

The centers produced reports such as a survey of tourism potentials of Northern Luzon and a slum improvement proposal in Iloilo City. Seminars and workshops were held incorporating topics on urban planning. The cooperating institutions sent scholars to study urban and regional planning in SURP's graduate program. However, the centers were phased out when the National Economic and Develop-

ment Authority assigned its personnel in the field.

Also significant in the dissemination of town planning knowledge was the joint project of the Department of Public Works, Transportation and Communications, Presidential Advisory Council on Public Works and Community Development and the University of the Philippines (represented by SURP) covering various areas of development and cooperation. The four areas where cooperation was sought were: 1) the holding of a roving seminar on comprehensive physical planning in the regional cities of Baguio, Iloilo and Legazpi; 2) generation of a physical planning strategy for the Philippines, defining the specific roles of the different regions in the total development efforts by evaluating their physical, social and economic characteristics and potentialities; 3) preparation of a regional physical framework for the development of Mindanao which could provide a basis for investment programs; and 4) integration of studies and development proposals for the drafting of a physical plan for the aforementioned area. The Task Force on Human Settlements of the Development Academy of the Philippines collaborated in the project especially the Manila Bay Metropolitan Region Strategic Plan Study but only for a short duration.

Many written materials came out of this joint project. Studies included housing, economic base, flood control and other related aspects of development. *Manila: Toward the City of Man* later published by the Metro Manila Commission is a by-product of the MBMRSP Study.

The main contribution of SURP in this undertaking was the assignment of faculty members in the project who provided direction, coordination and planning expertise. The roving seminar was designed and conducted by the faculty members and training staff of SURP. A short course on urban planning and infrastructure development was held in the School for the training of the core personnel of the Planning and Project Development Office of the Department of Public Works, Transportation and Communications.

<sup>14</sup>The U.P. Board of Regents in a meeting on August 28, 1969 decided to establish the Council on Regional Development Studies.

### SURP's Involvement in the Interagency on Local Planning and Zoning Program

The Interagency Local Planning and Zoning Program, like the previously cited interagency body, was formed as stipulated in a memorandum of agreement signed by the following agencies: Department of Local Governments, Department of Budget and Management, Department of Finance, National Economic and Development Authority, Housing and Land Use Regulatory Board, and the University of the Philippines in Diliman with SURP as its representative. The Memorandum of Agreement which was approved by five agencies in 1987 and was amended on October 14, 1988 to include the School.

The School as a member of the Interagency is expected to perform the following duties and responsibilities:

- 1) Offer graduate studies in urban and regional planning for selected local planning personnel seeking an advanced degree in the field of planning;
- 2) Conduct research and feasibility studies necessary in evolving local and action programs;
- 3) Disseminate vital information, ideas and techniques in planning which can be achieved through the publication of the *Philippine Planning Journal* and occasional papers;
- 4) Hold short training courses to upgrade the skills of local planners;
- 5) Provide assistance directly to local government units in the preparation of development plans; and
- 6) Participate in the implementation of the projects of the Local Planning and Zoning Program.

The activities of the Local Planning and Zoning Program cover the following areas:

- 1) Formulation of policies, guidelines and standards governing local planning;
- 2) Training of the planning staff of the municipalities and cities;

- 3) Extending technical assistance to local governments in the preparation and implementation of plans;
- 4) Review and evaluation of local plans and implementing regulations; and
- 5) Establishment of a monitoring system to ensure successful execution of Interagency policies on town planning.

The Interagency organization consists of three groups: The Committee and the Secretariat at the national level and the Regional Operations Group in each region. The Committee has for its members the Secretaries or heads of participating agencies. The Secretary of the Department of Local Government is the chairman of the Committee which approves policies recommended by the Secretariat.

The Secretariat is divided into two groups: the Management Group headed by a senior official of the Department of Local Government and the Technical Working Staff with the assistant director of the Bureau of Local Government Development as chairman. All member agencies have representatives in the Secretariat.

At the regional level, the directors of Department of Local Government, National Economic and Development Authority and Housing and Land Use Regulatory Board compose the Regional Operations Group (ROG). Assisting the ROG is the Regional Technical Staff composed of the chiefs of the division in-charge of local planning of the three agencies. The ROG does the coordination and supervision of projects in the region.

