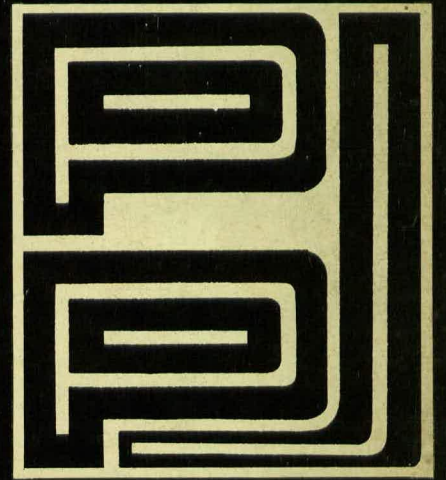
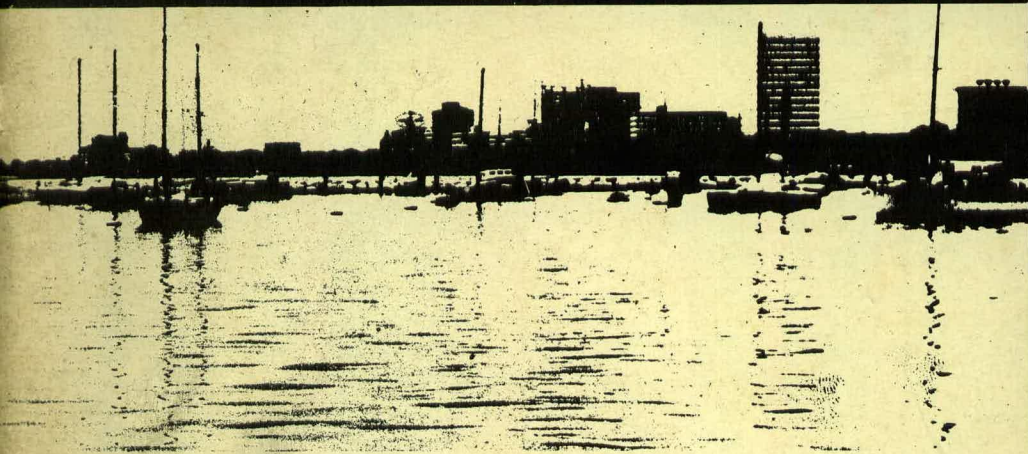




PHILIPPINE PLANNING JOURNAL



Volume II
Number 1
October, 1970

PHILIPPINE PLANNING JOURNAL

INSTITUTE OF PLANNING UNIVERSITY OF THE PHILIPPINES VOLUME TWO NUMBER 1 OCTOBER 1970

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EDITORIAL

Interest in the environmental situation of the Philippines has grown and gained grounds during the past five years. Although the Filipino architects have long been involved in the shaping of the environment, they have confined their efforts more within their own ranks and discipline. Recognizing the shortcoming, and desirous of getting the "concern for the environment" in high-gear, the Philippine Institute of Architects, in collaboration with the Institute of Planning of the University of the Philippines, initiated a series of seminars which culminated with a conference between February and June of 1969.

The Seminar was divided into two parts: the first was the actual seminar proceedings and the second part was the annual conference of the Philippine Institute of Architects. Both the seminar and conference papers appear in this issue except the paper of Teodoro Encarnacion entitled "Prospects for Planned Growth in Metropolitan Manila" which was published in the Volume I, Number 1 issue of the **Philippine Planning Journal**.

During the ultimate meeting, a historic declaration of policy was ratified calling attention, to the plight of man and his environment.

Geronimo V. Manahan
Lita S. Velmonte

Opening Remarks

We are very pleased to co-sponsor this series of public lectures that is being undertaken jointly by the Philippine Institute of Architects and the Institute of Planning of the University of the Philippines. I think I should begin by informing you why we welcome and take much interest in holding a joint seminar like this with the Philippine Institute of Architects.

The Institute of Planning is a new training unit of the University of the Philippines. It was formally organized in 1965. Starting this academic year, we began to offer a graduate program leading to the degree of Master in Environmental Planning. Our course is practical and activist in nature. Apart from the graduate program, the Institute of Planning also conducts research and in-service training, as well as limited consulting services. Since the Institute is still in the early stages of development, we thought that as a strategy, we should concentrate in the very few metropolitan areas of the country. This includes of course, Metropolitan Manila. The reason for this is simple. We could not afford to disperse our limited resources. Therefore we believe that by concentrating in the Metropolitan Areas of Manila, Cebu, Davao, the Iligan-Marawi-Cagayan de Oro triangle and Bacolod and Iloilo, which are areas of dynamic growth and have therefore great potentials for development, we shall be able to effectively fulfill the functions that have been assigned to the Institute of Planning.

This is not the first time that we have co-sponsored a seminar in Metropolitan Manila. Earlier, thru the help of Senator Benitez, Secretary Bernido, Governor Rodriguez, and Congressman San Juan, we invited the attention of the public and private sectors to the growing menace of uncontrolled urban growth in Metropolitan Manila. And so today, as we begin a new series of seminars, I say again, welcome. I hope that you will continue to share with us our assertive demands for a better environment, not only in Metropolitan Manila but in all the other urban centers in the Philippines. Thank you.

For the past few days, everytime I met Mr. Manny Mañosa, he would open his remarks by saying: "Jessie, the response for this seminar is terrific." To a pessimist like me, the way he said it sounded all too optimistic. Judging however by the way the participants are coming in, and by those who are now in this room, I believe Manny's enthusiasm is more than justified. It is therefore very gratifying to welcome you to this seminar and conference being conducted jointly by the Philippine Institute of Architects and the Institute of Planning of the University of the Philippines. The intention of this seminar is to gather together the architects, the planners, and the public who are involved in shaping our environment. People who are deeply involved in it because they are actively part of it, and those who are going to make decisions in the changes of our environment. I believe, today, we are achieving this intention. So, welcome, and we hope to be able to examine critically the Metropolitan Manila situation as a specific example. May we now hear from my colleague, Dr. Leandro A. Vilorio?

Jesus M. Bondoc
President, Philippine Institute of Architects

Dr. Leandro A. Vilorio
Dean, Institute of Planning, U.P.

Urban Planning in a Free Enterprise Economy

ANTONIO C. KAYANAN

Santurce, Puerto Rico

In this series of seminars, I find a very significant development. I believe you have begun to manifest the urgent need to mould the form and substance of your environment. The awakening of the private sector to this task of moulding the built environment, instead of leaving it to the powers that be, is a very laudable thing especially if we consider the future generations who will inherit our country. This awakening is good and useful too, in the sense that it makes people conscious of achieving something. But if we really have to accomplish something, we should study our problem in depth, set our goals, and ask. The question is: could we ask?

In my work away from home, I have noted a very significant similarity among the countries that have moved forward. I have realized that many of the so-called developed countries become such only because of the problems they have faced and have solved.

The Philippines, as in many countries in the Far East, is blessed with bountiful natural resources. These, we Filipinos took for granted because in the past, when there was no pressure of population, nobody got hungry. Therefore, we never went out of our way to improve our environment and consequently, ourselves.

Look at the countries that have moved forward because of the great difficulties their people have encountered. Israel, for instance, due to tremendous pressures and its Arab problems, has developed fast enough. Even Puerto Rico, an island having a population a little less than Manila's, relies upon its people as its only natural resource to move forward. All these countries, therefore, had to plan or else fade away as a nation.

Now, I think we have been hurt enough to know that we, too, should plan. We can still veer away from the undesirable trends that we may be falling into in shaping our future. There is no doubt that all the talents necessary for plan formulation and implementation are in our midst. They surely can help us go forward. I say this in the belief that although there are many of us Filipinos helping other countries move forward, there are still among our people who can form the vanguard for our national development.

The question then becomes: "When, how and why"? I think we should have long dropped from our vocabulary the oft-repeated idiom *Bahala na*. This is anathema to the planning process.

Being the initial speaker in this series of monthly seminars, I feel my job is to set the stage right. By giving the background and circumstances, what the subsequent speakers will say will have more relevance towards achieving the goals we like to accomplish. And if in my setting of the stage for this seminar, I should agitate you, I have some vested interests in agitating you. In a way, I will be relating to you what I know, not for its information alone, but because this will bring to perspective the mistakes I have made in the past.

At this point, to facilitate communication with each other, I should, for my own safety, define the subject assigned to me: "Urban Planning in a Free Enterprise Economy." To me, communication is one of the most important thing in our daily lives today. Recently while on one of my projects in Jamaica, I saw a caricature showing what communications can accomplish:

Two Jamaicans were talking with each other about narcotics. One Jamaican asked the other, "What do you think of LSD?"

The other Jamaican replied, "I do not like this American president."

"No, I don't mean that! I mean the dope."

He said. "I don't like Humphrey either."

So you see, they have a different set of terms and although it made good story, it was very sad, because there was no communication between them.

The first word is "Urban". "Urban" is a state of mind. In the orient what we call urban, the west may not call urban. There have been many definitions of urban development, urban area, and most of these definitions are correct. But none, or few at best, are complete. "Urban" means a lot of things depending on who is defining it and for whom it is being defined.

During the war, when I was cut off from my financial support from the Philippines, I had to look for a job. I was asked by my professor to see a gentleman from Cleveland, who was then at Harvard attending the Urban Land Institute. When I reported to him, I said, "I am the man Professor Adams sent as a city planner."

He said, "Ah! You think you are a city planner. Let's see. During the day we have been discussing what the city is. You tell me what the city is."

I was hoping to be furnished with a job and I thought it was mine, but I found that the job was oozing off my hand when he told me to describe for him the city. This was impossible, particularly when it was about 6 o'clock and he, together with his companions, were having beer. They were at the stage where no amount of explanation could just be accepted, even if it was very near the truth. So my mother's story helped me. I told the gentleman who asked what the city is, "I used to be told of the story of the three blind men who were asked to describe the elephant. One touched the leg and thought it was like the trunk of a tree; one held the tail and thought it was like a rope; the last, upon touching the ears, thought it was like a fan." I finally said, "Mr. Vaughn, I could be a blind man."

Impressed, he dipped into his pocket for his wallet and said, "I have \$27.00, here. You wait for me in Cleveland." And that's how I got my planning job in Cleveland.

Therefore, when we talk of "urban" we have to set the purpose for what we are defining "urban". For the present seminar I would like to include in my definition of "urban", or whatever you think as "urban", what people will call "rural". "Urban" cannot happen without the other part — "rural". The shades and shadows in a picture are distinguished, but where one begins we don't know. Yet we know that light becomes visible because of the shadows; and the shadows are made more visible because of the light.

The next word is "Planning". Again, planning could have a lot of meanings. As a matter of fact,

when I returned to the Philippines, fresh from my course in city planning from the Massachusetts Institute of Technology, I told my friends I was specializing in city planning. They said: "Oh! I see that you are a city planter who studied how to plant trees in the city streets."

For us to associate the planning that we are going to use here in this seminar with what I think it means, let me give you a very short history of the evolution of planning as we understand it now. In the western world, specifically the United States of America, planning started as physical planning. This was demonstrated very eloquently during the Chicago Exposition where D.H. Burnham, who helped plan Manila and Baguio, proved that several buildings when properly associated with each other, were more useful and more beautiful than when they were separated. At this stage, planning took for its objective the beautiful; a thing that is perceived by the senses. Consequently, monumental avenues became the vogue in order to give the buildings the proper approaches and vistas necessary to perceive their design. Parks were constructed for people to look at rather than to use. This was called planning then.

Then came the various revolutions — the industrial, the commercial and the transportation revolutions. Because of these revolutions, the aim was no longer the "City Beautiful" but the "City Efficient". With the "City Efficient" the aim was to increase or better the economy by building more factories, larger factories; more streets, larger streets; and so forth. In so doing, with every additional factory and every street, came also the smoke, the noise, the dangers, and the dust.

Suddenly, planners realized that planning is more than just the beautiful or the economic; that both are mutually involved. They have come to realize that the city is for people; that therefore, in order to plan the cities, one should plan them for people, rather than people for cities. This is the reason why at this stage of the planning evolution, we have come to design and implement plans for playgrounds, for tot lots. We have come to provide housing for people because we have realized that unless we give them the proper environment in which they could live as responsible citizens they would not, in their mature age, become responsible citizens. So at this time we have as a goal, "The City for People."

That, however, is not enough because of the complexity of our modern life. We have come to realize that all these things would not function unless we have the proper machinery and the proper administration to make the planning process work. These evolutionary steps of planning I just mentioned to you in a running order did not come one after the other. Sometimes they overlapped. But today, when

we think of planning, it is neither merely physical planning nor economic planning, nor social planning, nor even administrative planning, but the right combination of all these things.

Since I am speaking before people from different disciplines, I feel that all these talk about planning must be based on established guidelines. This takes one to a very simplified definition of planning. To me, planning is the art and the science of applied forethought in the shaping of man's environment so that the right thing would be in the right place at the right time.

The definition sounds simple, but unfortunately, we do not know yet, or we are not agreed on, what is the right thing, or what is the right place, or what is the right time. But the elements of planning are the art and the science. Some people call it merely art when they make plans with beautiful colors, but they do not mean anything. Some people also make plans that are replete with figures and statistics but are not aligned to meet the art and science of applied forethought — thinking ahead and yet applying what we thought of ahead to direct the improvement of man's environment.

Let me give you an illustration of the process. Again this is a simplified planning process. As you all know, doctors usually take the pulse, the heart beat and the temperature of the patient. In planning, this is called survey and investigation. The comptroller or the auditor would call it inventory. Of course getting the facts is just a part of that work. We have to interpret those facts so that we can transmit what we have found in a form that people will understand and apply in their daily lives. This is what is called analysis. I could illustrate that with a question; "What do we have?"

Knowing what we have, we should then set our objectives. This is the hardest thing to do. Many of us have been planning not knowing what we want to have. What do we really want our communities to be in the future? What do we want our country to be in the future? Each one has a say; but it has not been put in a form, so that it becomes a password — an ideology.

I mention this, because in a very small country like Puerto Rico, probably due to its smallness or to the fact that it has problems, the nation had defined its purpose. Its purpose, called "Operation Bootstrap", is the elimination of poverty. This means that it is not merely the formation of capital, efficiency, and so forth, but an equitable distribution of the products of mankind. When new industries come to Puerto Rico, and they can produce the same amount with the same amount of capital, one that employs more men is given preference over one that does not. In agriculture, for instance, it is not the yield per

hectare that is important. It is how much the Puerto Rican is getting out of the endeavor. Is it all going to the rich or is there an equitable distribution of the produce of the land? We have yet to define and articulate such a purpose in our country.

Knowing what we have and knowing what we want, the third question is, "How do we want what we want?" This is what we call the designing and the planning of the thing—that which is studied in school, the techniques of transmitting or putting in a formal form the things that we know to show the things that we want. But such planning, I must emphasize, is only a part of the process. Even if you have your plans, however viable they may be, however beautiful they may be, if you have no ways of implementation, they will only serve as murals to show people that you know your colors and your models.

After you know what you have, you know what you want, and how you want what you want, then find out how you could get what you want. Here we get into capital budgeting and programming, regulations, zoning, etc.; so that the things that we think about are brought about.

One might feel that we have completed the process. After finding what you want, you have already implemented it and you have it, the next question is, "Do you want what you got?" In other words we need a continuing review of the things that we are planning to find out whether we are really going in the direction that we set ourselves to accomplish. If you look at the fifth step, it is the first step repeated. That is why our subject now is planning, not making of plans. It is a continuing process, a cyclic process.

Let me qualify further. First, I said it is a continuing process, because there is always something to improve on what you have. We should also bear in mind that planning is progressive, not retrogressive; that it must be dynamic, not static. It must be on the go. It must be comprehensive in terms of size, area and function. When we say comprehensive in area, it is not only planning for Manila, or a part of Manila or even Metropolitan Manila. If we have to find out what Manila should be, we should know what share Manila is getting and should get in our national economy.

It is terrible to observe that in most of these developing countries, there is only one primate city. The Philippines has Manila. The second city to Manila is a fraction of the population size of Manila. Why? Because the smaller cities have grown at a disadvantage. In other words, Manila grew at the expense of other municipalities and cities. Look at Bangkok in Thailand. It is too big for the next city. Look at Djakarta, Indonesia. It is three or four times Djogjakarta. This can go on and on in all the developing countries. The big cities are really big so that more attention is

given to them, because there is a feeling that such cities have big problems also. However, before the problem is solved, it becomes so big that it becomes very exasperating.

However, if the entire area is studied, the island of Luzon in the case of Manila, or even the whole country, then we would know how big Manila and the other cities should be. In effect we will have a hierarchy of cities which can serve varied complementary functions.

Planning should be comprehensive in terms of function. When we look at our own country, our own city, the functions are separate. People are so enthusiastic within their cubby-holes that they go ahead like a team of carabaos going in various directions. Or like a symphony where each player wants to play his own way the best he can. Someone has to call the tune. When we say comprehensive in function, it should be that all the various elements of our cities and our urban areas, together with the rural areas, are planned so that none is given priority merely because its leaders could talk faster and louder or have more influence with those who hold the purse strings.

Planning should be comprehensive in terms of time. In other words, the right thing should be in the right place at the right time. You may have the right things in the right place, but if you have these things in the wrong time, they won't work.

A school for example, is the right thing. And if you place it in a nice place away from traffic, (not as you are doing here — next to the major highway) it may be in the right place. But if you put it in a place where there are no school children yet, it is wrong timing. This is just like some tenements built in places where they should not be because they are not related to the places of employment and growth.

Time comprehensiveness is made up of two elements. One is tempo — how fast we should do it according to our ability to pay. The other is sequence — what should be done first, and next down the line.

At this stage I would like to qualify and modify the meaning of area comprehensiveness. When we plan for our cities, we should not be just planning for the better areas, or for the elimination of slums. We should consider planning the urban complexes in entirety so that various stages of development and deterioration can be treated accordingly. In some instances, we are told that we should first do the new areas to provide a place to live in for the ejected people in the deteriorated areas. But to me, they should be studied together — the slum areas which need major operations as well as the better areas, so that they can be protected from further deterioration. On the other hand the big blotches of grey areas,

between the bad and the worse, are the ones that need most attention. These are the places where people just exist. The thing that can be done for these grey areas is to rehabilitate and conserve them. This can be done by making people feel that they should improve their areas by themselves, instead of relying on the powers that be. We have grown callous to the fact that the deterioration of these areas has come somehow in a very slow process. Being exposed to them, day in and day out, we have not realized their deplorable condition until it is too late.

Besides being comprehensive, we should make planning democratic, in the sense that people will have something to say. It is true we are imbued with so much democracy, that in our enthusiasm for democracy, we have destroyed one of the very basic elements for comprehensive planning. At one time we thought of Manila, Pasay City, Quezon City, Makati and the rest as one contiguous area under the Province of Manila. Then there was this home rule. This was good in itself because it made people think for themselves. But when they plan only up to their boundary, or when there are police forces that have different regulations, or when garbage collection is done by so many entities, we wonder whether we are a nation of remnants or *retazos* instead of a nation that should deal in *piezas*, in complete big pieces.

It is about time that we should study this. Maybe I am just feeling that way because I have seen less fortunate countries than ours that have seen the disadvantages of fragmentation and have gone forward because they have started to act as a team. Does it matter for us who takes the credit, if in the long run we reap the products that we need? If we stop being prima donnas and become effective members of a team, I think we will achieve something faster.

We must remember nevertheless, that planning in a democracy is not an easy thing. If we want to have planning in a very progressive democracy, we must have informed participation. Participation that is not informed will be more of a liability than an asset. Therefore, part of this democratic planning process that I am thinking of will need a gradual and consistent dissemination of information — of letting the other fellow know.