The projects implemented thus far are as follows:

- 1) Standardization of planning documents;
- 2) Conducting a study on the synchronization of budgeting and planning in selected LGUs;
- 3) Relaunching of the town planning assistance program under the new set-up;
- 4) Preparation of a manual on town planning;
- 5) Monitoring of the activities of the ROGs; and,

### 6) Evolving a methodology for plan revision.

The School has extended assistance in all aspects of the Interagency work ranging from policy formulation down to implementation of projects. The dean of the School of Urban and Regional Planning sits in meetings of the Management Group which deliberates on policies to be passed on to the Committee for approval and approves the program of work submitted by the Technical Working Staff. A faculty member and myself are in the Technical Working Staff, participating in the implementation of projects by joining the teams that travel to the regions to monitor ROG activities.

A workshop on the standardization of planning guidelines was held in the School. Three faculty members acted as workshop facilitators and discussants. The workshop participants were technical personnel of the member agencies familiar with the documents being reviewed.

I, particularly, helped provide the direction of the project on *Evolving a Methodology for Plan Revision*, piloted in Meycauayan and Sta. Maria in Bulacan. The experiences of the two towns in plan revision process are closely watched and documented. A primer on plan revision will be a major output of the project, while the municipalities gain in terms of the revision of development plans and the training of planners.

### Observations and Conclusion

My observations are taken from two angles: viewing the Interagency as a body, its structure and functions, and shifting my focus on the client municipalities.

The Interagency, in spite of limited appropriation, was able to arouse the interest of local officials in town planning. This interest is clearly demonstrated in the willingness of the local officials to have their planners trained and in the support given by them to pursue higher studies. Short courses were organized by the ROGs to train the planning staff of assisted municipalities. The ROGs selected the municipalities for assistance based on the criteria set by the Interagency. They monitored the preparation and updating of plans.

However, for the Interagency to function more smoothly, a vital cog appears to be missing. The Technical Working Staff often finds difficulty in obtaining a quorum in its meetings. Some members would assure the chairman of their presence in a scheduled meeting only to inform him later of another engagement that would prevent them from attending.

The Interagency's financial resources are very limited. Its budget which was P2 million in 1989 was reduced to P1.5 million in 1990. Each ROG was allotted some P60,000 in 1989 for its operating expenses. This amount was pared down to P44,000 when the Interagency suffered a budget cut. The share of each region is barely enough to finance one training session. What about the travel expenses of the team assisting the municipalities?

In the municipalities, the planning and development office is generally understaffed. It is not uncommon to see the planning and development coordinator alone in his office or, perhaps, assisted by one researcher. The coordinator is saddled with many responsibilities. He is the civil registrar, project administrator of the mayor, and sometimes personnel officer. The Housing and Land Use Regulatory Board may add another function, that of zoning administrator. One planning and development coordinator estimated that eighty percent of his time is consumed by his job as civil registrar.

The training given to the planners in the municipalities is inadequate. What can be learned in one week or even two weeks of lectures and workshops? Faced with certain planning issues, they find difficulty in defining their stand. They have to delve deeper into the reasons why, ribbon development should be avoided, when to permit high or low density in residential areas, how to influence decision makers to allocate more areas for parks and open space, and what factors to consider in the delivery of social services.

Politics play an important role either in weakening or strengthening the position of the planning and development coordinator in relation to the powerholders. If he does not enjoy the confidence of the mayor, his office will be short of personnel and equipment. Sometimes

he is caught in the crossfire of warring functions, usually between the mayor and the Sangguniang Bayan members.

Another issue that looms large in the horizon of town planning is land conversion which falls under the authority of the agrarian reform agency over agricultural land. Perhaps, the land conversion procedure may not be so controversial if the Department of Agrarian Reform's authority is confined to tenanted agricultural land. But it extends to all sizes and types of agricultural land. The onerous requirements for conversion approval may discourage local authorities from acting on legitimate expansion of communities.

Citizen participation is also an issue that might be raised. At what stage of plan formulation should the citizens be consulted and how should they be represented? In every municipality, there is a municipal development council chaired by the mayor, the members of which include barangay captains, a Sangguniang Bayan member (appropriations committee chairman), heads of offices or departments and agencies represented in the Cabinet and representatives of the private sector. The private sector membership should not exceed one-fourth of the total council members fully constituted. Should this be considered as a form of citizen participation?

A planner in one municipality introduced an innovation in land use planning by inviting the leaders of a barangay to comment on his proposed land use for that particular barangay. The leaders were very attentive and they expressed the land use they preferred. Many people recognized the necessity of banning incompatible uses such as a piggery in commercial scale located near the residential area. The approach was repeated in all barangays until the proposed land use for the whole town was designed. We hope this style of land use planning will be tried in other towns.

Town planning is still not seen as a prerequisite to the good management of the town. And yet, if town officials only knew, the town

plan can provide a basis for many administrative and management decisions. The budget and project proposals can be linked to the objectives of the plan. The plan can help in deciding the location of public works projects. It can help monitor the changes in land use. In some municipalities the private investors are now examining the town plan to determine investment priorities. This is a positive indication of the growing awareness of the citizens in the necessity of a town plan to ensure stability in policies.

At present, the Interagency is the only body that has an organized program of assistance to towns and cities in the area of development planning. It needs a more sustained support. Once the revised Local Government Code is approved greater demand for technical assistance in town planning will be expected.

My view regarding the participation of the School in the Interagency activities is that it should continue being involved in this kind of undertaking. Those from the academe can introduce innovations in the planning process which the government personnel can hardly afford to do due to pressure of work. They can explore more alternative strategies in attaining town plan objectives. The representative from the academe enjoys objectivity in making proposals and at least can analyze situations more exhaustibly and realistically.

Although there are professionals who join the bureaucracy with high spirit trying to introduce new methods in their work, we find them in the end also infected by certain bureaucratic diseases — red tape, passing the buck, or myopia.

I will end my lecture by quoting a writer:

"The public bureaucracies provide an important environment for contemporary planning practice. Unless planners understand these institutions and know what to expect from them, both they and their clients are likely to suffer."

## PLANNING EDUCATION: A CONTINUING EXPERIENCE

LEANDRO A. VILORIA

### INTRODUCTION

Having been associated with planning education for the past quarter of this century, I cannot help but be highly subjective about the topic which is largely about my ideas and experience gained as the founding dean of the School of Urban and Regional Planning.

My presentation consists of four parts. The *first* pays tribute to the visionaries and early implementors of planning education in the Philippines. The *second* touches on the formative years of the Institute of Planning (IP). The *third* focuses on the period of consolidation. The *fourth* identifies new challenges in the field of planning as well as outlines a strategy meant to respond to the challenge posed by mounting environmental problems through environmental education.

### THE VISIONARIES AND IMPLEMENTORS

Institutions are often the products of two forces: situations and visions. The School of Urban and Regional Planning came about as the result of the vision of two men who share the same initials — CPR: Carlos P. Ramos and Carlos P. Romulo.

In 1963, the idea of establishing a center for urban studies occurred to Director Carlos P. Ramos of the UP Institute of Public Administration while he was attending a seminar on urban and housing problems organized by the National Economic Council (NEC). When he brought the idea to the attention of the then UP President Carlos P. Romulo, the later enthusiastically endorsed it to the NEC Chairman suggesting that the Philippine Govern-

ment "make formal representations with the United Nations for the extension of technical assistance with a view to establish a program of urban studies and planning within the Institute of Public Administration".<sup>1</sup>

As conceived by Director Ramos and his colleagues at the IPA, the proposed program would consist of: 1) research (quantitative) on urban problems of the Philippines; 2) training (through short courses) of senior national government officials as well as local government officials; and 3) academic programs in the field of urban and regional planning and development.

In 1964, Prof. D. Winston of the Department of Town and Country Planning, Sydney University, Australia, made a short visit to Manila. The visit was concluded by a conference in Malacañang attended by university and government officials wherein the proposed Philippine Center for Urban Studies was favorably endorsed. Chairman Sixto K. Roxas of the NEC who presided over the conference expressed the hope that "though the Center is envisaged, in the first instance, as one that will service primarily the needs of the cities of the Philippines, it is expected that once established, it will become a training center for urban development in Southeast Asia".

The proposed center would be a semi-autonomous institution headed by a Director under

---

<sup>1</sup>For a historical account of IP see Leandro A. Viloria, "Establishing an Educational System for Urban and Regional Planners in the Philippines", a paper submitted for the Meeting of U.N. Project Managers in Housing, Building and Planning Field in Asia and the Middle East, Singapore, February 1969. (mimeo), 12 pp.

the academic supervision of a major university, with advice on general policy from an Advisory Council composed of 12 members appointed equally by the Government and the University. Prof. Winston suggested that United Nations assistance be sought towards the Center's establishment.

A three-man technical committee, headed by Director Ramos was created to implement the decisions made during the conference.

As a German proverb says, "the devil is in the details of administration".