Just one example: If you have a family of ten children and you have only enough money for five pairs of shoes this year, you won't buy ten left shoes this year and ten right shoes next year so that everybody will have shoes. You have to choose which of them should have shoes this year so that next year the others know they would have their shoes. This means that if we have a budget for our capital improvement, and in this budget we know which part should be done first because it is necessary and not

because it is asked for, then a fellow who might not have his turn this year will know that his turn will come next year or another year.

As an example of where information is very important and necessary: I had a job to lay out a road, and as an engineer I thought it was sufficient to lay it out according to engineering principles — the most efficient for the least cost. But when I consider how much this road can be used by the agriculture sector, then I have another element of the economy. So I have to balance all these elements in making the choice for road alignment. In doing this I have to explain to the people why I am laying the road here and not there.

We also need to inform and even educate the people who make our laws. My experience with the planning commission here, was that I spent from 30 to 70 per cent of my time with the people who make our laws. We usually talked of things that are good for the country and our cities. After sometime, our lawmakers felt that those things were their ideas, and we had accomplished our purpose. As we often call it jokingly in our profession, this is the art of constructive fifth column. Maybe, Senator, this is one of the sessions where we are operating in our constructive fifth column. But how else can we get the things that we want if the people who make the laws for us do not believe with us? They will only believe with us when we can prove that we are right. We may be wrong at times, but at least if they examine our ideas, and say in the open that we are wrong, we can find alternatives to our initial ideas.

In covering the democratic process in planning, I worked for the popular support for planning which involves the private sector as well as the government sector. If we examine the economy of developing countries, we will find that the private sector takes more and more of the responsibilities for development. Unless the private entrepreneurs are progressive, active and contributive towards development of our communities, we will find that we will be getting communities less good than we deserve.

Manila is a showcase, according to our seminar, but before I touch more on Manila, let me describe to you briefly what planning in Puerto Rico, is. In Puerto Rico, planning has become an accepted governmental process. This came about when a man far-sighted enough became the governor of Puerto Rico. He used to be planning commissioner of New York before his assumption as Governor of Puerto Rico. He gathered about him several young men whom he thought would be the future leaders of the country. He inculcated in them the idea of planning, of working together for a common purpose. That was the birth of "Operation Bootstrap". These men became

the leaders of that country; heads of departments, chiefs of various semi-governmental institutions all imbued with the idea of planning. By this time there was no longer a need to sell planning to them. They asked for it.

Through planning, the country was able to generate the investments that would come otherwise especially if the investors did not know what would happen in the area. Money comes very easy when the bankers know they have less risk because they have a plan before them. And if it is a bad plan, they can cut the plan to pieces.

The head for planning in Puerto Rico, to me, is the highest member of the cabinet. The Secretary of State is still nominally the highest member of the cabinet.

Roughly, here is how the planning system in Puerto Rico operates. The Planning Board through its staff, prepares an analysis of existing conditions and trends. Six months before the Governor gives his message to Congress, the Planning Board presents to the Cabinet the conditions as they exist as of that day. Together with these are shown the trends of growth and various alternatives. The other members of the Cabinet, knowing what they have, and knowing what they want to achieve through "Operation Bootstrap" make their own budget in terms of what has been pictured. What happens without this, is that various departments usually prepare a budget three or four times beyond what they need, and even if 80% of it is cut, still they make good their operations for the coming year. That is not planning

With the general presentation made, the other Cabinet members work with their own department planners. It so happens, and this is part of the strategy, that many of the key members of these various departments, were employed once upon a time by the Planning Board. So there is no fight against planning. It is implemented in the various departments. They prepare their own plans and budgets which they submit to the Planning Board for coordination. These departments submit their plans and budgets only for consideration. The Planning Board then prepares a balanced budget for five years. Using the first year as the current budget, the planning board then examines the plans and programs yearly so that another year is added. This procedure differs from India's five-year plans because in India they complete the five-year plan and then another five-year plan is adopted. Just like a driver who drives his car, he doesn't look at the milestone until he comes near and thereafter looks at the next milestone. In Puerto Rico they look a little ahead knowing also how things are beyond and how things are here. In other words, looking afar and at the same time immediately ahead.

With the plans coordinated, again with consultation and approval of the various departments, the Planning Board submits its report to the Governor. The Governor presents his message to Congress. Congress, knowing that it has to be judged by posterity, tries to use the plan presented by the Governor. If Congress has doubts, he calls the Planning Board to clarify certain ambiguous elements of the plan. Recently, the legislature has even created a planning committee to cater to congressional needs so that it can help check what the executive planning agency is doing. In that way Puerto Rico can prepare coordinated plans. You may now wonder how this is financed. One of the biggest export products of Puerto Rico is rum. Rum going to the United States of America is subject to an excise tax which the US Government collects. This excise tax is returned to Puerto Rico to be used in planning. In this way, they have devised ways of not being subservient to the changing whims of Congressional appropriations for there is an assured source of funds.

Now what about Manila? What shall we do about Manila? With what little time I have had in reading about Manila, I was surprised with the many things that the graduate students of the Institute of Planning, UP have gathered. I wish they could have made it much more scary. I wish they could have put it in a form that is more distinct in perspective so that people will really realize the gravity of these things.

Planning is a mission. If we can transmit all the information to those who know best about a particular line, surely a good coordinated plan will evolve. I would end with a thought. We have been told that it is not really what we can get out of something, but rather what we can give. I usually tell a story and I think my students have heard of this way back when I was teaching them. There was a banquet. At this banquet, there was a long table full of food. The people at this table were gaunt, unhappy and dejected. The fellow who was investigating wanted to find out why with so much food, the people went hungry and thin. He found out that they were using spoons and forks with long handles. Because they had long handles they could not put the food in their own mouths, so they were hungry. He said, "I don't like the way things are done here. Let's see the other way these things should be done." The investigator then went to another place. To his surprise, he saw an identical table with identical food, but the people were much happier and healthier. He found out that the people were using the same long-handled spoons and forks. But instead of feeding themselves, they fed the other fellow on the opposite side of the table. So in this world, as I said, and in planning, it is not so much what you can get out of it, but what you can contribute towards the making of the community. Thank you.

Perceptions in an Urban Environment

Some Notes from the Contemporary Manileño

MANUEL ESCUDERO
World Health Organization

This afternoon I have been assigned to discuss the subject, "Perceptions in an Urban Environment". I have sub-titled it: "Some Notes from the Contemporary Manileño."

In our immediate environment, the average man is overwhelmed by the vagueness of terms like "comprehensive planning", "process-oriented programmes," "Five-to-Ten Years Plan", and other intellectually-laden phrases. The ordinary Manileño always hears and reads about leading behavioral scientists, educators, architects, developers, builders, economists, and city and regional planners meeting in comfortable air-conditioned quarters to determine how to build homes and communities that will be safer, healthier, and better places in which to live and watch his family grow. Within an election year he may take such news as another wave of promises or may have difficulty in separating private enterprises from government-sponsored agencies. Human needs in housing from his experiential viewpoint means a comfortable home safe from burglars, close to work and school, within reach of shopping premises, in a friendly neighborhood, something within his income level, supplied

with potable water, light, and—who can tell—a telephone line, perhaps. And it also probably means some extra space for visiting relatives from the provinces or close kin studying in Manila. He would find it difficult to grasp terms like housing technology and design, market and population trends, community planning and development, expandable-contractable houses, the "suburban tundra", and indicated infrastructures. But like Henry David Thoreau's **Reflections at Walden**, the average Manileño would understand and feel the need to have noble villages of men: "If it is necessary, omit one bridge over the river, go round a little there, and throw one arch at least over the darker gulf of ignorance which surrounds us."

For the affluent Manileño who moves from his air-conditioned car, perceptions of Manila may have similar air-conditioned values. Except when some mechanical failures, breakdown of electric power, and National Waterworks and Sewerage Administration and Philippine Long Distance Telephone constructions interrupt the smooth routines of home and office and give rise to impossible traffic snarls—then he is jolted to reality and exclaims, "By God, Manila has gone to the dogs!" But if he makes an attempt to walk, ride on buses and jeepneys, and try to perceive his environment with his senses (seeing, hearing, smelling, touching, tasting, and a general sense of feeling), then the big crate of Pandora is opened before him. An ordinary working day is broken by noises of thundering smoke-belching buses; children going to school and adults to their work fight their way for every available space in public conveyances; clean and well-groomed persons succumb to the humidity, dirt, and dust among the crowd before reaching their destinations; the smell of uncollected trash and garbage with buzzing flies and scampering vermin numbs the olfactory nerve after the initial onslaught of body odors; the sight of beggars and deprivations abound along side streets and alleys where garbage is left to add to littered walks. Overcrowding, the cancer-like spread of slums, deplorable housing conditions, diminution of clean, safe, green open spaces, wasted time in traffic, poor hygiene and environmental sanitation with children playing in filth and uncollected mounds of refuse, seemingly sinister looking stereotypes of law-breakers eyeing their potential victims—all these are seen in one swift glance. This is the living milieu we see in the comic strips of Bindoy, Tisoy, Gorio, and Hugo. Along the piers, the railroad tracks, the esteros, the inner portions of old districts, and the outside fringes of new subdivisions—like penetrating pincers, the homeless ones, the migrating poor, the working class continue to invade and place their stakes out of sheer guts as they try to live and survive to the best of their abilities and resources. The over-rapid urbanization of Metropolitan Manila has created a state of non-health. At no time at all has there been a readiness for Manila and its environs to meet the needs of its growing

population coupled with the unchecked movements from the surrounding rural areas. By late afternoon the same picture of haste, blaring noises, accident toll, sweat, heat, and more crowds is repeated. By early evening, flies are replaced by aggressive biting mosquitoes multiplying smugly even as the sales pitch of insecticides grows. Personal safety becomes another reality and it is a real adventure to reach the safety of home in one solid peace. But then the night life atmosphere sets in to hide the grim and dirt of daylight. Recreation and leisure time takes a different hue. However it is marred this time by children and women abegging with their insistent aggressive entrepreneurial efforts in imposing personal services. Crime, juvenile delinquency, prostitution, open and hidden gambling den, drug dependency, and all the built-in conditions for graft and corruption begin to unfold before the discerning eyes of the uncommitted perceptor.

Public institutions like city hall, schools, hospitals, jails, courtrooms, and other related services geared to the welfare of the citizenry represent the front and back doors of the community's conscience. The general state of deterioration of public buildings, the poor maintenance and erratic upkeep of the built-up environment, the below-par environmental sanitation and hygiene, lack of water, and the total absence of beauty, care, and love emphasize the oft-repeated axiom of man's inhumanity for fellow beings. The physical environment itself with its unfunctional buildings impinges on the human beings dwelling or working in it until every vestige of human dignity is carted away. Homes and institutions in their criminally overcrowded situations turning out hordes of needy applicants stand out in sharp relief against the well-lighted, well-maintained, manicured surroundings of big banks and business establishments. These are empty at night. These establishments dwarf the insignificant human beings peering through the well-lighted glass panels guarded by a retinue of security guards. The sensitive Manileño may well reflect, "What is going to happen to me and my children? These imposing buildings housing the banks and the establishment are giants, but look, they are clean and empty at night. The people who work here go back to their simple dwellings at night. Why, they could work and live right here." Such a divergent clash of values and perspectives as felt by those who do not have compared to those who do have could be understood if we go out of our way to identify with their needs. As Thoreau said, "None can be an impartial or wise observer of human life but from the vantage point of what we should call voluntary poverty."

The Manileño with his provincial background becomes aware that in this big city his way of life can no longer be adjusted to the easy-pace-setting rural style that is close to the rhythm of nature, but

more to work schedules, the alarm clock, availability of bus and jeepney lines, and a feeling of having less control over family members—all the ingredients of community life. The changing shifts of traditional values triggered by the younger generation's challenge to the operational way of life being led by administrators, political leaders, religious and educational sectors, family corporations and others, makes the grandparents and parents feel insecure, unsafe, and most hesitant to pass judgment. The socio-cultural changes going on among the vast segment of the bottom rung of the lower-middle class and the poor city dwellers seem to have produced marginal personalities hidden behind the list of names in the roster of city jails, hospitals, institutions for the mentally ill, the mentally retarded, the aged and infirm, homes for the unwed mothers, and the city morgue. Dr. M. G. Candan of the World Health Organization observes that: "Many a person coming to the city from the country has to learn to put up with less space, less daylight, less fresh air, less greenery, more noise, but less liberty to make noise. Both work and play are different. Old-established patterns of communal living are disrupted. The newcomers may fail to keep up with city ways, and adjustment problems of various kinds may arise. Psychosomatic and neurotic disorders are undoubtedly largely associated with the congestion and noise, the hectic rhythm of city life, its vast anonymity and its many strident appeals to the individual to do this or that. Furthermore, as a counterpart to the glamour of the modern city, to its employment possibilities, its educational wealth and its cultural achievements, we have delinquency, crime, prostitution, alcoholism, and the excessive use of drugs." The disruption of human relations results in isolation and loneliness for many persons whose rural uproots were marginal from the beginning. They join the crowd hopefully to gain a feeling of being one of the crowd but with no real identity. So that Sakay, Moy and Bindoy capture this predicament in their daily meanderings around Manila, very much to the consternation of their provincially-oriented parents. The high population density in our city can best be felt in homes amidst the slums where the numerous human bodies live, eat, do all the bodily chores, and socialize in one multi-purpose sala. The physical and mental well-being of the people involved, who are in the vast majority of our population, is very vulnerable. Their inner and outer resources can barely cope with the stresses and strains of living, judging from the manifest symptoms of physical and mental disorders which may be observed.

Queries with basic research implications were raised by Professor of Social Medicine, A. Querido of the University of Amsterdam among which are:

"What do we know about the effects of the chronic frustration that the city dweller has to suffer day in and day out?"

"Has this any connection with the remarkable increase in unexplained violence?"

"Has this any connection with the enormous increase in drug consumption?"

"Has this any connection with the curious behaviour and the strange rituals in clothing and customs as shown by numerous youth groups all over the world but especially in the larger cities?"

"Has this any connection with the decline in birth rate noticeable in some of the highest developed areas of Western culture?"

"Is the city population approaching the state of rats, which, under conditions of experimental crowding, refuse to breed and start fighting and devouring each other?"

Professor Querido adds that people who at present call the city unlivable are not among the most vulnerable members of the city population. On the contrary, they are often very mature persons with a strong sense of identity. Their sense of solitude as opposed to loneliness, enables the individual to be himself in relation to others. The crowd is deadly; against the crowd only one remedy exists—the consciousness of identity. He pleads, "Whatever the authorities do in grappling with the modern city-monster; whatever the planners may dream about the city of the future; whatever the traffic experts may design and the engineers put on their drawing-boards—let there be at the centre of their efforts one purpose: to respect the individual."

When the Manileño has finally verbalized his thinking and feeling that his city is frightening, polluted, a veritable "waste basket", replete with a cacophony of noises, threatened by juvenile delinquency, crime, and all other ailments of civilization intertwined with poverty, illiteracy, and unemployment in its rural-urban relationships—what is left? What is left for our Manileño? Follow the path of least resistance? Give up? Or take up the very meat of what Antonio C. Kayanan shared with you last month when he underscored urban planning as a mission with built-in flexibility. When Dr. Aprodicio A. Laquian talked and wrote about **Slums are for People**, he felt the need to begin from where the felt needs are, a transitional baseline for movements upward but meeting the people's needs on their level. At a recent lecture-discussion series at the East-West Center in Honolulu, Laquian developed his major theme by using the word *urban* slum. This is the "zone of transition" where the question of what happens to the lives of the slum dwellers and squatters is of greater significance than the type of dwellings they occupy or the area they reside in. The quality of slum life is of importance for determining the future of urban and eventually, national development. Marshall Clinard's **Slums and Community Development** recognizes that concern with the social-economic development of the area must take the slum

and its role into consideration. The so-called "legitimation of the slum" has been accompanied by a welcome shift from regarding slums as evil per se to a more objective need to understand them. The nature of slum dwellers themselves and not their physical surroundings is more important. Oscar Lewis' **Five Families** sharpened our awareness of the complicated processes of interpersonal relationships of persons as live beings in different gradations of extremely poor to the new rich. The sub-culture of poverty becomes an open-ended understanding in relation to the individual persons themselves. Social and personal disorganization becomes relatively dependent on many variables. The dynamics of slum politics, slum economics, their style of life experienced within the perceptions of parents and children, have been sensitively described in Richard Stone and Joy Marsella's MAHIRAP—a small slum area within the fringe of Makati.

When creative architects such as Garnier, Perret, and Le Corbusier started their exciting innovations amidst universal resistance, little did the average man then realize that even in the approaching seventies, modern towns would be built in accordance with principles laid down about three or four decades ago namely, that dwellings must have sunlight and air; that they should not be huddled together; gloomy courtyards should be avoided; industry must be kept away from housing areas; and that parkland is a vital necessity. Mistakes of the past have been corrected too, like the bay windows facing south which were applicable in cold countries but were absurd when applied to hot climate. In striving towards a better city attacks on pollution, problems of water supplies, increasing presence of elderly population and true prevention in public health become a must.

In the **World Health** issue of February-March 1966, under the caption of "new urbanism" something like this was written: The present city pattern can be improved by sociology applied to urban conditions, by social psychiatry and by the collective effort of workers from many fields: town planning, engineering, architecture, visual arts, economics, administration, public health and others. Living space can not simply be defined as an area of so many square meters. It depends on the shape and disposition of premises, on communal surroundings and on cultural traditions and outlets. A home is more than a shelter. It is part of a whole that derives from the need for social intercourse as well as for social intimacy.

About 5 years ago the Menninger Foundation in Topeka, Kansas, brought together a group of the nation's leading behavioral scientists, architects, urban and city planners, economists, builders, and developers to discuss only one thing: "Human Needs in Housing".

At that time, James C. Rouse, head of Community Research and Development at Baltimore, was planning his New Town. Here are some questions the Rouse group probed that may have bearing on our current problems:

Is the mixing of people—economically, culturally and racially—within a community important to individual growth? If so, then in what manner and in what size of communities would it be most influential?

Is individual participation in, and responsibility for, a community important? What is the smallest size of community group that draws people to participation? What is the maximum size group beyond which an individual's sense of responsibility becomes so diluted that he no longer feels responsible for participation?

What kind of neighborhood or community gives people the greatest feeling of security and comfort? What does such a neighborhood need in facilities and institutions?

Can community health and activity centers help discover physical and emotional disorders in people early enough to be remedied? If so, how should these centers be planned?

What about the elderly population? Should they be segregated or integrated into the community? (I think in the Philippines, we need not raise this question. They are going to be integrated.) How about the role of recreation and leisure time? How about adult education? How do you correct individual obsolescence? And how about community facilities for just plain loafing—not doing anything and still be creative? Can we assume that our radios, TV's and newspapers are doing in a responsible manner an effective and vital function of community communications?

Within our region, the Western Pacific region, the past decades continue to dramatize the inability of urban development planners to meet the increasing complexities of accelerated social changes. Outside of New Zealand and Australia, the surrounding countries are plagued by large pockets of social disorganization seen in slums or squatter's domains within the very areas of affluence. Individuals and families unable to make a living in their respective villages tend to seek greener pastures, unmindful of the social-economic pitfalls, by moving out into the city and its fringes. They continue to add to the unwieldy pool of unskilled labor. At no time at all have the urban areas been able to cope with the needs of the problem-racked families saturating the poverty stricken places. Increasingly, the burgeoning cities have been unable to provide facilities and job opportunities for

the vast segment of the extended families dependent on their limited resources. Comprehensive health care has been confined to the middle class families who are able to pay. This type of health care still remains a myth for the majority of the poor. Mental health aspects are carry-overs of the general welfare for the families. The mental well-being of the individuals and families are closely linked to the nutritional state, social and economic stability and feelings of security. Hunger, crimes, death, and upheavals are daily spectres for the adults and children living marginally within and outside the city limits. Plans to bring new industries to the rural areas and shift the movements back to the villages remain as blueprints. The peace and order situation and the inadequate infrastructures in the rural areas and the built-in attractions of the cities are such that the tide cannot be stopped. The high-risk group of rural migrants to so-called "over-urbanized areas" continues unabated. The working women, to support the increasing number of children, must work and leave the cares of home. The growing youngsters live in the streets or drop out of schools to join the rank and file of seasonal jobseekers. Medical, educational, housing, recreational, and livelihood resources are most inadequate. Political decisions tend to play havoc with long range programs.