To W.G. Faithfull, an Australian town planner, fell the chore of implementing the recommendations of his former professor at Sydney University. He was to spend more than five years of his professional life in the Philippines tirelessly:

- 1) drafting a bill which became the basis of Republic Act No. 4341, the charter of IP;
- 2) hopping from one embassy to another soliciting Colombo Plan fellowships for future faculty members of IP;
- 3) screening candidates for IP faculty posts;
- 4) drafting specific functions of IP for UP President and Board of Regents approval;
- 5) drafting a request for UN Special Fund grant to IP; and
- 6) serving as the first project manager of the UNDP technical assistance to IP.

During these eventful years in the establishment of IP, I was still a faculty member at the Institute of Public Administration. As IPA college secretary and concurrently working as Pres. Romulo's Presidential Assistant for Planning and Development, I became privy to the planning education vision of the two CPRs and in time, like W.G. Faithfull, I became a co-mentor of that vision.

## THE FORMATIVE YEARS: THE FIRST DECADE

Republic Act 4341 declared a national policy on comprehensive planning of human settlements and their environment and authorized the establishment of the IP in order to produce a pool of urban and regional planners.

The original enabling act however, did not provide for funds to carry out both policies.

With the lobbying skills of Prof. Federico B. Silao, we succeeded in having R.A. 4341 amended. Beginning July 1966, IP would receive a direct appropriation of at least P350,000 every year for its regular operating expenses. We also succeeded in having P400,000 included in the Public Works Act for the construction of the IP building.

With IPs regular operating expenses assured, I resumed my schooling. I joined Prof. Tito C. Firmalino and Prof. Gerardo S. Calabia at the University of British Columbia (UBC) under a Colombo Plan fellowship to pursue graduate studies in community and regional planning.

My year at UBC proved invaluable in the design of the future role of IP vis-a-vis other academic units in UP and higher education, in general; the legal and administrative framework of development planning; and the planning profession in the Philippines.

My thesis for a master's degree on community and regional planning at UBC entitled "Education for Planning: The Special Circumstances in Low Income Countries" guided me in the formulation of the Master in Environmental Planning (MEP) curriculum of IP as its first graduate studies program.<sup>2</sup>

The study formulates appropriate sets of strategies for establishing educational programs for urban and regional planners based on a country's level of development. The main assumption of the study is that since urban and regional planning is a practice-oriented discipline, it must be responsive to the peculiar problems of the society where such discipline is being taught. It follows that curricula in this discipline developed for students in industrialized societies are not relevant to the needs of students in other parts of the world. My thesis therefore is that to be effective, education for planners must not only relate to the educational system but to the development process at all levels of government as well.

After my studies at UBC, I visited other planning schools in Canada, the eastern sea-

---

<sup>2</sup>Philippine Planning Journal, Vol. 2 No. 1, April 1970.

board of the USA and Great Britain. I scrutinized their curricula, exchanged views with their faculty and looked at samples of students' projects and papers. On my way home, I also visited and talked with heads of urban research institutes in London, The Hague, Paris, Geneva, Athens, Rehovot, and New Delhi.

These visits reinforced my conviction that despite their numerous difficulties, educators from poor countries are in a unique situation of contributing to the development of a systematic approach to the comprehensive planning of human settlements and their environment.

Thus, in 1968, armed with fresh insights and ideas, and an assurance of continued financial support to IP from the Philippine Government, as well as a four year grant from the UN Special Fund, we started IP's pioneering activities in several fronts, namely:

- 1) inaugurating a one-year master's degree in environmental planning;
- 2) securing the issuance of a memorandum circular from the Office of the President urging government agencies to send their officials and employees to attend the graduate education and training programs of IP, on official time, and at government expense;
- 3) launching a 6-week roving seminar on comprehensive environmental planning and regional development;
- 4) organizing the Philippine Institute of Environmental Planners;
- 5) launching the *Philippine Planning Journal*;
- 6) sponsoring a series of seminars, jointly with the Philippine Institute of Architects, on the theme "Man and His Environment";
- 7) moving from a room at Rizal Hall, UP Manila to a newly-built pre-fabricated school building complex in UP Diliman, courtesy of the then Executive Secretary Rafael M. Salas;
- 8) serving in high-level committees to strengthen the legal and administrative system of physical planning, which initially led to the promulgation of Joint Resolution No. 3 which set the basic policy

on the adoption and effectuation of a National Physical Framework Plan.