Social and behavioural scientists have not been able to sustain their participation in decision-making with groups of administrators. Profit making establishments, politically-minded leaders, and graft and corruption continue to rule and mishandle the best laid out plans. Housing projects tend to exploit the poor and the marginally situated families. The designs, facilities and opportunities for a meaningful life are inadequate. They suppress the very spirit of beauty, movement and life. Mere existence amidst squalor and drabness becomes a daily struggle for the majority of new and elderly migrants.

Is it possible and practical to have psychiatrists, sociologists, anthropologists, psychologists and other related disciplines participate in the planning of urban areas? Are these disciplines adequately prepared for this task? Are their clinical experiences in mental health and mental illness useful enough to be brought into this new preventive field dominated by architects, engineers, city planners, public administrators, politicians and profit-making establishments? Do we have enough specialists of *par excellence* caliber in our midst to commit themselves to these exciting ventures? Or should experimentation continue and low-cost housing with its traditional problems still receive attention to meet present needs? The perennial lack of funds when most needed, the short-lived interest of elective officials, the pressing needs of the explosive number of children and adolescents, and the ideological conflagrations within our midst are crisis-factors demanding "miracles" from pace-setting leaders in the field of environmental planning. Thank you.

Urban Land Problems

SIXTO K. ROXAS III
Bancom Development Corporation

After reading the proceedings of the previous seminars, I had a great deal of trepidation about coming over and participating. It reminds me very much of the story that General Rómulo used to relate. He said this was a story about his grandson. I heard a similar version of this story from Paul Hoffman of the United Nations who said that the boy was his grandson. So this young five-year old boy of this story has a very strange relationship. This boy was vacationing with his grandfather in the country house. He was all dressed in a cowboy suit, with his two six-shooters and he went around very tough; tough little boy shooting everybody. When it was time for him to go home the grandfather said, "Well, now that you are ready to go home I think we should put you on a real horse." The little boy turned a bit pale. But he was a cowboy, so he put his chin up and walked with his grandfather over to the stable. As he approached the stable, he got more and more pale. And just as the groom was putting him on top of the horse this little boy said in a very thin shaky voice: "You know, I'm not a real cowboy."

Well, that's exactly how I feel this afternoon. I'm not really a city planner but I have been dabbling with some of its problems. Nevertheless, I am here, for I thought of it more in the spirit, perhaps, of benefiting from the terms of trade that will come out of these discussions.

In the previous seminar, I was particularly intrigued by Dr. Escudero's description of the city; the city of Bindoy, Tisoy, Gorio and Hugo; the city with its sharp contrasts Florentino wrote about in **Tondo For Two**. I am not going to attempt this kind of a description of the city. Today, we are more concerned with the typical facilities of the city so that we will take a typical view. The best way to get a superficial view of the typical settlements in the city is to take a helicopter ride over it, just as some of you have done, I'm sure. If I were recommending the route to take, I would say that the best is to start from Intramuros and do a series of elliptical runs around the city in a clockwise direction with the elliptical paths moving eastward from the seacoast to the foothills of the Sierra Madre. If you make these elliptical runs you'll find some rather interesting patterns of settlements. In each case you'll see settlements that make up the industrial and commercial areas, recreational facilities, and residential areas. The residential areas generally will be varying all the way from high density slum concentrations, particularly around the areas of demands for unskilled labor on

the waterfront, interspersed with enclaves of middle- and high-income residential districts. You will find, as you do these elliptical runs, the clear pattern and the mixture of land development. This kind of a mixture repeats itself in belts around the city all the way out to Caloocan City, Quezon City, San Juan, Mandaluyong, Makati and Pasay City and then again in the next belt over Navotas, Malabon, Marikina, Taytay, Parañaque, and Las Piñas. These very interesting belts of settlements that make up the whole maze hardly give you the impression of a rational design. It is really a psychedelic experience, an experience of pure chaotic spontaneity. It is a city planner's nightmare, but of course, the happy hunting ground for the social scientists, the sociologist, the social psychologist, and the anthropologist.

Even for the social scientists, no matter how fascinating they see the city as an object of research, I am sure they would agree with me that it is not the kind of city they would want for themselves to live in and in which to bring up their children. This brings me to my particular assignment this afternoon. But before I go into it, I'd like to give a comment on some of the attitudes of the social scientists toward the way Manila has developed.

The social scientists do suffer from almost a congenital schizophrenia - a split personality. In their study of societies, they are torn between objectively analyzing and dissecting the community as uninvolved spectators on the one hand, and on the other, because of their being members of society, they find that they cannot help wondering whether they should actively interfere with the social processes that they are studying and change them or at least offer sound prescriptions. I say this is schizophrenia, and I am sure the social scientists would not disagree with me because they do feel a certain amount of guilt-complex. They think this is something of a disease. They feel that as social scientists, their role really is to observe and explain, not to pass normative judgment on the situation and prescribe remedies.

You do not find this kind of schizophrenia in a medical physician. For example, no matter how fascinated a medical physician is about the biological processes by which cancerous cells multiply, they have absolutely no hesitation about taking a scalpel and cutting out the whole stretch of cancerous flesh. The reason, of course, is that they don't have any split personality about observation and diagnosis on the one hand, and prescriptions and remedies, on the other. They are certain about what constitutes the normal in a sick body and what constitutes the sick. Unfortunately the social scientists do not have this sort of a convenient norm. What is a normal and what

is a sick society? What is a normal and what is a sick city? How do we know if the standards by which one school of social scientists diagnoses the supposed ills of our present city are not simply the norms of another type of sick society, and that the abnormalities which they point to may not be simply substituted by other abnormalities that are more to their taste? How do we know that the sanity which one eloquent and passionate social reformer, for example, is exhorting our society to embrace is not just another wilder form of madness? So, it is important to have some concept of the normal in society.

I remember Eric Fromm, for example, who wrote a book called **The Sane Society**, pointing precisely to this ambiguity in the attitude of social scientists. He calls it sociological relativism. According to the social scientist who holds a sociological relativism view, there are no really sick societies, there are only maladjusted individuals. In other words, if the individual does not adjust to society, it is not society that is sick, it is the individual who is simply maladjusted. Eric Fromm himself advocates a normative form of human co-existence. This means that there must be a sane, a normal, a healthy society, such that the physician can say, this particular society does not conform to the normal and that it has some disease, some sickness. If only we had such an idea of a norm for society, we would be able to pass some judgment on whether there are some manifestations of Manila today that are manifestations of sickness. I bring this up because I was particularly interested in reading Laquian's **Slums Are for People**. It is a fascinating book and Prod is a very interesting and very stimulating writer. If you will recall, he said that slums really perform a very important function in the city; that they provide a transition society between the cold impersonal city and the warm personal-familiar rural area; that the slum area really gives you some sort of an enclave in the city where people can effect this transition without too traumatic an experience. This would seem to indicate that because slums perform a useful function and they are normal patterns of society, there is really nothing wrong with them. I don't think Laquian goes as far as saying they are normal. All he said is that they do perform a useful function. But if we follow Eric Fromm's humanistic norms, the adjustment of individuals to slums does not for that reason make slums a normal and healthy social phenomenon. If social scientists cannot conceive of a medium for achieving the urban-rural adjustment that is better than a slum, I wonder whether the social scientists are not indeed practicing a very dismal science. I think you and I will agree that if the slum dweller can adjust to the slum, he definitely can also adjust to somewhat better conditions than the slum. This leaves all the right-minded people who are concerned with this problem the responsibility for conceiving of a better city than we have in Manila.

The next question we can ask ourselves then is, what sort of an urban environment do we want? Of course, a prior question to that is, why do we want a city in the first place? You now have people, particularly the city dwellers, who glorify the country. When they go out to the provinces to breathe that clean air, they would often say, "What a wonderful place to be in. I don't know why I ever go back to the city."

At the Honolulu Conference on Urban Growth held in May 1967, there was a very interesting emphasis placed on the role that the city plays in the process of development itself. The city is not just a breeder of urban problems, of poverty, disease, crime and congestion and so forth. The city does perform certain important functions. As a matter of fact, in the process of national development and national growth, the city assumes the focal point of everything that is dynamic in the society. It is the breeder of dynamism; it is the breeder of change; it is the breeder of growth and you cannot really be pro-growth and anti-city.

For many reasons that were discussed at Honolulu, there are certain amenities and facilities that can only be provided economically to people if they are to a certain degree concentrated in one place. As an example, take rural electrification. Rural electrification is a very expensive process. It is very expensive to bring electric power to widely distributed and scattered communities. You can bring power much more effectively if you can concentrate the consumers of power. The same holds true for water supply. One of the principal reasons for agglomerating communities is to be close to an important source of potable water. Some of these services, of course, become necessary and critical, precisely because of the congestion in a city. You can say, for example, that many of the expensive transport facilities in a city are to a certain extent created by the degree of concentration in the city itself. It is difficult to say just what values you may get in a city that are pure human values and which of these are made necessary by the problems created by the process of "citification" itself. In any case, the consensus is that the city is important particularly in the process of economic development, and that the process of deliberate development is really identical with the process of deliberate "citification."

I like to say that the hope of agriculture in the Philippines comes from the city. Our best and most modern farmers are those who were raised in the city and who went back to the farm bringing into agriculture all of the organizational habits, all of the disciplines, all of the business viewpoints of the city, and applied all of these to the farm. In a sense even rural development is a process of urbanizing the farmer. It

is just to say that a positive deliberate development requires a process of deliberate urbanization.

The key word here is **deliberate**. If that is the key word, then perhaps we might say that Manila does not seem to be the product of a deliberate development. Manila's haphazard and spontaneous growth is a patchwork of settlements. If you fly by the route I have referred to and visualize the lake settlements that you see towards the Cavite Area, as well as all the squatters along the railroad and other squatter settlements that will be pushed towards the Cavite area, you are visualizing a rather dismal sight. Instead of eliminating the problems, they are being pushed to the outlying settlements of the Metropolitan Area. My guess is that we haven't even pushed it beyond one generation. I think the next generation will have to cope with the same problems. This is the pattern that you see in the belt around the city. It reflects the attempts of every community in trying to push the environmental problems to the next generation.

We are down, then, to the question of the proper planning of a city that breeds an urban environment that is human and which satisfies all of the social, cultural, and spiritual needs of man. My role is to say a few words about land use. Ultimately, whatever the vision of a city we might adopt, when we come down to practical management, to practical implementation of this vision, then we cannot get away from urban land management. In other words, if the vision is to become embodied in bricks and mortar, into actual living, growing communities, then you have to be involved in urban land management and the planning of urban land use.

Let us take a quick look at the scope of the metropolitan area. The very first question that we ask ourselves is: "What is the unit for planning in the metropolitan area?" I was quite interested to see the **Planning Strategy for Metropolitan Manila to the year 2000**, by the Institute of Planning of the University of the Philippines. It was an attempt to prognosticate into the future, to see on the basis of past trends just where the city would go, with an attempt to influence the projection with a few concepts of optimum development. But it is not a city plan as such nor a philosophy on what type of urban community the City of Manila should be by the year 2000. It was more of a projection than a target.

The geographical concept of the Metropolitan Manila Area, of course, is permissive of different classifications. In defining the scope of the present Metropolitan Manila, the Bureau of the Census and Statistics includes the four cities of Manila, Quezon, Pasay and Caloocan, and the four municipalities of Makati, Mandaluyong, Parañaque and San Juan. These

comprise an area of about 37,813 hectares, and according to the last census in 1960, these municipalities had some 2,120,000 people. The density was about 56 persons per hectare.

Laquian, in his book, **The City in Nation Building** thinks that the actual scope of the Metropolitan Manila Area, for purposes of planning and administration, should now include in addition to these eight political divisions six other towns, namely Malabon, Navotas, Marikina, Pasig, Pateros and Las Piñas. These would add another 12,980 hectares to the area, and a population (1960 census) of another 256,000 people. The addition of lower density areas, particularly Marikina, Pateros and Las Piñas would reduce the over-all density (based on 1960 figures) to 47 persons per hectare.

The Institute of Planning's **Planning Strategy for Metropolitan Manila: 2000 AD**, includes another fourteen municipalities to the north, taking the northern boundary up to Malolos and Angat. The expansion would take the eastern boundary up to the Sierra Madre mountains and down to the north-western and western coasts of Laguna de Bay to include ten more municipalities of Rizal, and one of Laguna making the present Biñan the southeastern corner of the metropolitan area. The western margin of the metropolitan area will be pushed along the Manila Bay down to the coastal town of Rosario, adding Cavite City and four other municipalities of Cavite Province. My guess is that this would more than treble the area beyond that of Laquian's fourteen political units.

As a matter of city planning philosophy, some of the earliest thinkers of city design were deeply involved in determining the optimum size of a city. Ebenezer Howard, an Englishman, thought that the optimum size of a city that could also be an organic community, would be something around 32,000 people. This would be the unit, and eventually what happens is that you would get a network of sub-cities, each sub-city having 32,000 people and together forming a regional city with a network of fast transport and efficient communication systems.

Let us first confine ourselves to the present boundaries of Metropolitan Manila. The fourteen political subdivisions that perhaps right now constitute the Metropolitan Area of Manila may be considered a unit for purposes of planning and administration. These fourteen municipalities make up a total of some 51,000 hectares. Let us also do a very highly hypothetical exercise of land use and take the land use patterns that you find in the well-planned cities of England or Canada. Some of the cities in Canada, for example, have about forty-five percent of the land areas zoned for residential purposes and the balance

for commercial and industrial areas, schools, streets and other community facilities. Many of the cities allow a fairly generous twenty percent of the area for parks, green belts and open spaces in general. I have done a very rough calculation and have figured that with a rational distribution of residential uses in areas that are zoned for single-detached family housing, town housing in terraces as well as in clusters, with some low-rise apartments, and a few tower or point blocks thrown in, we can still attain a fairly moderate density. I believe that the 51,000 hectares which constitute the present boundaries of the Metropolitan Area of Manila can still accommodate about five million people. This will be about 800,000 families and the overall density a little less than 100 persons per hectare. With the present population of three million and with the current rate of population growth within the metropolitan area, I believe there is enough urban land available within the fourteen political sub-divisions of the Manila Metropolitan Area. This would be more than adequate for the next dozen years or so. We do not really have a land shortage as yet in the Metropolitan Area. This is not the area's bottleneck. Its bottleneck is proper management of land use and development.

Some of the exponents of development such as Frederick Law Olmstead, used to say that we should plan our land uses at least two generations ahead. As a minimum perspective for any sort of land use plan, I think our foresight should be at least twenty-five to thirty years and the optimum would be, as Olmstead says, two generations or sixty years. I do not want to go into the process of land use planning. You heard Mr. Kayanan, the authority on city planning, when he discussed the elements that go into this sort of exercise. All I'd like to say is that in the planning of land use, one must have a specific vision of where the development should be five years from now, ten years from now, fifteen years from now, all the way to sixty years from now. This has to be spelled out and this is not a simple exercise. In other words, it is not a simple matter of taking an artist's conception. Very often you hear of housing schemes being proposed based merely on artist's conceptions. There is something more to it. An artist's perspective thinking is not a perspective plan. When I say plan, it is a fully documented and detailed idea of just what should go into the land; how every piece of land in it should be available at specific points in time; where your water distribution network is going to be placed; where you are to lay your electric wires; your telecommunication lines and so forth. This means that every piece of land of the Metropolitan Area is planned for its most beneficial use. This is the sort of planning process that becomes the only basis for a land use plan.

Let us say that you have this kind of plan for the Metropolitan Area, and areas earmarked for residential zones defined according to the type of

residential use are with sufficient details, so that all of these design concepts can be translated into specific building codes, heights of buildings, types of structures; say also that you have determined in what areas you would permit high-rise structures, where you're going to put your industrial sites and where your commercial sites will be, which will be the green belt area and others. There are several libraries that are full of documented practical experiences of the city planners. You can have even a typology of city plans. You can have a catalogue of city plans if you care to and compile your own encyclopedia of various patterns of land use. All of these are really in the works in terms of the fund of experience. Somebody has to go through these and do the detailed work of figuring out all the types of city plans that best suit the idiosyncracies of the population of Metropolitan Manila — what types of plans would suit our people.

The next question is, given these types of plans you have analyzed, how do you translate them in the field? Here again there are conventional techniques for translating any sort of land use plan into legal tools for planning like zoning ordinances, building codes, and land subdivision regulations; how you can exercise the powers of eminent domain of the government, or the proprietary powers of the government. If the Philippine government could plan the use of its own land properly, I think they would solve a good percentage of the urban planning problems in Metropolitan Manila. What I mean is that much of the planning can be done right within the government sector; the government looking not at the problems of how to convince the private proprietor to follow a land use plan, but how the government can be made to plan the use of its own land, either for its own direct use or to swap it with private enterprise land in order to use it to channel private land development into specific courses. Through the very dexterous management of its own land resources, the government could do a tremendous amount of rational development. This would, of course, entail a deliberate structuring of taxes, specially land property and income taxes, and the deliberate use of the capital expenditures budget for the government to realize the evolution of a land use pattern that conforms to a desired plan. All of these instruments, if used in appropriate combinations could be quite ample and would be quite effective. They have to be used in appropriate combination, for we have a tendency to take on the purely formal aspect of practices elsewhere.

Look at the organization chart of the Philippine government, both national and local. You will find an extremely sophisticated organization chart. You can name any kind of function, and you will find there is a government unit which on paper is supposed to perform it. You can no longer think of any more

planning units that the government does not already have. This makes the quest for solutions to problems of the Philippine government so discouraging at times because you cannot talk anymore of legislation. It is very alluring to go to some country in Africa where they do not yet have any government structure. When you think that what they need is a zoning procedure you can start a zoning procedure right from scratch and develop the type of national planning commission and zoning commission which spell out the procedures right according to the best manuals. But here in the Philippines, it is discouraging. When you look at the statute books, the government already has everything that you can propose.

We have a National Planning Commission right down to the local government levels. You have the city and municipal councils who are responsible for zoning, and they do go through the exercise of zoning. But invariably, you will find that when you scratch under the surface of the form, you will fail to see the substance, the philosophy and the logic of the regulation. We have zoning regulations, but we have no real land use planning. This is a very touchy point because of our political system, our great respect for private property, and the political influence of private property owners. When you are dealing with something as involved as determining what the use will be of particular pieces of land, you are really talking of transfers of values. You get into real political difficulty, very real conflicts of interest between the city planners' dream of what type of development pattern should evolve in the city and a man who finds that the small piece of property to which he has title has suddenly been classified so it cannot be used for anything but a public park. If you are moving into an area where the property rights have not yet been distributed, you can do your zoning and your land use patterns effectively. But when you have titles already existing to every piece of property, you will have very involved questions of compensation here. These are the problems of land use zoning.

By way of closing I would like to review all of these elements and ask, where do we go from here? We are all agreed that the city we have is really quite far from the city that we want. We are all agreed that going from the city we have to the city we want is not just a simple question of getting the planners together and drawing up beautiful plans. It should also involve the elements of effective management and organization. Effective management and organization is neither a matter of legislation, nor a matter of beautiful organizational charts. It involves people with vision, with the ability and knowledge to use the human forces in order to get what they want; people who know how to use political pressure, who know how to use both the "whip" and the "carrot" in a very dexterous combination in order to get what they want.