By the time we received the 4-year United Nations Development Programme (UNDP) grant in the latter half of 1968, Dr. Salvador P. Lopez had become the new UP President.

Coming to UP at the height of student activism, he encouraged all academic units of the university to prepare programs more relevant to the country's new needs. As a means of carrying out these new programs, he pursued a policy of collaboration with universities in various parts of the country.

In line with these new university policies and in order to propagate as quickly as possible IP's objectives and programs on a nation-wide basis, the Institute entered into agreements with regional universities to establish joint centers for regional development studies. These centers were located in the cities of Baguio, Cebu, Davao, Iloilo and Marawi.

The regional centers provided a permanent focus, in the main growth centers of the country, for the improvement of the policy and decision making processes as well as in the preparation of and the implementation of national, regional and local development plans.<sup>3</sup>

The IP received additional funds from the National Economic Council (NEC) to finance the operation of these centers. The Presidential Advisory Council on Public Works and Community Development provided a building to house each center and where provincial and municipal atlases were located. USAID donated vehicles, audio-visual machines, drafting instruments and office equipment and Asia Foundation donated planning books and journals.

Five faculty members of IP moved to the regions to serve as co-directors of the regional centers. An advisory body composed of local

---

<sup>3</sup>For further discussion of this topic see Leandro A. Viloria, "Centers for Regional Development Studies in the Philippines" in Gerald Breese (ed.), *Report and Papers of the SEADAG Urban Development Seminar on Research Priorities in Urban Role in National Development In Southeast Asia*. Penang, Malaysia, December 1970. New York, SEADAG, 1971, pp. 42-47.

and regional officials and representatives from the private sector provided policy direction and support to the centers.

To backstop the regional centers, a Council of Regional Development Studies (COREDES) was formed in Diliman. The Council was composed of the heads of Asian Labor Education Center (ALEC), Institute of Small Scale Industries (ISSI), Local Government Center-College of Public Administration (LGC-CPA) and Institute of Planning (IP). It will be noted that these four units have extension programs in the regions. The first cooperative project among member units of the proposed Public Affairs Complex was COREDES. Its main function was to serve as a coordinating machinery for UP's efforts in the field of planning and regional development.

### **The Public Affairs Complex**

The Complex, as envisioned in the mid 60s, would be:

not merely as a building complex (of about 8 hectares on the northern side of University Avenue) but a combination of disciplines, development programs and projects. It will provide a rare opportunity for the common use and possible exchange of needed facilities. It is envisioned that such a complex will necessarily give rise to improved curricula and even to joint programs.

Five units listed as initial components of the Complex were:

- Local Government Center, CPA
- Institute of Planning
- Population Institute
- Institute of Mass Communications
- Statistical Center

The IP undertook preliminary studies leading to the preparation of a master plan of the Complex.<sup>4</sup> Together with IMC Director Gloria Feliciano, I helped prepare a brochure of the

---

<sup>4</sup>An extended treatment of this subject may be found in Leandro A. Viloria, "The Public Affairs Complex", in Raul R. Ingles, *University Reorganization: Papers and Proceedings of the U.P. Faculty Conference 1970*, Quezon City, UP, 1971, pp. 127-133.

PAC in connection with the UP's application for a loan from the DBP to finance the construction of the PAC.

One of the guiding principles we adopted during the formative years of IP was to forge joint applied studies with planning and development agencies. The most noteworthy of such ventures was the DPWTC/UPIP joint project starting in the early seventies. Under this arrangement three landmark planning studies were completed: the National Physical Planning Strategy, the Manila Bay Metropolitan Region Strategic Plan and the Mindanao Regional Framework Plan. Through on-the-job training, special training programs and graduate education at IP, the DPWTC was able to build a corps of competent and highly-dedicated planning staff.

This group became the vanguard of professional planners that branched out later to occupy key planning positions in other departments like DOTC, and planning offices like the Human Settlements Commission and the Metro Manila Commission.

The Task Force on Human Settlements (TFHS) created in 1973 benefited from the DPWTC/UPIP joint project in terms of available manpower and conduct of policy studies. At one point in time the professional staff of both offices worked as one and the main studies of the DPWTC/UPIP team were published under the imprimatur of TFHS.

### **PERIOD OF CONSOLIDATION: THE SECOND DECADE**

Development occurs, they say, not gradually but in spurts. This has been the case of the course of the whole enterprise of settlement planning in the Philippines, including planning education.