It has been proposed that the ideal would be to set up a metropolitan authority for the area because it is very difficult to be dealing with fourteen autonomous local councils when you are talking with them about city planning. It is bad enough to deal with one. To deal with fourteen is hell. Again it is the question of who is going to give up prerogatives? If you set up a metropolitan planning organization or metropolitan planning authority, somebody has to give up prerogatives. I do not know which of the city or municipal councilors would be willing to give up their say over such things as zoning regulations and building codes. I just wonder whether the whole thing is not hopeless.

Thinking in terms of practical measures that will work, the one hopeful course of action that might be workable in the Philippines, and this thing needs a lot more studying, is to try to come out with a private sector plan. We have talked of the private sector development in the Makati area. It so happened that the property rights over this wide area were in the hands and control of one family. Many people, particularly sociologists, will quarrel with the way the plans were made. I did note a critical vein in Dr. Escudero's paper on the social mix involved in the Makati development. But the fact remains that it was the terms of design and execution which makes Makati a model. I'm referring to the translation of a design, to execution, to actual "bricks and mortar", a model of what we hope the government could do. Unfortunately, there are not many chunks of land in the Manila Metropolitan Area that have this advantage of being owned by a single family. The possibility I am advancing is really to try and do the same thing with decentralized ownership. Let us put it in a question. Is it possible to arrange a group of city planners to work together, with all the full complements of organizers, promoters, finance people and so forth? Would it not be feasible to get a private sector plan of the Metropolitan Area with a special study of big chunks of idle property? Then get some of the sharp-penciled business people to determine what would make it attractive for individual land owners who have the title and are sitting on these titles to develop their properties. These are some of the things our legislators should study. Is it possible to make use of the condemnation powers of the state on the property owner who sits on land? It is one thing to create land values through development — this is a genuine economic contribution — but to enjoy the appreciation of land values by waiting for the guy next door to develop his land, is no real economic contribution. Unfortunately our laws and even the policies of our financial institutions do not distinguish between that kind of an unearned increment due to land speculation and the earned increment that is generated by the man who takes his property and develops it to generate appreciation in values.

To a certain extent, there probably is a need to revise our legislation so that we can impose penalties on owners of idle urban properties. You can call it urban land reform if you will. That is the term Henry George almost used. Then, if we can arrive at a determinant that will make it attractive for owners of property to swap their lands for shares in a kind of corporation that can group together large chunks of land and develop this land according to a properly conceived development plan, to my mind, this is substituting a private sector corporate type of enterprise for the State. This is logical because the whole idea of the use of the government's power of eminent domain in expropriating properties is precisely this kind of a pulling function. It is a better alternative to do this through private enterprise without the use of police powers exercised by the State. The mechanics of this is to make it profitable for the landowner to swap his property for shares in a corporate enterprise and make the development of his land part of an overall planned complex rather than attempting to maximize the values through isolated development not fitted into an overall plan. I just wonder whether this is not a feasible thing.

As I have previously stated, some of the early visionaries were able to translate their city plan concepts into actual experiments. One will recall that Ebenezer Howard actually pioneered in the development of two garden cities in the United Kingdom. These were the garden cities of Letchworth and Welwyn. The experiences in building these two garden cities became the pattern for the United Kingdom's New Towns Act of 1946. In turn, this Act became the model for other generations of new towns that were properly developed in that country. Admittedly, new town development in the United Kingdom was state-sponsored, but the original garden cities of Letchworth and Welwyn were really private enterprise experiments in planned development. In effect, these experiments became the basis for the government pattern. I wonder whether such may not be a helpful course. In the Philippines, when we follow the conventional use of state powers, we seem to reach dead ends all the time.

I would like to end on this particular note. The former US Secretary of Interior Udall had an interesting chapter on the problem of city conservation in his book **The Silent Crisis**. He ends that particular chapter with the following paragraph which I think is fully applicable to the Manileño of 1969. He said: ". . . the urban American, if he keeps alive in saving reverence for the land, may accomplish a work of social engineering that will encourage the full participation of the best designers and artists, scientists, and enlightened men of business in the building and re-creation of cities in which the finest human instincts flourish."

Design in an Urban Environment

HONORATO G. PALOMA
College of Architecture
University of the Philippines

The distinguished speakers in the preceding sessions of this seminar stressed rather convincingly the inadequacy of government to cope with the immense problems that confront our urban areas today. Perhaps we may find the answer to this quandary — the inability of government to meet rising expectations of its citizenry despite increasing taxation — from an oft repeated experience of a brain surgeon working in the decade after the second millennium. A patient came to have his brain checked. Brain surgery having advanced adequately at that age, the patient left half of his brain for an extensive laboratory analysis and repair with specific instructions to return in a week. However a month elapsed but the patient did not return. One day the doctor met his patient at a party and asked, in a rather harsh tone why he had not come back for the other half of his brain. The patient sidled over to his doctor and whispered, "I found a very good job, doctor, where I don't need half of my brain. I'm working for the federal government."

It is not fair for us to discuss further the shortcomings of the government. Rather, we must examine the other side of the coin before coming to conclusions. A look at the other side may reveal a more shocking circumstance that has been previously deliberated upon. Our people have a tendency to identify only one sector of the society. They have even acquired a national pastime of expressing their urge to lay the blame upon just one sector. This cannot be the case with us because planning has taught us that attempts at development occur as fortuitous occasions only when both private and public sectors are involved in an harmonious collaboration. There can really be no effective development programs when either of the sectors deny their participation. The questions then are: Is government solely to blame for the crisis in our urban areas? If we subscribe to the concept of collaborative effort, how much can we assess the private sector for the crisis? How can you, all of us, be evaluated in the degree to which we have contributed to this crisis?

The answers to these questions will be the subject of today's discussion entitled "Design in an Urban

Environment." It is a rather difficult subject to discuss with the members of the design profession even in an air-conditioned theater. Many of the decisions affecting the quality of our environment were not made in air-conditioned spaces. The significant ones are being arrived at not in the artificiality of the built-environment but under the biological stresses of the natural one.

The eminent American philosopher John Dewey once wrote, "It is quite possible to enjoy flowers in their colored forms and delicate fragrance without knowing anything about plants theoretically. But, if one sets out to understand the flowering of plants, he is committed to finding out something about the interactions of soil, air, water and sunlight that condition the growth of plants." This statement establishes to a certain degree the responsibility of those involved in altering the face of our urban areas and their consequent environment. There is much more that pictorial drawings can do to convince people that we have something to offer. Architects need to stop thinking in terms of their designs as buildings in isolation and must certainly curtail the urge to pass on to landscape architects the responsibility for pushing their designs into the focus of a still limited environment. It is difficult to sustain life in a series of unrelated pockets of beauty spots strung together by threads of ugliness. What we crave for is a continuum of experiences within a "coordinated environment" to enhance our lives in urban areas. We lack appreciation and concern for what George Nelson points out. He says design is "not a gadget but a statement". It is not solely an act or experience of designing but creating for a purpose and with as much understanding of the nature of the factors that influence it. We must insist upon a process — an on-going planning process — into which we can dovetail our efforts to create coherence and unity within the physical environment while providing for variety and choice, for flexibility and for responsiveness to the needs of each of us.

The on-going planning process we want adopted as a policy should be the cumulative attempt at preserving and enhancing the environment we live in. The environment, as Dr. Stanley A. Cain describes it, consists of all the things, conditions, and forces to which living matter is sensitive and capable of reacting to, including changes in the intensity and direction of stimuli. "Anything in the surroundings that does not provide a stimulus is not part of the environment of living organisms. The environment is conditioned by the capacity of the organism to perceive the circumstances and influences surrounding and affecting its development. The diversity of environmental factors requires a type of sense perception which urbanities must develop in order to sustain life in its particular shell which is promotive of biologically balanced existence."

An example may serve to explain this statement. Many of us have experienced going through Otis Street in front of the Manila Gas Corporation complex. One recognizes immediately from the sense of smell that he is in a particular vicinity. One's frequent movement through this district develops a built-in recognition of the area through its distinct scent. There is a peculiar olfactory sense which pervades the area considering that there are scent competing industries each exuding its own distinctive odor, the Philippine Refining Corporation and the Manila Gas Corporation. Some two months ago the area of olfactory influence of these corporations was extended to the corner of San Marcelino Street by a leak in the gas main along United Nations Avenue.

I have on several occasions, however, experienced going through this area in an air-conditioned car and despite the familiar landmarks of black tanks, pipes, smokestacks, and characteristic graphics, I found myself searching for a more valid assurance that I was in the same area. Our ability to perceive is somehow altered when a particular sense is rendered inoperative by some circumstance. A parallel might be drawn to what is generally known as "visual agnosia" when a patient is able to perceive the shape of objects and even to recognize them as familiar and use them in familiar activities but cannot give them a name. In the example just cited, the term "olfactory agnosia" can therefore apply.

A multitude of situations ranging from the Bureau of Animal Industry compound at the foot of Nagtahan Bridge to the Manila Gas Corporation-Philippine Refining Corporation area, from the San Miguel Yeast Plant at the foot of Ayala Bridge to Quinta Market, just below the Quezon Bridge and on to the Central Market, along Roxas Boulevard to the South Harbor, the Pinpin area and Chinatown all suggest a manner by which we may perceive our urban environment.

In the same manner that we make use of our other senses and utilize them in recognizing our environment, each one of us has, depending on how acutely we have developed our sense of perception, his or her own "visual, aural, olfactory, tactile map" of our urban areas. I would hesitate to suggest that we also have a "gustatory map" of our urban areas although it is not a far-fetched possibility. We need not go around our urban areas licking the surfaces of buildings and pavements, the trunks of trees or the faces of people we meet in the manner that dogs do in establishing their bearings. Rather, it will be a map which will indicate the best restaurants and cafes, kiosks, "turo-turo" nooks, "palamigang-bayan", bibingka and puto bongbong stands as well as the coffee shops that Mr. Teodoro Valencia of the **Manila Times** suggested, and the routes frequently taken by balut and ice cream vendors. In a climate like ours, the location of public

drinking fountains will be a blessing. We can include suggested intimate spots where people can partake of their *bibingka* or *balut* in privacy and where facilities to rinse and dispose of trash are provided.

Is it not exciting to have an "aural map" of the urban area showing locations of public pay telephone booths? The national pastime of Filipinos can be extended through the medium of technology which is being done now in a limited number of telephones in residences and offices. Perhaps it can be the answer to the nagging teen-age problem of extended use of phones which interrupts business, and more important, relationships conducted over the telephones.

In my conversations with the head of the technical staff of the Legaspi City Development Council, Atty. Castilla, he seriously broached his idea to saturate the entire area of Legaspi City with Ilang-Ilang trees. This idea of "saturation planting" which may be an off-shoot of the term "saturation bombing" is to permeate the entire urban area with Ilang-Ilang scent to rid Legaspi of its characteristic smell. But why the Ilang-Ilang? Because, according to him, it is symbolic of the Filipino and it may serve to recall to the citizenry some dormant civic character that may be revived. I suggested, however, that saturation planting should be so planned as to include landscape families of native trees for visual values and not develop the olfactory image of the city alone but its overall perceptual qualities as well.

We listened to deliberations tending to portray our urban areas as "Dr. Jekyll and Mr. Hyde Cities." They reflect the kind of environment that urbanites live in and the characteristic reactions that they take in relation to the environment. Man, it is said, is able to react to the conditions and influences in the environment by making adjustments through biological adaptations or by dealing with the components of the environment. There is no denying that these adjustments result in certain imbalances which tend to deprive man of long-term benefits that could sustain his being. In short, there will always be biological consequences unfavorable to the organism that evolve in the process of altering environment. Single factor operations do not exist in biological nature and the environment cannot be completely analyzed to predict long term effects. Dr. Escudero narrated the case of the "Babuyans" which caught many of us by surprise, for we were not aware that this group of people can exist in our midst. And, we can take the case of the slum dwellers or the squatters and recall what Carol Aronovici wrote in her classic book, **Housing the Masses**, about the many inherent qualities in slums which are the same qualities or ideals we seek and hope to develop in planning the neighborhoods of our cities. The qualities inherent among slum dwellers and squatters to protect those among their breed, to extend to their own neighbor the guarantee of domestic assistance, the urge to share in the grief and sorrows,

the happiness and festive moods of each of them and the kind of atmosphere that pervades their enclaves, is a wonder to behold. We may yet find less difficulty in trying to solve some of our more nagging sociological problems by improving the quality of the environment prevailing in slum and squatter areas for then, we need not worry too much about relationships and behaviors of individuals. If the components of the physical environment are improved — the structures, the overcrowding, sanitation and lighting, the landscape qualities and the media for circulation — can we not hope to learn a great deal from what the dwellers can teach us about communal living instead of uprooting them and dispersing or shattering their meaningful and valuable social groupings? How valid is the concept of cluster unit development given these conditions? Can planned unit development be adapted to this unique case in the reverse of an accepted procedure? Perhaps we may yet find the solutions to this problem by applying our own common sense and better judgments instead of looking to the western way of urban renewal. Mr. Roxas deliberated on this subject matter to some extent and in similar context. The suggestion of Mr. Roxas on the pooling of private estates and planning new towns on them is a very timely suggestion. The manner in which we are dissipating our land resources, the way in which we overstrain our utilities, spread the built-up areas of our cities into suburbs and proliferate problems of movement and transportation, school accommodation, police and fire protection, sanitary and recreational problems through subdivision developments is not rationalizing our concepts of urban design. New towns in the bold concepts that were the essence of the British new towns and of the more recent examples of Columbia and Reston in the eastern United States, is the idea that needs serious examination by the profession, the powers that be and principally the developers. Planned unit development which is in itself a development concept on large or small scales can pave the way to understanding the meaning and implications of the new communities' philosophy. Unfortunately, the concept of planned unit development was one of the many items that was culled from the emasculated planning legislation that we will be getting soon. Is it a way of depriving our planners the chance of experimenting with new planning concepts? Or, is it merely the ignorance of a few that will withhold the chances for utilizing means for ordering our environment? I suggest that the infant association of local planners, the Philippine Institute of Environmental Planners, examine in depth this particular piece of legislation and remedy the defects in it that will tend to reduce the efforts of the Senate Sub-Committee on Physical Planning to a mediocre attempt. The bill as it stands now is a monument to political status quo, because it will never be able to reconcile the objectives of the real world and the goals of the politicians. One thing is certain, we the professionals and the citizens will not have a chance to deal

with our urban environments in a more comprehensive manner and to confront these problems in a rational way.

In dealing with the problems of disease, the physician concerns himself with the integrated reactions of man to environmental forces. He would have little chance to help his patient according to Rene Dubois, the bacteriologist, if he did not comprehend the effect of the total environment of the human conditions. The design profession has had similar advice from among its more famous ancestors and leading practitioners but chose instead to deny or contradict rather than heed it.

Architecture as we experience it today came to our country from the hallowed halls of western schools tinged with the aspirations of different peoples, unmindful of climatic, sociological and cultural incidence. Schools of architecture were established some four decades ago which up to the present exhibit practically the same curricula handed down by the generation of architectural educators and architects. Those pioneers in education and the profession did not seem to realize that there was need to integrate our people's preferences, aspirations and values in architecture — that architecture flourishes only when it serves to promote and enhance the local environment with meaningful physical forms. Attempts at changing curricula to make them more responsive to our views and values as a people were undertaken recently. It is calculated to reorient the direction of learning every student must take and hopefully lure the architectural profession into accepting the validity of an ethnic identity in architecture.

The architects through their professional organizations are the least committed of institutions in our country. The organizations exist like any other social club and serve more importantly as the institutional identity of the individual practitioners. One can even acquire double-barrelled ideality by serving in government as well. The professional organization has never involved itself in matters of community, whether it be low-cost housing or mass housing, the squatters problem, the improvement of the environment or the development of the quality of architectural education, the search for, or evaluation of, new methods and techniques in the design of the environment and principally in research. We have heard our clients complain of the methods of design we apply, and yet there is no hint in the air that steps will be taken to remedy this unhappy partnership. We can initiate a dialogue with the social scientists so that we may discover the technique for translating social phenomena into physical form. The sociologists for one will be happy, for as Mr. Roxas points out, they are not the action-oriented group and they need us as badly as we need them. The problem stems from too many successful practitioners who organize them-

selves into select cliques within the organization and who confine their efforts within the limits of their intimate cells.

Who has heard of PSYCHIAITECTURE? Can we expound in detail this new research program for quantifying the psychological impacts of architectural masses and spaces upon the user or observer under the collaborative efforts of architects and psychologists?

And, KINETOVOLUMETRIC CONSTRUCTION? These are programmed architectural spaces integrated in three-dimensional forms to provide extended sensory experiences in all its aspects to users.

What practical role can architects play in planned unit developments? Is the cluster a valid architectural concept in this country? Should urban design be pursued professionally and encouraged in architectural schools?

These are but a few of the innovations in design abroad which we could hardly claim are being assessed for their merits by the architectural organizations for guidance of their members.

Membership in any of the architect's groups is no guarantee that one can get posted on the latest thinkings or trends in architecture. Rather it is a guarantee that there will be socials and get-togethers, Christmas and other affairs and the perennial annual gathering where one is afforded the chance to extend his greetings to colleagues he has not seen or greeted the past 365 days and to meet new acquaintances.

We still have a chance to turn it into a more responsive and meaningful organization if each member will contribute to the attainment of more enduring professional objectives, their self-expression, initiative and cooperation. We all recognize the individual efforts that went into the preparation and staging of this seminar but what it is crying for is the sustaining action of the group. Those responsible for this seminar had hopes that it can be the beginning of a sustained action for similar efforts in the future. We hope then to find an organization that has "turned-a-new leaf" — more dedicated to the advancement of the architectural profession in this country.

The circumstances under which the architectural profession was transported into the country is a tolerable case compared to how planning got started. Physical planning never did grow significant roots in this country up until three years ago when formal planning education was organized. It was conceived but of necessity, born in conflict, and may yet die of "authoritarian thrombosis." Filipino planners like the architects have the responsibility to search for the essential ingredients that have made planning thrive in other cultures. And I believe that we can do it

without much help from foreign-based experts who get attached to big foreign organizations and who are obsessed with testing their pre-conceived notions about planning and plotting to infiltrate into a supposedly lucrative practice in this country. A programmed intention for saturating the professional market in Southeast Asia exists which can subvert national efforts to search for and express in rational form our planning philosophy and concepts.

The history of planning, as well as architecture, in some states in Africa and Southeast Asia which have been turned into battle grounds by divergent foreign groups are familiar to many of us, and are fresh in the minds of those who have had the privilege of observing it first hand. The utter disregard for the social and cultural values of these peoples coupled with the denial to search and translate into homogeneous physical form, in terms of structures and cities, their ethnic desires, norms and values has stifled individual incentives, undermined professional unity and subverted national efforts.

This can happen in our country if we do not develop soon coherent professional views and efforts and a more articulate way of expressing our intentions and desires.

The help offered, we certainly need, but the intervention, which we know is not part of the help offered but somehow gets arbitrarily appended to it, is something we do not like. In Africa, there is always the question as to what is acceptable in terms of western standards and what the natives should be getting. It all depends upon the goals of a foreign minority rather than the enduring objectives of the people. In many instances, plans are accepted and indorsed or supported not for a set of values that will contribute to the cultural upliftment of the people, but more for the realization of a proposal, no matter how arbitrary, which is heavily supported with foreign finances.

The actions of the professional groups to which we belong do not at all help in the development of a posture that will sustain our search for identity, not the kind of identity that institutions bestow, but one that has substance and durability and can merit the respect of the profession the world over. This is up to us. It becomes the responsibility of each practitioner to establish more realistic objectives for ourselves and an enduring direction for us all.

In closing, allow me to recall a verse in our National Anthem which may serve as an inspiration to all our intentions, thus:

"Lupa ng araw, ng luwalhati't pagsinta
Buhay ay langit sa piling mo."

This is to remind us that we have a supreme duty above and beyond ourselves and our profession.

Aspects of Urban Land Management

What Metropolitan Manila Needs

ROSAURO S. PADERON
National Planning Commission

Metropolitan Manila

The physical extent of Metropolitan Manila today has expanded far beyond the Manila and suburbs that we knew two or three decades ago. As a matter of fact, almost everyone has his own concept of what Metro Manila is.

The Bureau of the Census and Statistics (BCS) has defined Metro Manila as composed of the following four cities: Manila, Quezon City, Pasay and Caloocan; and four municipalities: Makati, Mandaluyong, San Juan and Parañaque. As we are all aware, this is indeed a very limited definition.

The National Waterworks and Sewerage Authority in collaboration with two international engineering firms working under United Nations Special Fund assistance agreed on the practical limits of water and sewerage services for defining Metro Manila "based on topography and land use."¹

¹ Black and Veatch International; *Master Plan for a Sanitary Sewerage System for Manila Metropolitan Area*. Fourth Progress Report to the WHO, Period August-October, 1968 and, Metcalf and Eddy Ltd. — ECDOP; "Report to NWSA on the Stage Improvement Program for Manila & Suburbs Waterworks System," June 5, 1968, Vol. I.

Encarnacion² has identified eleven different ways for defining Metro Manila. Each is geared to a specific purpose and based on a different set of criteria. The BCS-OSCAS definition which includes the City of Manila plus the ring of administrative units touching it, is the officially accepted version. Thus, it excludes the town of Parañaque, which does not touch Manila, and includes instead, the town of Navotas which is adjacent to Manila. This area is now termed as "Manila and Suburbs".

What is the scope of the Metropolitan Area? There seem to be many answers to this question, depending on the varied purposes and criteria. Even elsewhere in the world there is no agreement as to what a metropolis really is.

The International Urban Research (IUR) has established a definition of Metropolitan Area which is aimed at having a tool for comparative research on urbanization, migration, economic location and population redistribution throughout the world.³

Using the 1948 census of population, and applying the density criterion instead of the non-agricultural factor, for which data were not available, the IUR came out with a Metro Manila comprising five cities and eighteen municipalities.⁴

How then could these varied definitions be reconciled? There is a school of thought which contends that the metropolis is indeed multi-functional, and because of this, it has many boundaries as it has functions; e.g., one metropolitan area for water supply, another for trade and marketing, still another for transportation, etc.⁵ This concept is only valid for single-purpose planning. However inter-related and varied these metropolitan dimensions are, there should be a common spatial basis for analyzing their interaction so that planning could be done on a metropolitan scale.

The main purpose of defining the Metropolitan Area is to analyze the structure and growth of cities, to determine their problems and trends of growth, and thence, to plan for the general welfare of the urban environment which include its inhabitants.

Without necessarily adding more confusion to the present plethora of definitions, a set of criteria for a workable concept of Metro Manila could be as follows:⁷

a) Total Population Criterion — The Metropolitan Area must have a central city with a population of at least 50,000 and have an aggregate population of at least 100,000.

b) Population Density Criterion — The density of an administrative unit shall be at least half that of the Central City or the inner ring of administrative units which it touches, or at least twice the density of the outer ring which it touches.

c) Non-agricultural Criterion — An administrative unit must have at least 65 per cent of its labor force engaged in non-agricultural activities.

d) Interdependence Criterion: (Commuting Time) — A feasible index for interdependence is the area of daily commuting to and from work or school. A one-hour travel time is set as the maximum daily commuting time. A conservative travel time would be 45 minutes.

e) Contiguity Criterion — Contiguity follows from the interdependence criterion. An administrative division, to be included in the metropolitan area, must touch upon another administrative unit already included in the area.

To determine whether an administrative unit is to be included in the metropolitan area, the unit must meet all the above criteria.

On the basis of the criteria just mentioned, Encarnacion includes in Metro Manila five cities and twenty-five municipalities. By his definition Metro Manila has a 1960 population of 2,763,821 on an area of 108,752 hectares. Geographically, the eastern boundary would extend up to the foothills of Antipolo, San Pedro Tunasan in the South, Cavite City and Rosario in the Southwest, and Bulacan and Bocaue in the North.

The need for a workable definition is apparent. For this discussion, we will be mentioning Metro Manila rather loosely.

The Metro Manila or Manila and Suburbs as officially defined by the BCS-OSCAS occupies close to 11.5 per cent of the total land area of the Philippines but has about 10 per cent of the country's population. It has the highest population growth rate

² Teodoro Encarnacion, "Scope of Metropolitan Manila" Research paper (Manila: University of the Philippines, 1969), Unpublished.

³ International Urban Research, *The World's Metropolitan Areas*. (Berkeley & Los Angeles, University of California, 1959).

⁴ Encarnacion, *op. cit.*, p. 25

⁵ John Bollens and Henry Schmandt, *The Metropolis: Its People, Politics and Economic Life*, (New York: Harper and Row, 1965) p. 48

⁶ Encarnacion, *Op. cit.*,

⁷ *Ibid.*

among the regions of the country, and has an inter-censal (1948-1960) rate that is almost twice the national urban growth rate.

The area accounts for about half of the nation's manufacturing establishments, and fifty per cent of the country's non-agricultural workers.⁸ As the site of the country's premier port and airport, it is the hub of domestic and international trade and commerce.

It is the seat of the national government, the center of education, arts and entertainment.

Metro Manila, with its high rate of in-migration, provides the ray of hope for many provincianos. But it also has the country's most pressing environmental problems with their varied implications for planning.

All these things, and the excellent descriptive perceptions of Dr. Manuel Escudero during the second session of this Seminar on Man and His Environment; the helicopter view of the urbanized areas around Manila, which Mr. Sixto K. Roxas aptly termed "really a psychedelic experience, an experience of pure chaotic spontaneity", "a city planner's nightmare.", and the challenges so boldly enunciated by my friend, Mr. Honorato Paloma, present rather befuddled aspects of our urban environment.

Indeed, the outlook is dismal unless there is a proper management and organization of land use and development. At any rate, this paper will attempt to discuss with you some aspects of urban management.

Transport and Urban Land Use in Metropolitan Manila

A cursory observation of Metro Manila will reveal that it is suffering from a coronary occlusion of its transport arteries both on land and on water. This is further aggravated when the monsoon season starts.

A brief examination of the immediate cause of the traffic problem will suggest either that there should be less people and vehicles, or more streets, bridges and car spaces. On closer scrutiny, there are more underlying causes of these transport problems. Aside from the increase in population and subsequently, an increase in the number of motor vehicles, it is apparent that a large percentage of all vehicles in Metro Manila, converge or try to converge into the

City of Manila. Out of 282,166 registered motor vehicles in the country in 1964, over 31 per cent (123,310) were in the Metro. Of this 31 per cent, 84,627 (about 69 %) were registered in the City of Manila.⁹

The ratio of car ownership for Metro Manila is about 5 cars per 1000 population.¹⁰ This would seem very small in comparison with other countries. When one considers the road patterns and street widths in Metro Manila, the resulting situation needs no elaboration.

The pattern of movement of these motor vehicles is brought about by the activities going on in the city and is directly related to the manner in which the buildings are arranged. The spatial distribution of these establishments, including vacant lots, street and other spaces which constitute the land use pattern and the different kinds of activities carried on in these establishments generate the movement of traffic—both of people and vehicles. The greater the intensity of land use or the more intense is the occupancy of a given space, the greater will be the volume of traffic. Hence, traffic is a function of land use.¹¹

There are three levels in dealing with urban traffic.¹² These are: (1) control of traffic moving within a given pattern of land use; (2) provision and improvement of streets and facilities; and (3) planning, guidance and control of change in the pattern of land use in the interest of efficiency. Of the three, the last is the most basic level of action for long-run solution.

The use of transportation as a tool for planning should be supplemented by the interrelationship of land use and traffic, for the orderly development of the city in which effective transportation is possible. Since the growth of the city depends largely on the external and internal transportation network, the street pattern should be a basic element for orderly growth.

Another bane of traffic planners in the Metropolitan Manila area is the problem of parking space. Almost a third of the passable space is blocked when there is a row of curb-parked vehicles. In Manila, very few buildings have off-street parking spaces. Ideally, parking spaces should be as close as possible to the places where activities—industrial, commercial and educational are carried on. Additional require-

⁸ Bureau of the Census and Statistics, DCI, *Annual Survey of Manufacturers*. (Manila: 1956-60).

⁹ Land Transportation Commission, *Figures from the Records Section*.

¹⁰ Bureau of the Census and Statistics, *Facts and Figures About the Philippines*, 1963.

¹¹ Robert Mitchel and Chester Rapkin, *Urban Traffic, a Function of Land Use*, (New York, 1954) pp. 14 & 131.

¹² Wilfred Owen, *The Metropolitan Transportation Problem*, (Washington: Brookings Institution, 1956) p. 224.

ments in the building ordinance for the provision of adequate car spaces, especially in big buildings, will go a long way to relieve the crowded streets of Metro Manila.

It cannot be gainsaid that Manila has attempted traffic management and control to alleviate the transport problem. Various measures like the Provincial Bus Ban of the Public Service Commission and Ordinance No. 4968 S-64, of the City of Manila rerouting traffic and prohibiting the entry into Manila of some vehicles at peak hours, have worked to relieve some congestion. But these are short-term solutions and unless they form a part of an integrated approach to the overall aspect of urban management, they remain as stop gap measures and will soon be overtaken by growth and development.

Zoning will permit the formulation of a long range transit implementation program. By proper zoning, the uncertainty of haphazard commercial, industrial and residential speculations and their detrimental effects on transit route planning can be mitigated.

Aesthetic Control and Land Development

Another difficult and still vague area of urban management is aesthetic control and land management. For the purpose of this paper we will use the subjective and operational definition relevant to the problem of aesthetic control, as "considerations of peoples' preferences."¹³

Peoples' aesthetic preferences entail two operational poles of activity consideration: firstly, in the design of structures, and secondly, environment and aesthetic satisfaction on the part of the beholder. Aesthetic satisfaction is hard to measure. Its starting point is curiosity or the wish to know what goes on around. If there is a lack of meaning (refutation of the hypothesis) there is a feeling of anxiety and restlessness. The finding of a meaning (confirmation of hypothesis) is the source of a feeling of reassurance, satisfaction and well-being which we call aesthetic satisfaction (biological basis of aesthetics).¹⁴

Peoples' preferences converge and remain reasonably stable over long periods and the preferences of trained people are a reasonable guide to the long term preferences of other people. The error and scatter are however, quite large; but trained evaluators will agree to as much as eighty per cent, in distinguishing "good" and "bad" examples, and their agreement

diminishes with the difference in quality of the things judged.

The wide subject of aesthetics applies to every sphere of human activity and not merely to "Fine Arts" or "Object of Arts".

This raises the question: What aesthetic objectives can be isolated as a valid legal basis for regulatory ordinances? Furthermore, what legal tools can be used as means for such regulatory if not prohibitory ordinances?

An extract from the article, "Aesthetics and the Law" of the **Progressive Architecture Magazine**, is relevant:

"The exercise of the police power should not extend to every artistic conformity or non-conformity. Rather, what is involved are those aesthetic considerations which bear substantially on the economic, social and cultural patterns of a community or district."

By means of control then, we must have "Order in Diversity" in the process of development. But how far should we attempt to control this development? On the manifest level—to seek visual order we must aim for areas of great diversity because real differences are thereby expressed and have outcomes which at worst are merely interesting and at best can be delightful.

How to accommodate visual diversity in city scale; how to respect its freedom while showing visually that it is a form of order, is the central aesthetic problem today.¹⁵

With the rapid advance of technology, the planned and constructed environment — the economic, socio-cultural pattern of the city will undergo some drastic physical changes in the new planned environment. For this reason, aesthetic considerations valid today may not be valid tomorrow. Current predictions as to the aesthetic form of the city have remained fairly abstract. The matter of discerning an applicable aesthetic standard is, therefore, nowhere near.

Aside from the above, there is also the problem of measurement of environmental aesthetic. It is commonly supposed that aesthetics is not measurable. It is when aesthetic questions become a part of the public domain and affect the economics of public administration that objective measures to settle differences of opinion are required. In every aspect of town

¹³ Tom Heath, *Aesthetic Consideration in the Choice of Structure*, Unpublished Thesis (Sydney, University of Sydney, 1967).

¹⁴ Michael Kuhn, "Researchers in Human Space," *Ekistics*. (Athens: Athens Center of Ekistics, June 1968).

¹⁵ Daniel R. Mandelker, *Managing Our Urban Environment*, (Indianapolis: Bobbs-Merrill, 1963).

planning and architecture, it is necessary to weight aesthetic benefits of various kinds, against other kinds of benefits. Such process of "weighing" involves measurements which may not be explicit.¹⁶

In the Philippines there is no comprehensive urban and regional planning scheme. Aesthetic controls are exercised through Deed Restrictions for isolated developed areas (i. e. Makati, Novaliches and some part of Quezon City). Certain restrictions imposed on administrative and commercial areas are:

1. Minimum height controls
2. Building material standards, and
3. Sign and billboard regulations.

For residential subdivisions, aesthetic considerations are usually underlined in the zoning regulations in combination with other factors with which they are interwoven, such as lot areas, set back lines and public safety, among others. Most people favor these regulations for the reason that they raise property values.

Historically, aesthetic control in land development has yet to make its mark in the Philippines. The present aesthetic controls in the Philippines are negative instruments. Such regulations can prevent but not compel, and the usefulness of these controls has proved limited. Administrative program inducements and incentives are therefore necessary.

Utilities and Services for Metropolitan Manila

Curiously enough, but almost accepted as normal, it is the government-run services which are poorly managed and losing money, while services managed by private enterprises are efficiently run and earn profitably. Take the water services for example. Whenever the name National Waterworks & Sewerage Authority (NWSA) is mentioned, the stigma of "wala ng tubig" and gross inefficiency immediately comes to mind. Up to a few years ago and even now, the water service in Metro Manila has not been able to keep up with the demands of a growing population.

However, upon the completion of the Interim Construction Program this year, the combined system will then be capable of meeting an annual average daily demand of 330 mgd.

The future population and water supply requirements are shown below:

Year	Population	Annual Average Daily Demand (MGD)	Max. One-Day Demand (MGD)
1970	4,260,000	300	375
1985	8,300,000	830	1,040
2000	14,500,000	1,810	2,260

"The demand for water will show an even greater rate of increase than population due to increase in per capita water use as well as in the percentage of population served by the water system."¹⁷

To meet the increasing demand for water for the coming years, additional sources of supply will be required and some restrictions in water use may become necessary.

A general review of the NWSA Improvement Program shows that each stage of improvement is good only for the period of such program. So that by the time an improvement program is completed, another impending water crisis has to be faced and tackled.

Again, the overall program is geared towards an improvement of the supply. The administrative and secondary and tertiary distribution systems, most of which date back to pre-war years, leave much to be desired. Administrative inefficiency and excessively high percentage of loss due to faulty and leaking main lines account for dim prospects for water consumers.

The Manila Electric Company (MERALCO) supplies the electric services in the Metropolitan Manila Area. The service is efficient but the rates are quite high compared with the rates in the United States or other developed countries. In Metro Manila, the rate is about 7.7 centavos per kilowatt hours.

Meralco serves seven cities and thirty-eight municipalities in five provinces. It services an area estimated to be 243,880 hectares with a total 1960 population of about 3,180,000.¹⁸ Most of its power comes from the National Power Corporation bought

¹⁶ Tom Heath *Problems of Measurement in Environmental Aesthetics*, Seminar Paper, (Sydney: McConnell, Smith and Johnson, 1968).

¹⁷ EDCOP—Metcalf & Eddy Ltd., "Report on the Second Stage Improvement Program for the Manila & Suburbs Water Supply System," (Manila: June 5, 1968).

¹⁸ Data from the Manila Electric Company, Pasig, Rizal, January, 1969.

at a variable rate of 2.4 to 5.6 centavos per kilowatt hour. Recently, the company embarked on, and completed most of its expansion program. It has built power stations in Taguig, Makati and in Isla de Provisor along the Pasig River. Inaugurated only a few weeks ago is the 114 km. oil pipe line from the Caltex and Shell Refinery in Batangas to the Pandacan terminal facilities. This pipeline system of the Meralco Securities Industrial Corporation has been established primarily to reduce transport cost of fuel from its source to the terminals, and to maintain a constant flow of fuel to industrial consumers in the Metropolitan Manila Area.

Gas services for household consumption are mostly provided by the Manila Gas Corporation, and the Manila Rock Gas Corporation which sells bottled gas for cooking and other industrial uses.

In the 1960 census of Manila households, the distribution in types of cooking fuel were as follows:

Type of Cooking Fuel	Percentage
1. Electricity	12.1
2. Kerosene	32.6
3. Gas	14.0
4. Wood	38.2
5. Charcoal	2.5
6. Others	<u>0.6</u>
Total	100.00

Without necessarily going into statistics, it may be safely said that practically all the services in the Metropolitan Manila Area are inadequate. The sanitary sewerage system of the NWSA covers only a third of Manila proper. Most of the urbanized areas around Manila, with few exceptions, are using septic tanks with the waste water flowing into the drainage system of open canals and rivers. So much so, that river and beach waters in Metro Manila are badly polluted, according to laboratory studies conducted by Black and Veatch International.

Flooding is a yearly problem in the low-lying portions of Metro Manila. This has been brought about by inadequate storm water drainage systems in highly built-up areas, as well as the high volume of flow of the Manila and Pasig Rivers during the rainy season. Even as early as the 1950's, several proposals had already been made to mitigate flooding in Metro Manila, but somehow the full implementation of the Flood Control Master Plan has been undertaken by the Bureau of Public Works whenever funds were available and whenever the item was given priority by the administration.

In the fields of education, peace and order, and fire protection, the perennial problem of overcrowded schools or lack of classrooms, the breakdown of law and order, and the constant threat of widespread conflagration in the crowded residential sectors of Manila, are constant reminders that the needs of the people are sadly neglected.

Even the essential garbage collection and disposal in the area is grossly inadequate. The smell of trash at many street corners is testimony to the indifference of the powers-that-be for the general welfare of the people.

Urban Amenities and the Sense of Place

After a virtual litany of shortcomings and inadequacies of almost everything in Metro Manila, one would wonder if there is much left of what one may consider as amenities. What is amenity? The dictionary defines it as "the quality of being pleasant or agreeable in respect of a situation, prospect or climate." For our purposes, we will confine ourselves to those elements in an urban area which are agreeable and pleasant, and which promote a full and satisfying life in the community. These are the physical, economic and social elements in the environment which directly affect community living patterns and conditions within the urban area, specifically education, culture, health, recreational areas and community centers (meeting places), housing, law enforcement, social service facilities, community services and aesthetics.

Historical records reveal that our ancestors were made aware of some of these amenities in the building of Spanish settlements. As embodied in the laws of the Indies, "in inland towns the church should be situated where it can stand by itself . . . made more beautiful and will inspire respect . . . A common shall be assigned to each town of adequate size so that even though it should grow greatly, there would always be sufficient space for its inhabitants to find recreation, . . . and the settlers are to endeavor as far as possible, to make all structures uniform for the sake of the beauty of the town."¹⁹

In most human settlements, it is a requirement to have or practice some form of amenity, even if these are not in a sense complete according to the standards for the satisfaction of the individual and shared with the whole. Thus, each individual in these settlements has a feeling of belonging to the group and not being stranger or outsider.

¹⁹ Telia Nuttal, "Royal Ordinances Concerning the Laying of New Towns in the Law of the Indies." *Hispano American Historical Review*, Vol. V 1922, pp. 249-254.