At the beginning of the second decade of IP's founding, steps towards comprehensive reorganization of the executive branch got underway. Under the 1969 Reorganization Act, about 17 study panels were created to help the reorganization commission carry out its mandate. Each study panel was composed of a chairman, vice-chairman, at least five members

and a technical secretary. The panel chairman was a member of the reorganization commission while the vice-chairman was an expert in the panel subject matter. The vice chairman generally defined the work program and recommended the members of the panel. He prepared the studies and recommendations of the panel with assistance of the members and technical secretary. One of the study panels dealt with community and regional planning. This panel worked closely with two others: economic planning and field operations.

I served as vice-chairman of the panel on community and regional planning while (current) Dean Asteya M. Santiago was our technical secretary. Our main recommendation was the creation of a regional development council in 11 administrative regions. The RDCs would provide the regional perspective to NEDA and at the same time coordinate the activities of local governments and national agency regional offices. The functions of RDCs as well as its composition were more or less patterned after the regional centers for development studies discussed earlier.

However, it was not until three years later when the recommendations of the 1969 Reorganization Commission would be implemented. This was made possible when Martial Law was declared in September 1972. The creation of one of the most elaborate planning machineries in a developing country opened up job opportunities for a new profession: regional planners.

Later, a Task Force on Human Settlements was organized. The Director of IP was even made a member of the executive committee of TFHS. As the mandate of TFHS was similar to what the Manila Bay Region Strategic Study team of DPWTC/UPIP group was doing, the technical staff of the TFHS and the latter were merged.

Within the next two years, numerous programs and agencies on human settlements planning and management were organized or launched — the Human Settlements Commission, the National Conference on Town Planning and Zoning, the International Conference on the Survival of Humankind, the Metro

Manila Commission, The Technology Resource Center, the Town Planning Assistance Program, 11 basic needs, BLISS, Lungsod Silangan, KKK, etc. Another immediate need: urban planners.

We designed and implemented a crash training program for techno-aides. We served as resource persons in the National Conference on Town Planning and Zoning. Some of IPs faculty members became FOGs (faculty on government service), joining DPWTC, DOTC, HSC or MHS.

With career patterns for urban and regional planners now in place, the IP faculty discarded the MEP curriculum and a two-year Master in Urban and Regional Planning (MURP) curriculum took its place. Moreover, a 10-month special course on urban and regional planning was instituted.

By that time, UNDP assistance and NEC additional funds for the operation of the center for regional development studies had petered out. Resources of IP were at a straining point.

To supplement IP's dwindling income and for other reasons, senior faculty members and some friends of IP organized the University of the Philippines Planning and Development Research Foundation, Inc. (UP-PLANADES), a non-stock, non-profit research foundation.

Partly to respond much more effectively to the new demands generated by the multifarious programs of the *New Society*\* in human settlements planning and management, partly to bolster the manpower needs of IP, and partly to foster closer relationship with other ASEAN schools of planning, we proposed in 1980 the creation of an International Center for Human Settlement Studies.<sup>5</sup>

The Center would serve as the umbrella organization of six institutes, namely:

---

\*Pertains to the period 1972-1983 when the Philippines was placed under martial law by Pres. Ferdinand E. Marcos.

<sup>5</sup>Further details about ICHSS see Leandro A. Viloria, "Human Settlement Issues as Focus for Environmental Education Development", a paper presented at the UNESCO-RIHED Regional Conference on Environmental Education in Asean Universities and Its Transfer, Universiti Pertanian, Malaysia, Serdang, Selangor, 18-21 August 1981, typescript, 23 pp., 4 annexes.

- \* urban and regional planning
- \* public works planning and development
- \* estate planning and development
- \* land policy
- \* tourism planning and development
- \* ecology or environmental planning and management

As envisioned, the four programs of specialization under the revised curriculum MURP would serve as the building blocks for the Institutes. The three other institutes would also be built through the same process.

The Center would extend dual appointments to faculty members from other academic units of the University. Planning practitioners could serve as adjunct professors or as research fellows. A PhD program and a diploma program would be instituted.

This concept was approved in principle by then UP President E. Soriano. To implement this new vision we tried to sound off MHS Deputy Minister Jose Benitez. We sent him a draft presidential decree creating an Asian Center for Human Settlements. He returned the draft and scribbled on the top left margin were these words:

It is probably advisable for UPIEP to affiliate with the University of Life\*, in order not to duplicate and to consolidate resources.

Undaunted we turned to our friends at the Batasang Pambansa and Parliamentary Bill No. 1284 creating the said center was filed by Assemblyman Amadeo C. Alinea from Zambales but the bill did not prosper.

We also tried to get technical assistance from the Dutch Government stressing the regional character of the center. We made provisions for an exchange program not only of professors but also of graduate students among ASEAN universities. When the proposal was presented to the Institute of Social Studies (ISS) faculty at The Hague they were taken aback at the

amount involved US \$15 million. I was informed that this was the total amount allotted for technical assistance by the Dutch government that year. Months later I received word that in view of the reduced technical assistance budget due to on-going recession, ISS has opted to continue their program in Southeast Asia by expanding their assistance to the Asian Institute of Technology in Bangkok.

We then tried a more modest approach by attempting to concentrate on one program: environmental planning and management. Capitalizing on my informal network of international civil servants working in UN and the specialized agencies in the ESCAP region, we were able to get UNESCO funding for UP to host a regional seminar on the transfer of environmental education to planners and decision-makers in Southeast Asia. This was held in December 1983 and was attended by heads of schools of planning and directors-general of environment agencies in Southeast Asia. Attendance of non-Filipino participants was made possible through contribution of the IDRC, East-West Center, Osaka University, UNCRD and UNEP/Bangkok. One of the products of this seminar was the organization of the ASEAN Council on Higher Education in Environment (ACHEE).<sup>6</sup> After this seminar, another request was made to the UNEP regional director in Bangkok to fund the visit to SURP of an Australian environmental educator. His main task was to help design a new curriculum on environmental planning and management and help devise a strategy on how to get it adopted. Recognizing the inter-disciplinary character of this new field of specialization, the help of the Graduate School was sought in launching it. Several meetings on the proposal were held with other academic units in Diliman and Manila but it did not prosper.

---

\*The University of Life was organized by and made a part of the vast network of the Ministry of Human Settlements under Mrs. Imelda R. Marcos.

<sup>6</sup>For the papers and proceedings of this seminar see Leandro A. Viloria and Cynthia D. Turingan (eds.), "A Record of Regional Seminar on the Transfer of Environmental Education to Planners and Decision Makers in Southeast Asia", 6-7 December 1983, AIT House, Quezon City, UP SURP, 1984 (mimeo).

## NEW CHALLENGES: THE THIRD DECADE

The EDSA Revolution\* and its aftermaths brought about the abolition of the Ministry of Human Settlements, the Metro Manila Commission, KKK and all other programs on the planning and management of human settlements. As we fall back to the more normal times of participative democracy and a freer reign of the market economy, there will be less national government hand in the planning and management of human settlements and consequently we may expect more involvement of local governments in land use planning and more activity at the regional centers. Environment has also become a priority concern.

What may SURP offer along these new areas of concern? There is a proposal to establish a network of regional centers for environmental education and training (RCEET), the rationale for which is because the resource-rich countries in ASEAN, including the Philippines, are now faced with three environmental problems: exhaustion and degradation of their terrestrial ecosystems, degradation of their coastal environment and ecosystems, and environmental pollution due to industrial and urban wastes.

A critical problem in these countries, however, is the shortage of trained and experienced manpower to implement policies and programs in natural resource management and pollution control.

There is a clear need for encouraging, even institutionalizing, close and effective collaboration between the education sector and environment agencies towards the goal of incorporating environmental education and training as an essential component of the development process.

It is suggested that one suitable strategy to respond to this challenge is the establishment of a network of regional centers of environmental education and training. These centers, hosted by a regional university, preferably the most prestigious in the region, will perform five inter-related functions namely: research and information dissemination, training, advisory services, monitoring, and conducting pilot or demonstration projects.<sup>7</sup>

The hub of the RCEETs will be the National Center for Environmental Education and Training which is proposed to be located in the Public Affairs Complex site as one of the centers of SURP. This proposal has been endorsed to NEDA by President Jose V. Abueva and DENR officials for JICA funding.

## CONCLUDING REMARKS

The education of planners in developing countries is highly challenging because one is operating in a pioneering area. It requires a lot of imagination, perseverance and tact. Imagination because one has to deal not only with education per se but also with the governmental set-up and the profession of planners. Perseverance because being a new discipline and profession, planning requires extra effort to sell to its many publics. And tact because planning being multi-disciplinary and multi-faceted rubs decision-makers in many different ways.

Clearly, planning education, is a continuing learning experience. To be part of this educational pilgrimage is privilege enough, but to be in its vanguard is, indeed, a distinct honor!