F. S. Chapin²⁰ observes that:

"The increased importance being attached to amenity as a dimension of public mental well-being may well result in a more positive recognition of aesthetics as a basis for the exercise of regulating controls in the future. Indications of this changing juridicial climate toward the use of the police power to regulate aesthetics in the public interest is the U.S. Supreme Court decision of Nov. 22, 1954, *Berman V. Parker* (23 LW 4012): "The concept of public welfare is broad and inclusive . . . The values it represents are spiritual as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled."

Amenity considerations include, but are not limited to the aesthetics, so that a discussion of amenity leads directly to the conflict over the role of aesthetic purposes in zoning.

It is also by the presence of these amenities that the individual in the community is made aware of his responsibilities—duties, physical, social and economic status—or in short, his sense of place. It is from this premise that we form our values and philosophies, our way of life which makes up our institutions. Society starts from the individual human being, and if individuals are grouped together, they form the foundations of an institution.

Thus, in an urban area where amenities are a part of the environmental setting, the physical and economic plans must go hand in hand with the social plans. For without this, we create a gap with indicative social problems for and within the community.

As Harvey Perloff said, "Many decisions made in physical planning and development have significant ramifications. On the other hand, social services and social policy decisions have an important impact on where people live, and their physical requirement."²¹

The Social Aspects of Housing

It would seem that as I go on reading this paper,

the helicopter view of Mr. Sixto K. Roxas is becoming more and more fuzzy. Yet, it is not all surprising that the urban area of Metro Manila continues to grow, for "cities have always been carriers of social, economic and cultural progress."²²

The fact is that the City of Manila has, in the last two decades, suffered a net out-migration. But on the other hand, the differential increase in population of Rizal province (whose many municipalities are within the so-called Metro Area), during the intercensal period (1948-1960) is almost three times the national average while Manila's growth was less than one-half of the national average.²³

The population growth for Metro Manila may be about 5-1/2 per cent or almost twice the national growth rate. Where will all these people be housed? Now we have a physical problem of housing, but more profound and disturbing are its social and economic aspects.

The United Nations *Ad Hoc* group of experts was fully aware of these things when it declared thus,²⁴

"The home and its physical environment is the single context in which the largest part of human life is lived."

The enormity of these undertakings cannot be denied as one of the major issues of economic and social policy of our country today. The problem of providing low cost housing to millions of our people is so great that it will need the concerted effort of government financing institutions, the private business sector and the people themselves.

Aside from the shortage and deficiency of our housing stock, a situation that is becoming worse as metropolitan population increases, there are other serious distortions which affect the people in regard to housing and related services.

The widespread lack of essential communal facilities and services; the insecurity of tenure of homes and land; the high rents which take an undue share of income especially for many low-income families, and the mislocated housing in relation to place of work have grave social effects on the health and well-being of our people.

²⁰Stuart Chapin, *Urban Land Use Planning*, (Urbana: University of Illinois Press, 1965) p. 53-59.

²¹Harvey Perloff, "New Directions in Social Planning," *Journal of the American Institute of Planners*, Vol. XXXI, November 1965.

²²United Nations, *Report of the AD HOC Group of Experts on Housing and Urban Settlements* (New York: United Nations 1962).

²³Elvira Pascual, *Population Redistribution in the Philippines*, (Manila: U.P. Population Institute, 1966), p. 20.

²⁴United Nations, *Op. Cit.*, p. 9

Based on recent data available, there are no less than 183,759 families or 1,102,554 people living in squatter and slum conditions.²⁵ Statistics also show that slum and squatter populations are growing at the rate of twelve percent a year, and that estimates indicate we are building only two adequate houses per thousand population instead of more.

Housing and urban development play a tremendous role in the economy of the country by providing the physical link to economic activity. Among the more significant contributions that housing and urban development can give are the following:²⁶

1. Housing and related programmes consume large investment resources yet they have occupied an ambiguous place in economic development in our country. The NEC gives the following statistics on the relationship of housing investment and Gross National Product (GNP):

Year	GNP	Housing Investment (in millions of pesos)	Ratio of Housing Investment (GNP%)
1960	12,126	125	1.0
1961	13,423	192	1.4
1962	14,942	174	1.2
1963	16,941	225	1.3
1964	18,787	276	1.5
1965	20,280	340	1.7

2. Housing and related programmes provide large scale employment which can, directly or indirectly, transform the existing needs into an effective continuing demand. There are about 30 related industries using indigenous sources for building materials, and if fully integrated, this domestic production will help to improve the trade balance.

3. Housing and urban development support economic development for investments in housing like education and health programmes which are social overheads and require little or no foreign exchange. Even though it competes with industry and agriculture for the country's scarce resources, the provision of housing will often be necessary to enable economic projects to be undertaken or maintained.

Good housing communities can, by the very environmental change they create, release new energies and ambitions for economic development,—a tangible proof of progress and a further incentive for advancement. The human factor is highly important in the process of economic development, and a good program for housing and community development can go far towards creating an outlook and attitude conducive to general economic development and progress.

4. Housing and urban development require substantial and continuing intervention by governmental and other public agencies and funds. It is estimated that about 70 percent of the Filipinos in urban areas can not afford to build their own dwelling without some form of assistance from the government. Yet, only one percent of the housing is built by government. Another twenty percent is financed through the government financing institutions, and the remaining seventy-nine percent of houses is privately financed and privately built.²⁷ This underscores the need for a more vigorous housing program by the government, especially for the low-income group.

There are many actions which can only be done satisfactorily by public agencies. These include large scale urban land acquisition, (our government now has a reverse policy of urban and land disposal to finance land reform), slum clearance, provision of public roads, and other services as drainage, water and sewerage. Thus, government expenditures can play a central role of directing, encouraging and stimulating the activities and contributions of private investments.

This is a particularly important economic implication of housing and related development projects, since the strategic use of public funds is an instrument of economic policy.

CONCLUSION

The foregoing review of the socio-economic aspects of urban management, demonstrate the need for the integration of these aspects with the general socio-economic development at all stages. This integration must be sought and achieved at the different operative levels—political, administrative, technical, economic and social. Our government's policy makers must therefore accord urban development and housing a definite place in national development.²⁸

²⁵ Special Committee on Squatting and Slum Dwelling, *A Comprehensive Report: Squatting and Slum-Dwelling in Metropolitan Manila*, (Manila: Malacañang Palace, March 19, 1968).

²⁶ United Nations, *Op. Cit.*, p. 12.

²⁷ Special Committee on Squatting and Slum-Dwelling, *Op. cit.*

²⁸ United Nations, *Op. Cit.*, p. 15.

Strategies for Metropolitan Growth

ERNESTO C. MENDIOLA
Bureau of Lands

Our previous seminar speakers have pointed out various reasons why there is an urgent need to order Metro Manila's burgeoning growth. Mr. Roxas¹ succinctly pointed out that the metropolitan growth of Manila can only be undertaken through a joint enterprise between government at all levels and the private sector. For this session therefore, we shall take as our baseline the premise that we have to find the right combination of strategic measures to know exactly what we want to happen in Metro Manila. In this way, we can explore various avenues open to us in arriving at an outline program that can lead to worthwhile metropolitan growth.

By metropolitan growth we mean the orderly and rational development of Metro Manila. This will lead us to identify spatial growth scales starting with the vital core which is Manila and then extending its influence to the present.

Metro Manila has been defined by Carlos P. Ramos² as the spatial territory consisting of the cities of Manila, Quezon, Caloocan and Pasay, and the municipalities of San Juan, Mandaluyong, Makati and Parañaque. This is also the scope of Metro Manila which the Bureau of the Census and Statistics uses for

¹Sixto K. Roxas, "Urban Land Problems." Paper delivered in the Seminar on Man and His Environment sponsored by the Philippine Institute of Architects and the Institute of Planning, U.P. on May 14, 1969 at Makati, Rizal.

²Carlos Ramos, "Manila Metropolitan Problems", *Philippine Journal of Public Administration*, Vol. 5, No. 2 (Manila: 1961), p. 94.

³Aprodicio Laquian, *The City in Nation-Building* (Manila: College of Public Administration, U.P. 1966), p. 72.

⁴Kingsley Davis, (ed), *The World's Metropolitan Areas*. (Berkeley and Los Angeles: University of California Press, 1959), p. 25.

information-handling purposes. However, this definition does not include Navotas which belongs to the first ring of local governments surrounding the City of Manila. Aprodicio Laquian³ adds the municipalities of Malabon, Navotas, Marikina, San Mateo, Pasig, Pateros and Las Piñas to Metro Manila. He excludes Valenzuela and Obando from the second ring but includes instead Las Piñas which is part of the third ring of municipalities around Manila.

The International Urban Research Center⁴ of the University of California defines metropolitan area as one "with an area of 100,000 or more acres (40,000 hectares) containing at least one city or continuous urban area with 50,000 or more inhabitants and those administrative divisions contiguous to the city or to the continuous urban area which meet certain requirements as to metropolitan character." These requirements of metropolitan character are based upon population density ratios and on the number of non-agricultural workers in the area. Under this definition Manahan⁵ has identified Metro Manila as composed of the local governments mentioned by Ramos and Laquian but including the municipalities of Valenzuela, Obando, Meycauayan, Cainta, Taytay and Taguig. In the 1959 study of the International Urban Research Center, the municipalities of San Mateo and Las Piñas were omitted, but Bacoor, Angono, Teresa and Cavite City were included in the scope of Metro Manila. We shall adopt Manahan's definition of Metro Manila for functional planning purposes, bearing in mind that a metropolitan area is not a static organism. This will be particularly relevant if we consider that Antipolo and Montalban are potentially strong areas that may, within the near future, fall under the scope of Metro Manila.

PLANNING SYSTEMS⁶

It must be noted from the foregoing definition that no less than twenty-one political subdivisions make up Metro Manila. Each is independently performing planning functions within the artificial confines of its territorial jurisdiction. Add to this the public services within the Metro area, like water, electricity, telephone, and transportation which are planned and operated by semi-autonomous or private bodies and you will realize the problems the metropolitan area has to grapple with. Not one public service agency takes a comprehensive view of the over-all planning activity. Mr. Kayanan⁷ aptly pointed

out that the situation is analogous to a symphony orchestra where individual musicians play their own tunes, having no conductor to keep the whole orchestra in harmony.

To achieve the vital functions of the metropolitan area economically, efficiently, and more conveniently, it is necessary to identify those services which spill over the artificial boundaries of individual towns and cities, and having thus isolated them, conceive of a model which can best attain the goals desired - a smooth functioning metropolitan planning system. Several avenues are open for us.

However, the application of each must be studied in detail in the light of Filipino cultural values and existing political conditions not only in Metro Manila but in the nation as a whole. It must also be remembered that before the creation of Rizal Province in 1901, there was a Province of Manila. Historically, an administrative area equivalent to our present Metro Manila existed before.

The alternatives for a metropolitan form of administration can either be a new tier of local government as a metropolitan government, a federation of local governments or an authority that controls only vital services that are metropolitan in character. The latter has been in operation for some years now in the Metropolitan area in respect to water, electricity, police, health, information and fire-fighting assistance. Perhaps our approach should be to first form several development councils where each interest group like industry, business, the design professions, local governments and national agencies are represented so they can formulate their own studies as to what they want Metro Manila to be.⁸ Then these development councils could be represented in a unitary body that would be formulating policies for any form of metropolitan administration that may eventually be adopted. Such a metro-wide agency could then attend to metro-wide functions which any one city or municipality cannot adequately meet. This agency could then be given the responsibility to prepare and periodically review development programs for the metropolitan area. By the same token, comprehensive area development programs could be undertaken by any city, municipality, service agency or private groups, provided that such plans jibe with the outline development schemes of the metropolitan body. The need to have an over-all plan for Metro Manila to which all local governments and private enterprise should con-

³Geronimo V. Manahan *Flooding in Metropolitan Manila*, Master's Thesis (Sydney: University of Sydney, 1967), Unpublished.

⁶Alicia Ganzon, "Planning Systems for Metropolitan Growth," Research Paper (Manila: University of the Philippines, 1969), Unpublished.

⁷Antonio Kayanan, "Urban Planning in a Free Enterprise Economy," Paper delivered in the Seminar on Man and His

Environment, Sponsored by the PIA and the IP of UP on March 1, 1969 at Manila.

⁸Institute of Planning, *A Planning Strategy for Metropolitan Manila AD 2000* (Manila: University of the Philippines, 1968).

⁹Joseph F. Zimmerman, (ed) *Government of the Metropolis* (New York: Holt and Rinehart, 1968) pp. 291 and 271.

form to is of paramount importance to the orderly growth of the metropolitan area. This strategy could be tried on a small scale at the outset. Perhaps the City of Manila and the initial ring of municipalities and cities could compose this metro-wide agency.

In adopting any type of metropolitan form of administration, interlocal cooperation is an important factor for success. Partial amalgamation and redefinition of administrative boundaries would have to be made for reasons of economical management and for more efficient planning operations. Such has been resorted to in the Greater London Council and the Metropolitan Toronto experiment.⁹

The necessity of establishing planning offices staffed with competent planners and supporting disciplines in both the metropolitan level and the local level need not be emphasized.

PLANNING ALTERNATIVES

While Metro Manila is confronted with problems of urban sprawl, traffic congestion, slums and squatters, insufficient parks and open spaces, and inefficient services, among others, several metropolitan forms present themselves for consideration. The following metropolitan forms show potentials for Metro Manila. These are: (1) Urban redevelopment in terms of rehabilitation and renewal, (2) Dispersion and decentralization, (3) Restrictive growth or Greenbelts (4) New Towns and New Cities (5) Corridor Development, and (6) Finger or Stellar Development.

URBAN REDEVELOPMENT

Rehabilitation and renewal involves the reconstruction of deteriorating and obsolete structures within built-up areas. Rehabilitation schemes principally involve structurally sound buildings that can be improved by way of renovation, repairs or the provision of better health facilities. Renewal, on the other hand, is principally devoted to the clearing of slums and squatter areas, the demolition of dilapidated and old buildings that have no cultural significance, and then re-building on the site, re-alignment of streets, and other activities that will economically enhance the changed land use. The approach has its drawbacks because demolition, reconstruction and relocation entail huge interim financing. Furthermore, relocation without provision for jobs on the new site

results in the relocatees returning to squat in other undeveloped portions of the Metropolitan area. Before any urban renewal is to be attempted in Metro Manila, extreme caution and carefully detailed planning studies in all aspects should be competently undertaken.

DISPERSION AND DECENTRALIZATION

The second concept is dispersion and decentralization. Here decentralization is intended to mean the transfer of certain city functions to outlying areas due to congestion and overcrowding in the central business districts. This is similar to the system called a "constellation plan" which would set up several widely separated units, each of which specializes in one function; say, finance, administration, business and the like. Dispersion, on the other hand, involves the provision of similar functions throughout the whole metropolitan area. Thus the government offices, universities, or industry may be encouraged to move to new development areas. This approach is sometimes termed a "polycentric pattern"¹¹ because it aims to reduce the pressure on the city center, shorten journey to work times, reduce cross-movements and ultimately de-congest the inner city. Industrial agglomeration and service linkages limit the use of the decentralization or dispersion mode. Furthermore market factors prevent the equitable distribution of economic functions due to locational advantages of certain localities.

RESTRICTED GROWTH OR GREENBELTS

Restricted growth and greenbelts is an old Greek concept based on the idea that there is a limit to city size and population beyond which the economies of concentration and scale would not give any added advantage.¹² It seeks to prevent urban sprawl by surrounding the present built-up area with "green belts" consisting of agricultural lands, forests, parks, institutional areas or simply open spaces. In countries where they are presently employed, green belts have not succeeded in containing pressures of development.¹³ One major implication of this approach is the necessity for government to acquire large tracts of land in outlying places to serve as green belt, far in advance of any development, as has been done in Stockholm, Sweden.¹⁴

¹⁰Oscar Ponsaran, "Planning Alternatives for Metropolitan Growth", Research Paper (Manila: University of the Philippines, 1969), Unpublished.

¹¹Hans Blumenfeld, "Alternative Solutions for Metropolitan Development Planning", *American Society of Planning Officials* 1968. Proceedings of the Annual National Planning Conference in New York City, October 11-13, 1948 (Chicago: 1948).

¹²Paul D. Spreiregen, *The Architecture of Towns and Cities* (New York: McGraw-Hill Book Co., 1965)

¹³Peter Hall, *The World Cities* (London: World University Library, 1966) See also: Gallion and Eisher, *The Urban Pattern* (New York: D. Van Nostrand Co. Inc., 1963).

¹⁴Scientific American, *Cities* (Middlesex, Penguin Books Pty. Ltd., 1965).

NEW TOWNS AND NEW CITIES

The development of new towns¹⁵ proposes the establishment of settlements in undeveloped portions of the periphery of metropolitan areas. Its main objective is the redistribution of population and resource development so as to decongest or reduce the rate of growth of rapidly growing metropolitan areas. To attain this, new towns must be relatively self-contained and must be located in regions surrounding the metropolitan areas. Experience in other countries, however, shows that new towns have not prevented the growth of the metropolis¹⁶ although they have helped to eliminate congestion and reduce disparities of growth among metropolitan regions. Under conditions obtaining in Metro Manila, several towns are endowed with specialized dominant industries and resources. Assistance in the development of these industries and resources could provide the impetus for new town development. As new jobs and opportunities are created in these places, migrants to the central city could perhaps be absorbed.

The establishment of new cities performs several functions. For some, it involves the creation of the national identity, serves as a rallying point of the nation and a focus of national pride. This was the main aim in the creation of Quezon City. With respect to metropolitan planning, the creation of new cities has the main purpose of shifting population distribution and effecting changes in the economic, social and cultural activities of the area. It also seeks to segregate political and administrative functions as well as serve as a scientific, cultural and educational center.

CORRIDOR DEVELOPMENT

As mentioned earlier, experience in other countries shows that tremendous pressures and demands for space have generally been eating up greenbelts provided around metropolitan areas. At the same time, new towns which were supposed to absorb additional population growth have invariably exceeded their design limits. In order to reduce the pressures of development upon green belts, the corridor development model seeks to limit expansion along a uni-directional pattern, thus providing an outlet or valve to growth demands. Such a development must be contrasted with ribbon-development, which is con-

gestion-prone, because only areas abutting transport network are developed. It is also emphasized that corridor development is not oriented towards a single center but contains a series of nodes or centers hierarchically strung along the transport corridor. Several variant schemes have been proposed. The expansion might be guided by the preponderant direction of growth, or may be enhanced by the provision of facilities in the desired direction. This type of expansion usually occurs along major transportation corridors. Similarly, new or expanded towns built-in corridor pattern with respect to each other may be employed to obtain desired results. In any case, the corridor pattern must be interspersed at intervals by open spaces or green belts. As city growth moves farther from the central city core, sub-regional centers may be established to cater to the needs of already remote areas. This development requires strong government control measures in the preservation of green belts along the path of expansion. Megalopolitan trends must also be guarded against whenever corridor development is to be pursued. Furthermore, corridor development requires a more efficient and expansive transport network. In comparison to other urban forms, corridor development entails longer distances of travel to and from the metropolitan center and therefore imposes an extra strain upon transport facilities.

FINGER OR STELLAR DEVELOPMENT

By far the most realistic among the many proposals, the finger or stellar¹⁷ metropolis involves the retention of the center and thrust out fingers of development in all directions. Each finger would be composed of a string of towns. While the corridor development scheme calls for an expansion along a single major axis, the finger development proposal calls for expansion along several growth corridors, each line of development being separated from each other by a wedge of green spaces. They resemble spokes of urban land uses interspersed with green spokes of open spaces. The introduction of several outlets for expansion around the central core may effectively diminish the pressures for the use of green belts and open spaces, except at the tip of the green belt wedge, while providing unlimited expansion possibilities farther out along the spoke, thus allowing the dispersal of functions to a much higher degree. The pattern also possesses a distinct advantage of closer

¹⁵Economic and Social Affairs Department, *Planning of Metropolitan Areas and New Towns* (New York: United Nations, 1967).

¹⁶Lloyd Rodwin, *British New Towns Policy* (Cambridge, Harvard University Press, 1956).

¹⁷National Capital Planning Commission, *The Proposed Comprehensive Plan for the National Capital* (Washington: U.S. Government Printing Office, 1967).

¹⁸Honorato G. Paloma, "Design in an Urban Environment," Paper delivered at the Seminar on Man and His Environment sponsored by the PIA and the IP of UP on June 4, 1969 at Makati, Rizal.

linkage with the central core, as compared with that of isolated and self-contained new or expanded towns. As in corridor development, the spokes of expansion require an efficient mass transport system connecting all the sub-centers along the spokes, as well as the provision of open spaces between urban groups of new or expanded towns along the length of each spoke. On the whole, this proposal combines the principles involved in corridor development and satellite town systems.

LEGAL BASIS OF METROPOLITAN PLANNING

Any proposal which seeks to influence the growth of the metropolitan area will require new forms of social control. The plans are bound to come in conflict with existing vested interests of the landowners, local governments, national agencies and private developers. Inevitably, land use restrictions would entail transfers of value from one piece of real estate to another. Political power and administrative jurisdiction among municipalities and cities would be affected, resulting in quarrels and jealousies. Within the framework of our democratic system of government, we should therefore not lose sight of certain principles and political realities.

For instance, in formulating a bill for adoption into a law creating a metropolitan form of administration, a method should be evolved whereby representation and financial contributions of the different local entities of the Metropolitan area are threshed out to the satisfaction of all concerned. It should be borne in mind that this idea of a metropolitan form of administration runs counter to the popular trend of decentralization, hence, an uphill fight is in the offing for any proponent of such a measure.

Urban renewal, new towns, green belts, and a finger metropolis including other concepts of developments can only be successful if ownership or control of urban lands is in the hands of the metropolitan area agency. How, then, can we carry out our land acquisition program in the face of certain constitutional limitations in regard to "just compensation" and "public use" in the exercise of the right of eminent domain? Are we prepared to stretch the meaning of "public use" to include green belts, open spaces and other uses which are not presently covered by existing jurisprudence because they allegedly impair "private rights"? Or should we use the ex-

panded term "public purpose" for the foregoing? Should we impose additional levies on land which directly benefit from the introduction of public services, like highways, in order that there would be more money to support added public improvements? Are we prepared to raise metropolitan revenues by increasing taxes on unimproved urban lands in order to discourage speculation and bring down prices to normal values? Are the municipalities in the metropolitan area willing to impose uniform rates of taxes and contribute to a common bill for capital improvements in the Metro?

In the matter of zoning, should we pass regulations which allow mixed land uses instead of the traditionally accepted rules on segregated land uses? Are we prepared to revise our zoning, building and subdivision ordinances to incorporate planned unit development,¹⁸ cluster development, the use of air-rights and other modern techniques in land use? What can we do to prod attempts at revising planning laws which have remained as bills in Congress, thereby rendering our planning offices and proposals ineffective due to a total lack of authority?

In a country committed to the principles of limited government, are we prepared to accept more government interference or should we not call upon private initiative to actively participate and get involved in the orderly growth of our community? The answers to these will determine the changes necessary in our basic planning laws which can more effectively ensure implementation of proposed plans and programs.

Need for Urban Design Research and Information Dissemination ¹⁹

The decision to adopt a planning system approach or legislation can only be arrived at judiciously if the decision-maker and planner has in his possession reliable data which have been scientifically analyzed and evaluated.²⁰ But do we have such data readily available and accessible in the form and manner desired by the planner? I believe a negative reply to this question will not raise any opposition.

The need for urban design research, therefore, cannot be over-emphasized. Planning needs vast amounts of detailed information on land, human activities, buildings and structures, public services,

¹⁹Eulogio Galang, "Need for Urban Design Research and Information Dissemination," Research Paper (Manila: University of the Philippines, 1969). Unpublished.

²⁰Anthony J. Catanese, and Alan W. Steiss, "Systematic Planning—The Challenge of the New Generation of Planners," *Ekistica* Vol. 26 No. 153 (Athens: Athens Center of Ekistics, Aug. 1968) pp. 179-184.

and population. Our limited experience in the Institute of Planning during actual field and office search for information on these data has shown the inadequacy or probably, the absence of required planning information.

Assuming that we have this information in our possession, it has to be handled and processed quickly, accurately and consistently. About the most valuable tool that can be had, if we are to prevent confusion and gross irrationalities that are the lot of present day decision-making, is to institute an information center or data bank,²¹ by which better information about the existing state of affairs in the various local, urban and regional systems is available for dissemination to authorized users. In this contemporary time, only the computerized information system can furnish the data at the required speed and amount.²²

CHANGING PATTERNS OF URBAN DESIGN

A look at the changes of urban design patterns through the ages can serve as hindsight for present and future design concepts. The Greeks,²³ who had close trade associations with the orientals, had a high regard for nature as seen in the design of their buildings and towns. They never attempted to overwhelm nature, but rather asserted themselves graciously as another element in the design. Sizes of towns were determined largely by the capacity of surrounding farmlands to feed the population, and when a town reached its largest economic size, a new one was started at another favorable site, usually not too far away from an old settlement.

While the Greeks were motivated by the human element in their towns and buildings, the Romans were motivated by political power and organization. The Romans²⁴ usually chose large "modules" in order to achieve a sense of overpowering grandeur. Their towns were a system of gridiron streets enclosed by walls. Emphasis was laid on street layout. The Romans also introduced the idea of major and minor streets.

Medieval towns grew after the fall of the Roman Empire. The design elements were houses, gardens, walls, plazas, churches, public buildings and streets. The lay-out of these elements was very functional and appropriate for their times.²⁵ During the Renais-

sance, the design of cities was to become an instrument of political administration. The role of the individual as a builder of his town was replaced by many groups of individuals whose attitude was to suit their purposes rather than the well-being of the populace.

Then entered the new breed of design theorists whose basic objective was the design of cities as a place to live, having particular emphasis on the needs of the working classes. Among them can be mentioned Robert Owen, Tony Garnier, George Perkins Marsh who was known as the conservationist, Frederick Law Olmsted, the proponent of the parks movement in the USA, Ebenezer Howard of the garden city fame, and Patrick Geddes.²⁶

With the lessons and experience of the past, and with our resources of capabilities and know-how as a people, there is no reason why we cannot come out with an urban scheme responsive to the needs of our people.

AESTHETIC EDUCATION OF THE CITIZEN

The planner's objective of beauty and improvement of the environment would be ineffective if there is a lack of aesthetic understanding among the citizens. To engage people in planning requires education, involvement and participation.²⁷ Aesthetic education should be geared towards (1) development among the young of a sense of awareness and sensitivity towards the environment, (2) encouragement of citizens, particularly land users and owners, to contribute in beautifying their environment,²⁸ (3) support to planners in their task of improving the quality of the environment and continuity of their programs, and (4) arousal of interest in the people by continually providing them information and news in various planning activities through mass media such as television, movies, radio, brochures and field trips.

Education should start with children rather than adults. Citizens should be made to participate in various planning activities such as land use data gathering. Another approach is through propaganda. Although teachers deny that such a campaign belongs to education, advertisers and public relations people will justify public persuasion as education. Even schoolmen will use propaganda when they believe deeply enough in the cause they are advocating.

²¹Robert Donati, "A Federated Statewide Information System," *Proceedings of the Fourth Annual Conference on Urban Planning Information Systems and Programs* (Berkeley: University of California, 1966).

²²Glen O. Johnson, "An Automated Data System, The Los Angeles Approach", *Proceedings of the Fourth Annual Conference on Urban Planning Information Systems and Programs* (Berkeley: University of California, Aug. 19-21, 1966).

²³R.E. Wycherley, *How the Greeks Build Cities* (London: Macmillan and Co., Ltd., 1962).

²⁴Edmund N. Bacon, *Design of Cities* (London: Inames and Hudson, 1967) See also: Frederick R. Hiorns, *Town*

Building in History. An Outline Review of Conditions, Influences, Ideas and Methods Affecting Planned Towns Through Five Thousand Years (New York: Criterion Books Inc., 1958).

²⁵Camillo Sitte, *City Planning According to Artistic Principles* (London: Pahidon Press, 1965).

²⁶See Lewis Mumford, *The City in History* (Middlesex, Penguin Books Pty. Ltd, 1966) Sigfried Giedion, *Space, Time and Architecture The Growth of a New Tradition*, 5th Ed. (Cambridge: Harvard University Press, 1967); Frederick Law Olmstead, *Forty Years of Landscape Architecture* (New York: G.P. Putman's Sons, 1928); Albert Mayer, *The Urgent Future: People, Housing, City Region* (New York: McGrawHill

One of the activities that government should undertake is that of making and keeping our cities and their surroundings beautiful and stimulating. This means that our cities must be clean, beautiful, with well-maintained buildings, imaginative landscaping, and tree plantings in public parks and open spaces. To achieve these, the metropolitan agency could form a committee on aesthetic environment. This committee could have similar functions to the recently formed US National Urban Design Center. It could coordinate the work of all disciplines that contribute to the total environment. It could also coordinate the needs of all agencies of national and local character that post signs, provide street furniture, install city fixtures among other things, and determine space relationships and uses. The metro agency could also assist aesthetic development through grants and other types of aid, by the establishment of design centers within the metropolitan area as well as support of its activities and educational programs.

CAPITAL BUDGETING AND PROGRAMMING FOR THE METROPOLITAN AREA

Budgeting and programming is the process of systematically relating the expenditure of funds to the accomplishment of planned objectives. Every budget system comprises planning, management and control processes. It involves the determination of objectives, the evaluation of alternative courses of action, and the authorization of selected programs. In practice, it is also concerned with the determination of possible sources of income, appropriations and programming of expenditures, and the accounting and control of funds collected and disbursed.²⁹

Metropolitan problems of financing arise primarily from the lack of adequate machinery rather than from any lack of capacity. Today, large urban communities being typically the focal points of wealth and income, have resources to meet their urban needs. Among deficiencies in the fiscal machinery that have been identified are: (1) inadequacy of existing revenue-producing machinery for the task of financing development functions, (2) the extension of activities across jurisdictional boundary lines which make it more difficult to relate benefits and taxes at the local government level, (3) in many instances, the incapacity of local government jurisdiction to provide needed government services.

Part of the typical difficulties of local taxation arise from smallness, both in area of jurisdiction and scale of administrative jurisdiction. These of course may be obviated by metropolitan area-wide administration. Efficient collection of most types of revenues requires an organization large enough to afford trained personnel, costly equipment and professional direction and research.

Cost of essential services may be "equalized" over a metropolitan area, either by area-wide administration and financing, or by grants to local jurisdiction financed at least in part by metro-wide taxes. On the other hand, putting services on an area-wide basis may deprive local communities of the privilege of determining the amount of resources to be allocated to specific services. In many cases, however, the remedy to fiscal undernourishment may lie in metropolitan area-wide planning and zoning.

The point has been made that inter-municipal variations in the level of services should allow metropolitan residents to satisfy their preferences as to the level of local government services and taxes, and hence, promote the general satisfaction of the entire community.

Services rendered to the individuals in their capacity as workers, shoppers and other economic functions may in some instances be properly treated as a charge upon the business firm involved rather than upon the individual. Suburbanities, like other persons, create real property values wherever they work, shop or play. This fact refutes the case for a general tax on commuters, although it does not damage the case for user charges where these would improve the allocation of resources. On the other hand, the maintenance of minimal service levels in poor communities and care for the economically deprived, wherever located, are the responsibility of the entire metropolitan area.

The metropolitan agency may be able to tap all possible sources of income and the administrative apparatus, it may have all the techniques and efficiency to collect these incomes, but if it has no accounting system to record, classify and analyze accounts and the proper internal control to check that funds are released and disbursed only to projects listed in the statement of goals, the budgeting process will be a failure.

Book Co., Inc. 1967); Ebenezer Howard, *Garden Cities of Tomorrow* (London: Faber and Faber Ltd., 1966); Patrick Geddes, *Cities in Evolution*, rev. ed. (London: 1949); Le Corbusier, *Concerning Town Planning* (London: The Architectural Press, Ltd., 1946).

²⁷William C. Loring, Jr. et al., *Housing Association of Metropolitan Boston* (Boston: Community Organization for Citizen Participation in Urban Renewal, 1957).

²⁸Robert Arvill, *Man and his Environment* (Middlesex: Penguin Book Pty, Ltd. 1967).

²⁹Fremont J. Lyden and Ernest G. Miller, *Planning Programming Budgeting: A Systems Approach to Management*, (Chicago: Markham Pub. Co. 1967). Also: Reginald L. Jones, and H. George Trentin, *Budgeting: Key to Planning and Control* (New York: American Management Association, Inc., 1966).

The Urgent Future

ANGEL E. NAKPIL

President

Philippine Institute of Environmental Planners

An assessment of the papers read in this series of seminars dedicated to "Man & His Environment" indicates that all are agreed on the following:

1. A recognition of the ills of the city, its causes and its effects;
2. The adoption of measures to cure or at least alleviate these ills;
3. The recognition of the need for planning and the procedures and methods of planning; and
4. The urgency of implementing these plans.

The ills of the city could not be more vividly portrayed than in the impressively frightening paper of Dr. Escudero. I choose to call this "frightening" because it deals mainly with man, the human being, the individual who as a city dweller is in certain instances subjected not only to discomforts and hardships, but to degradation as well.

Mr. Roxas points to the failure in the implementation of land development schemes and improvements due to the lack of foresight and understanding, not only by government, but by the private sector as well.

Mr. Kayanan discussed the procedures and methods of planning, while Mr. Paloma emphasized the need for a new approach to the three-dimensional aspects of the city. Unless I misconstrued his thoughts, Mr. Paloma challenges the members of the architectural profession to participate actively in the planning of our communities.

Solutions to the urban problem have been many and varied. The City, after all, has always been a vast laboratory where philosophies and ideals are constantly tried out for the social and economic betterment of its dwellers. This is what we are trying to do at this very moment.

Some of the solutions or plans or proposals tend to be, at times, too radical, too ambitious, or overwhelming. In our particular case, I wonder if these proposals are not too foreign to our people.

The speakers in this seminar were almost unanimous in their recognition of the existence of a barrier between the plan and its realization, represented by

politics, public indifference and the economics of its implementation.

I suspect very strongly that this barrier may be eventually bridged by planning, with firstly, a more modest and realistic approach, secondly, by accepting the fact that planning is a long drawn affair, and lastly, as Mr. Kayanan suggests, by employing fifth column tactics to overcome this seemingly instinctive antagonism to plans and planning.

We might consider that this public apathy and government indifference to planning might very well be due to the novelty of planning in our country and a lack of understanding of its objectives.

Recognizing the problem of the city, to be more precise, Manila and the other Philippine cities, and accepting at the same time the dubious probability of the implementation of proposed plans, we should re-evaluate the prevailing thoughts in planning, possibly discard them and assume instead a new approach that takes into account the morals, habits and traditions of our people. We should question the various pre-conceived ideas of what a plan should be, or initiate the questioning of established dogmas of what a street should be, and how open spaces should be dealt with. Lastly, we should inhibit ourselves from trying to imitate the development plans for Tokyo, and the San Francisco Bay area or the Los Angeles freeways, and accept instead the fact that these beautiful schemes are for the present beyond our reach, and that these same schemes will probably be obsolete by the time we can afford to adopt them.

These observations are submitted as an attempt to provoke our "think group" into establishing certain norms or criteria that might lead to the successful planning of our communities, planned primarily for the Filipino as the individual, and taking into account his whims and fancies, his habits and his way of life.

The acceleration of our economy, our increase in population, the social unrest and other problems that confront us daily can no longer be contained in our decaying and obsolete cities.

The urgency lies in undertaking the steps that will meet these problems.

The Manila International Airport, which for lack of adequate facilities, faces the possibility of being bypassed by the jumbo jets scheduled to fly in by next year, is comparable to our cities which today are faced with a similar dilemma. Unless we recognize the urgency of the situation, we might as well resign ourselves to our present status and watch neighboring countries zoom by.

Epilogue

WALTER G. FAITHFULL

Project Manager

United Nations Development Programme

I am honored to have the great responsibility of delivering this epilogue at the conclusion of an important series of seminars and of this convention.

It is interesting sometimes to check the meaning of words in the dictionary. One does not always find the expected result. When I checked the meaning of the word "epilogue," I found that it meant the concluding part of a literary work, or a speech or short poem addressed by an actor to the spectators at the end of the play. The papers that have been prepared for this seminar might very well be considered as literary works. There is no doubt at all of their high quality as prose and there is equally no doubt of their quality as professional papers. It is for this, more than their literary quality, that they are so valuable. Therefore, I do not think this epilogue is a conclusion to a literary work. I am not a poet, even though you might feel like some poetry at this time of the day, and therefore this definition does not fit either. This leaves us with the final definition of a speech addressed to the spectators by an actor at the end of the play. We have the spectators, who have been participants also, and the play is almost completed. We have had a series of accomplished performers. I think performers is a better word than actors in this context. They have acquitted themselves with great credit. They have contributed to our knowledge. They have forced us to think. They have amused us at times, and in so doing have driven home their messages into our consciousness. Now we have reached the end of the play, and the epilogue, presented by an actor who had a silent but admiring part in the play until this point.

I have considered at some length the question of what would be the content of this epilogue. It would be easy to review the series of papers and the discussions. Thanks to the unselfish efforts of Mr. Geronimo Manahan, you have all been supplied in good time with copies of the papers, including the questions that have been asked and the replies that have been given. Presumably, you have read them, and therefore there is no need for a review and a recapitulation, paper by paper. But so much that has been said is so good that it is difficult not to recapitulate, not to repeat some of the things that have been said.

What I have chosen to do is to concentrate on a few aspects which I believe to be of vital importance

and which I believe should be the basis of continuing discussion and effort by this group of professionals and by private citizens alike. You will recognize many of these aspects. What I have to say may simply emphasize what has been said already.

The first is the broad question of the pattern of settlement in the Philippines. In nearly all the countries of the world, there is a deep, very deep, strong rooted belief that people should be discouraged from moving from the countryside to the towns and cities and metropolitan areas. This all seems to be based on the idea that country life is the good life and that the bigger urban areas are bad. This manifests itself in many ways. We see all sorts of reflections of it, and it is the basis of many of the important policies adopted by governments. Dispersal of industry, tax holidays and incentives, economic investment plans, local autonomy, relocation of squatters, ministries of decentralization and sometimes policies of agrarian land reform can be attributed either partly or wholly to those beliefs.

The cycle of rural and agricultural development which has occurred over the last two or three hundred years in some of the more advanced countries of the world does not yet seem to be properly understood or accepted. In a pioneering period of agriculture and settlement, there was no alternative to self-containment, first of all of the family itself, secondly, of the village and then of the small town. But this situation has disappeared in many places and it is disappearing rapidly in many others.

It has happened automatically in some countries. It has been encouraged and enforced in a few. I believe that it is inescapable that it will occur in all countries. The era of commercial farming, of more scientific methods, of mechanical aids, of larger farms and less farm families is upon us, not so much yet in the Philippines, but I believe it is coming. Now we come to the question of population growth.

The current United Nations projections of population growth for East and South Asia, Latin America and Africa show that total urban population of about 700 million in 1970 will increase by the end of the century to 2080 million. This is about a three-fold increase. At the same time, urban population will increase from an average of about 23 % of the total population now in these areas to 43 % . If we apply this to the Philippines, even with the Population Institute's lower projection of 80 million people by the end of the century, which assumes a radical reduction of birth rate, this would mean that the urban population of the Philippines will increase from about 11 million to 48 million. Nothing is more certain than that most of this increase will be concentrated in a handful of the most favored growth areas, with Manila maintaining a dominant part. Some of the

current studies going on in Manila are projecting 15 million people and more for Metropolitan Manila. It may very well be more.