---

\*This refers to the 3-day peaceful "people power" uprising that resulted in the fall of Marcos on 25 February 1986.

<sup>7</sup>For further elaboration of this concept see Leandro A. Viloria, "A Network of Regional Centers for Environmental Education and Training: A Strategy for Developing Countries", A paper presented at EMECS 90, Kobe, Japan, 3-6 August 1990, which will appear in Pergamon Press's *Marine Pollution Bulletin* (special issue).

#### **ABOUT THE CONTRIBUTORS:**

**GERARDO S. CALABIA** is Professor at the School of Urban and Regional Planning. He is a holder of a Bachelor of Science (Agriculture) degree from U.P. Los Banos and Master of Science in Community and Regional Planning from the University of British Columbia, Canada. Just recently, he served as Regional Planning Consultant in the Master Plan Study on the CALABAR Project.

**TITO C. FIRMALINO** is Consultant to Local Planning and Development Administration, Office of the President, at the University of the Philippines. He obtained his master's degree in Public Administration from U.P. in 1960. Prof. Firmalino also holds a Master of Arts in Community and Regional Planning from the University of British Columbia, Canada. Prof. Firmalino was the acting dean of the School from September 6 to March 31, 1989 prior to his retirement.

**ERNESTO M. SEROTE** is Assistant Professor at the School of Urban and Regional Planning. He holds two master's degrees: Urban and Regional Planning and Urban Studies at U.P. and University of Sussex respectively. He is at present drafting the country's land use policies with the National Land Use Committee and Consultant to DENR's Natural Resources Management Development Project.

**LEANDRO A. VILORIA** is full professor at the School of Urban and Regional Planning. He obtained the degrees of Doctor of Public Administration from Syracuse University and Master of Arts in Community and Regional Planning from the University of British Columbia. Dean Viloria recently prepared and presented a paper on "Network of Regional Centers for Environmental Education and Training: A Strategy for Developing Countries at the International Conference on Sustainable Approaches in Urban and Regional Planning in the Third World held in Kobe, Japan.

### **Notes to Contributors**

1. The Philippine Planning Journal publishes articles which contribute to the body of knowledge in the fields of urban and regional planning. Papers for publication should be sent in duplicate to:

The Director  
Research and Publications Division  
School of Urban and Regional Planning  
University of the Philippines  
Second Floor, SURP Building  
E. Jacinto St., UP Campus  
Diliman, Quezon City  
Tel. No. — 96-21-20  
FAX — 98-3595

2. Submitted manuscripts should be original unpublished work. Only manuscripts which have not been submitted to other journals will be accepted.

3. The manuscript should be typed double-spaced on one side of the page only. It should not exceed forty pages including tables, figures and other annexes. The dimension of the paper should be 8 1/2" x 11". Along with the hard copy, the author should submit a copy of his floppy disk specifying the word processing program used.

4. The covering page of the manuscript should contain the title, author's name, highest educational attainment, current position, institutional affiliation with full address, and the month and year of submission to the journal.
5. Footnotes should be kept short and numbered consecutively using superscript arabic numerals. References should be cited using the author and year format, i.e. Carino (1986). The complete list of references cited should be provided at the end of the manuscript following the standard bibliographic format.
6. All diagrams, graphs, maps and photographs should be labelled as figures and numbered consecutively in the text of the report.
7. An original copy of the photographs used should be submitted. Photographs should be glossy and of good quality.
8. A copy of the edited version of submitted manuscripts will be given to authors for their verification and comments before it is published.
9. Authors will receive ten (10) copies of the issues which contain their articles.

**PLEASE FILL OUT AND MAIL**

The Managing Editor  
Philippine Planning Journal  
School of Urban and Regional Planning  
University of the Philippines  
Diliman, Quezon City  
Philippines 1101

I enclose payment for:

/ / \_\_\_\_\_ year/s subscription

/ / \_\_\_\_\_ issue/s (Specify Volume and Number)

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_  
\_\_\_\_\_

All checks and remittances payable to the *Philippine Planning Journal*

**PLEASE FILL OUT AND MAIL**

The Managing Editor  
Philippine Planning Journal  
School of Urban and Regional Planning  
University of the Philippines  
Diliman, Quezon City  
Philippines 1101

I enclose payment for:

/ / \_\_\_\_\_ year/s subscription

/ / \_\_\_\_\_ issue/s (Specify Volume and Number)

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_  
\_\_\_\_\_

All checks and remittances payable to the *Philippine Planning Journal*