As we are most concerned with Metropolitan Manila in this Convention, let us follow this line of thought a little further and consider what 20 million people in this Metropolitan area will mean. This will be a process of very rapid urbanization indeed. It will be at the rate of about 1 million people a year, on the average. It will have both positive and negative aspects. It is becoming increasingly clear that these migrants to the urban areas are not ill-educated and feckless country people. They are educated, they are full of initiative and adaptability. They are capable in many ways. They are responding to the opportunities for advancement presented by the urban areas. They have recognized, as many planners fail to recognize or have forgotten, that large urban areas hold the key to social and economic advancement. Not all can find the key but many can, and those who cannot are continually buoyed up by the hope that if it does not happen today, perhaps it will happen tomorrow. Even these hopes are often non-existent in rural areas.

Once a migrant gets to the urban area, he seeks security. He may join relatives or provincemates in legal occupation in poor and crowded quarters. I have been told that in squatter areas in Baguio, there is something like 15 families in some individual houses. On the other hand, a migrant may squat and establish himself as best he can together with his family. In either case his need is security, and to ensure this security, he is fully capable of organizing and operating systems of mutual assistance, policing, fire protection, and other things. He does his best to ensure security of occupancy and life in situations where there is little or no governmental or institutional security.

It is also becoming clear that migration is usually a two step process from the farm or a barrio to the town or small city, and then to the big metropolitan area. These migrants are already adapted to some extent to urban life. They are not people who simply can be turned around and sent back again. The migrant continues to adapt and to develop forms of urban life and organization and institutions which may be new and may be somewhat different. He does this with little or no expenditure on the part of the government.

These are all on the positive side, although there is also a negative side. We hear most commonly of this negative side. Urban migrants are not usually aided or assisted in any way. They have a tough time of adjustment and they may find that their small and painfully acquired capital investment represented by a shack, or sometimes by a comfortable and well built house, is destroyed by fire, or damaged in relocation,

or demolished altogether. The investments of time and cash by such people individually are quite small, but they rapidly mount to a surprising total when we are talking of ten or twenty-thousand families, and we are in fact talking of more in squatter areas. No country can afford the material and social wastage that this sort of thing involves.

It is not easy to change the situation. Urban areas are growing faster than government income. Public investment in housing and urban utilities does not show the same direct results as investment in agriculture or mineral production. Therefore, little is provided in national budgets for urban development. Other considerations too are often paramount. Even in advanced countries like Australia where 80% of the population is urban, we still have these strong and unbalanced pressures against urban expenditures. We get extreme examples where water is piped to farms of 200 hectares and more. This is done at the expense of water supply and sewerage in big urban areas. We get other curious situations where State Decentralization Ministries are offering incentives to try and get industries out into country towns, and at the same time, the federal government is cutting tariff protection for the same industries because they are uneconomic and should go out of business. So we have this conflict of activities between federal and state governments. It originated simply because of this belief that country life is good and must be stimulated.

Supporting the political, economic and social philosophies of rural improvement, resettlement, decentralization, and therefore, insufficient expenditure and preparation in the great urban areas, are the anti-city thinkers and researchers and writers. We are bombarded with studies and statistics to show that big urban areas are too costly, that they are rife with crime, that they are bad for mental and physical health, for family life, for children, ad infinitum and that conversely, in the country or in the small or medium sized town, life is good.

There is no doubt that there are many problems in big cities, and earlier speakers have expounded on them. But when I hear about all these problems, I remember my own early years as a farmer's son in Australia. We could not subdivide the 100 hectare farm among three sons because it would have been uneconomic. Within that surrounding rural community, I can remember in my very short experience, cases of murder, suicide, mental breakdown, incest and congenital idiocy. Some families were living in grinding squalor, almost as bad as we see in the squatter areas in Manila. Are things any better in the rural Philippines? I do not think we have enough studies to tell us this. But I venture to forecast that when we do have them, we will find that the cities

are not really much worse, if at all, than the rural areas. They may even be much better, in terms of expectations and anticipations, and perhaps ultimately, in fulfillment.

I think that if more of us stood back and remembered our own origins, or those of our parents and grandparents, we would begin to see why we are here in Manila and why millions of others will follow in our footsteps. We nearly all have some nostalgia for the country. We like to go back to the country, but we do not stay there very long. We come back again to the city because, as Vilorio said in the panel discussion, this is where the action is. We know it. Why should we find difficulty in accepting the fact that others are beginning to realize it too? Sixto Roxas very trenchantly remarked in the earlier seminar, "we cannot be pro-growth and anti-city." I would extend this to mean growth of the individual as well as growth of the economy.

There have been many studies with the objectives of showing that costs of operation, maintenance and improvement are higher in large urban areas than in small ones. I believe that these costs are probably more than offset by the economies of scale, the advantages of specialization, creation of markets, and also, by the social satisfactions and expectations which cannot be costed but are real, nevertheless.

In the Philippines, these problems of population increase and the distribution of settlement already exist and have existed for a long time. This great population increase cannot be accommodated in the rural areas. As nearly as 1945, the High Commissioner reported that "an even more basic difficulty is in the presence of too many people in too small an area. Central Luzon is far too crowded to support a purely farming population. The only major solution is resettlement in the vast underdeveloped areas of Mindanao and other islands to the south." That was nearly 25 years ago, and resettlement had been started in the 1930's with families resettled in Luzon, in the Visayas and in Mindanao. It seems that this solution is rapidly becoming less feasible. In fact, there are heavy streams of migrants from the Visayas to Luzon, and particularly to Metropolitan Manila.

With this alternative for settlement diminishing, and perhaps soon disappearing altogether, the only alternative is more urbanization. If we think of improving the lot of the farm family, again, urbanization is the answer. At present, we have three farm families producing enough for themselves to eat and a little bit extra to feed one urban family, and perhaps a little for export. This does not mean much cash income for the farm family. If this is reversed so that one farm family supports itself and is also producing enough for three urban families and some export, then, the farm population is much better off. But of course,

this hinges on the ability of the urban families to buy the product. This means that the urban family must have employment and income and ability to save money, pay taxes, invest, and the rest of the things that go with a developing economy. Other things will affect the situation also. Technological advances affect rural development as well as urban. There is some evidence beginning to accumulate in the Philippines that as a result of the use of the new strains of rice and new methods, commercial farming is beginning to take hold. Private firms are set up to operate big farms. This in turn will speed up the movement from rural areas to urban areas.

When we reach the conclusion that very large scale urban growth and a very few focal points or growth areas will be typical of settlement patterns in the future, many other things will then fall into place. To begin with, we would need some re-orientation and re-direction of economic policies. It would be necessary to devote increasingly greater proportions of the national budget to development requirements in urban areas. Land and water supplies, sewerage, transport, housing, health, education, and industrial development would require much larger, better programmed financial provisions.

Cities and towns are not new in the history of civilization. In their earlier form, they represented the heart of the community and provided the driving force for all achievement. They are no different today, Metropolitan Manila is no different either. Urban areas have problems, but I have yet to see the study which proves beyond all doubt that the social and economic well-being of any country is adversely affected by a high degree of urban concentration. In fact, I believe that if such a study could be carried out for the whole of any individual country, it would prove beyond all doubt that advancement stems from urbanisation.

We should not overemphasize the results of studies on slums and squatter areas. There is a quotation by Daniel Seligman which is extremely relevant. He says: "Once upon a time . . . we thought that if we could only get our problem families out of those dreadful slums, then Papa would stop taking dope, Mama would stop chasing around, and Junior would stop carrying a knife. Well, we've got them in a nice new apartment with a modern kitchen and a recreation centre, and they're the same bunch of (rascals) they always were." Seligman used a stronger word than rascals, but I shall not use it today. I think they will be the same bunch of rascals, whether they are in the urban areas or in a small country town.

It is very common for people who are dealing with problems to overemphasize the problems and the difficulties. With due respect to the lawyers in our midst, they tend to do this. Lawyers will always tell

you the things that you cannot do, and seldom try to help you to do the things that you want to do. There is a danger that planners will fall into this trap too, become so obsessed with the problems that they cannot see the positive aspects, and will ignore such aspects in trying to grapple with problems.

I am not always shocked by Manila's slums and squatter areas. Certainly, there are very bad features and none of us here would like to live in them or bring up our children in them. I am completely convinced that the people who are living there do not want this either. Their unfulfilled desires are shown by their actions. I am continually struck with admiration for the initiative, adaptability and capacity of these Filipinos to fend for themselves and make something out of practically nothing.

Any squatter or slum area, any area of fire destruction, shows the amazing vitality and ability of the people, the extraordinary speed with which they can build or rebuild a house, establish some sort of living, make improvements to houses, and establish a social organization. You can go into these areas of fire destruction the next day, and houses are already under reconstruction. You know, if we could set up a lapse movie camera in one of these areas to take a photograph every hour for the next two years, and then run it at normal speed, we would see great ferment and achievement in building, rebuilding and improvement. It would be an extraordinary spectacle. I hope we can do it one day.

While we are talking about vitality and enterprise, I am reminded of something that Mr. Paloma said when we were down in Legazpi a few weeks ago. We were sitting in the Mayor's Office with a gathering of very senior people, and Mr. Paloma shocked them by saying that he had never seen so many cockroaches in the Philippines as in Legazpi. There was dead silence for a couple of minutes afterwards. I thought about this last night when reading an article by an oldtimer who was born in the Philippines, spent his early life here, and then went back to the United States. He came back to visit the Philippines again after 30 years, and one of the things that he mentions in talking of the great advances that have been made in these 30 years was the great reduction in the number of cockroaches that he saw here. This is a very curious way of measuring development, but when you think about it, it does mean something. Sometimes, some of these crude measures are more reliable than the most sophisticated ones. There are great achievements no matter how we measure them. These human resources are invaluable. They should be tapped and guided so that the rewards to the people are commensurate with their initiative and ability.

All development is ultimately political, and unless we accept this fact and work within the

limitations, and with knowledge of the political situation, we are just wasting our time as planners. Planning is one of the most intensely political professions that you can become involved in. As planners, you are affecting land ownership, land values and such things. As soon as you do this, you are affecting political situations. This has been discussed to some extent by earlier speakers. Here you have problems in the relationships of public or government effort and private activities.

You know, it is possible in planning to make or break local governments and even state and national governments. I have been involved in three such situations. When I was a younger planner filled with enthusiasm, we prepared a plan for a municipality in the metropolitan area of Sydney. It was not a very ambitious plan but it contained a few things that were going to change the situation. The council was wildly enthusiastic. They accepted it, they put it on exhibition. There was an election two weeks later and the whole council was thrown out of office. An entirely new council was elected. The reason was that the public, in the form of a golf club, did not like the plan. The same situation occurred with the metropolitan planning authority in that metropolitan area of Sydney. A local government second tier metropolitan planning authority operated for almost 20 years with some success but was finally demolished and replaced by a state authority, partly because it was still producing unrealistic proposals, still adversely affecting a lot of property, and still being more rigid than it should be. Not only did this metropolitan regional authority go out of existence but in the next election, the government changed hands from one party to another, partly because of these planning reasons.

These problems might be considered as questions of public confidence and support, and the necessity for good public relations has been brought up by previous speakers. Good public relations is a terribly difficult thing. It is time consuming and it is expensive to try and get a large body of people in favor of plans. You can reach this point temporarily, but the problem is that most planning proposals take years to eventuate. Even the simplest subdivision may take two or three years to reach fruition and you cannot keep public enthusiasm alive this long. What is the answer? Perhaps public relations should work in a slightly different way, to find out what the people want, not to try and build up enthusiasm. Another more workable alternative is to adopt a system of planning which entails the making of broad decisions and the preparation of frameworks or outlines within which local governments and private enterprise will be left largely to their own devices. The formal government planning process should not be concerned with detailed plans. Details should be left to private enterprise. This is what is happening in the Makati area. In effect, one big corporation has developed this

area within a frame. The frame is the railway, the South Super Highway, Buendia Avenue and Highway 54. The frame could have been taken a little farther to say to this private company that we want a commercial centre of a general size and location, and we want some industrial development. Then the detailed plan will be prepared not years before, but when construction is about to start, and it could still be modified during construction. You cannot do this with a rigid planning system which tries to lay down the details of all zones and everything else. Nothing is surer than change, and plans must be feasible. This has been talked about in relation to the sewerage of Metropolitan Manila. The National Waterworks and Sewerage Authority is beginning to talk of the possibility of requiring developers to provide sewerage and drainage in accordance with a broad plan of sewerage development so that ultimately, it can all be fitted into a system of mains and so on. This is also done in economic plans. We should develop the same system in environmental planning.

AN AGENDA FOR ACTION

Now we come towards the end of this epilogue. Where do we go from here? Already, there are a number of conclusions from the workshops. Let me try to set out some things which I think are vital and in which there might be continuing action by some, or all of those participating and by others who have not.

If I were to use a single statement, it would be to establish the profession and the practice of environmental planning. This is a compendious statement with a multiplicity of implications which could be interpreted to cover almost anything. Therefore, I will be more specific.

First of all, there must be a determination of the levels at which planning can, and will, be effective. Sixto Roxas has already posed this question elsewhere and answered it concisely as "the levels where effective management is possible."¹ Management, of course, includes methodology which must also be effective and adapted to the situation. Effective planning which includes plan implementation is not yet possible in the whole of the Philippines, or for that matter in detail, for the whole of metropolitan Manila, and certainly not for what might be a complete and ideal system of planning. Priorities must be established and the scope of planning must be defined in relation to resources and capacities of public and private enterprise. Nothing will kill a system of planning more effectively and more quickly than unrealistic proposals and ineffective machinery and management. It is for these reasons that large scale urban renewal

¹Sixto K. Roxas, "Planning in Developing Countries," *Solidarity*, November 1968, p. 53.

should be approached cautiously. There are many other things which planners can and should do before getting involved in such difficult and intractable situations.

Second, there must be established means by which the private sector is brought into partnership with government or local government or planning agency activities. Just as local governments should retain autonomy for detailed planning and development within a broad national or regional frame laid down at higher levels, so should private enterprise be enabled to develop projects of all sorts within a reasonably flexible guiding frame. They must be allowed to cast their own dies, to stand firm on their own decisions within certain frames. For example, this would mean that planning agencies would simply specify guidelines for major roads, school sites, parks, and utility installations. The subdivision and development itself would be designed and implemented by the private sector within the guidelines which might also be adjusted as the precise investigations of the private sector demonstrated the desirability of this. Detailed plans would remain flexible until or even after construction begins. Such a method should apply to all activities and at all levels, including those of major public investments.

Third, I believe as Mr. Roxas does, that the broad investments or guidelines should include a policy of deliberate urbanization. Again, I extend this to deliberate encouragement of urbanization. This means determining a national settlement policy on location of the people of the Philippines. It means the reaching of conclusions on rural-urban migration in terms of population and employment location. It means the selection of strategic growth points, probably in very limited numbers. It means a concentration of major public investments at these points with encouragement of major private investments in parallel. This may be politically unpalatable and we must be very careful about it.

Fourth, at the few selected growth points and within the above frames, some suitable form of metro-region organization concerned with planning and plan implementation should be devised. This is not an easy problem, and although there are examples of various sorts elsewhere in the world, none of these may be entirely suitable in Manila. One comfort I find, which Mr. Roxas did not find in facing the difficulty, is that the number of individual local governments is much less than in some other places where metropolitan planning authorities have been established and have operated with varying degrees of success. We had 69 in metropolitan Sydney, and in Chicago there are about 2000. Manila and Cebu are not so badly off.

Fifth, the planning system itself should be

studied critically and adapted to the situation. Perhaps, as already suggested by Mr. Encarnacion, a reasonably flexible system of land use performance standards and very broad zones will be more applicable than rigid zoning regulations in Philippine urban areas. Problems of land policy and tenure, taxes, development charges, organization and administration need to be studied also, and Philippine policies and solutions devised.

Sixth, we should work to tap and profitably employ, rather than stultify, the resources of the Filipino people, particularly in low-income housing and environmental organization and development. There is an urgent need to find ways of improving existing low-income areas and of preparing for the oncoming expansion of such areas. It will be necessary to concentrate on the provision of essentials such as land, basic services, employment, health and education rather than building houses, and to permit the newcomers to build whatever they can with their initial meager resources.

Seventh, we must recognize and accept the fact that in dealing with man and his environment, we are involved in situations with a high political content and sometimes, with explosive potentialities. If we do not understand this, then we will not be successful planners, and our plans will fail or be much less effective than they could be. This is particularly so in metropolitan and regional situations.

Finally, there is much going on in the Philippines already. Good work is being done by the National Economic Council, Board of Investments, Infrastructure Operations Center, National Power Corporation, Development Authorities, various assistance projects and by private enterprise. The problems of planning can be greatly eased by coordination and collaboration in current and future work. Many people are already involved. The speakers and participants in these seminars and the convention are indicative of the quality of professional and private resources already available. The new professional society will add to these resources. With this basis, the Philippines has a great opportunity to develop a practical and effective system of planning in the Manila Bay metropolitan region and elsewhere. The Philippine Institute of Architects and the new Philippine Institute of Environmental Planners should continue to play leading roles in expanding and guiding the public-private dialogue towards planning policies and metro-planning arrangements. What has happened so far is convincing evidence that success is well on the way.

Once again, I must say how honored I am to have had this opportunity to present this epilogue to the outstanding performances of all who participated. Thank you.

planning news



Photo above shows the participants in the Workshop on Urban Land Use Survey sponsored by the Iloilo Center for Regional Development with three IP faculty members. The workshop was held in Iloilo City last May 12-16.

Seated from left to right: Prof. T. C. Fimalino (IP faculty), Engr. A. Almalbis, Engr. R. A. Magno (IP Faculty), Mr. E. Sontillanosa, and Mr. P. Espina. Standing (same order): Messrs. G. Alcantara, F. Cordero, T. Mosquera, R. Ventor, Dr. F. Valenzuela, Mr. R. Malazarte, Engr. Dureza and Prof. F. Silao (IP Faculty).



The Davao Center of Regional Development Studies conducted a seminar on "Regional Planning" last June 18-20. Photo shows Prof. F. Silao, Center Director, lecturing before a group of participants. The participants were representatives of educational institutions, professional societies, national government agencies and city departments.



Photo taken during the Executive Board Meeting of the Baguio Center of Regional Development Studies held on July 24, 1970 at the center building. Left to Right: Dr. L. A. Viloria, Dean of the Institute of Planning, UP; Engr. R. A. Magno, Director, Baguio Center of Regional Development Studies; Mr. A. B. Palima, Secretary, UP in Baguio; Vice-Gov. Bantas Suanding of the Prov. of Benguet; and Mrs. Virginia de Guia representing the civic sector.



Mayor Pedro Tolentino of Batangas City is shown briefing the Institute of Planning Team before the ocular survey of Isla Verde, a tourism project of the city. The team includes Profs. Z. Nowakowski and F. Silao; Engr. R. A. Magno, Archs. F. Gavino, M. Mañozca and G. Mendoza.

Senator Helena Benitez is shown below delivering the keynote address during the opening session of the INTERMET-COREDES Seminar, "Rural-Urban Migrants and Metropolitan Development" held in Quezon City on June 22-26, 1970.

The seminar was attended by both local and foreign experts. Shown from left to right are: Simon Miles, Executive Director, INTERMET; Raul P. de Guzman, Director, LGC; Senator Benitez, Member, Senate of the Philippines; Carlos P. Ramos, Vice President for Public Affairs and Development, U.P. and Aprodicio Laquian, Research Director, INTERMET.



Regional Development Centers

DOLORES A. ENDRIGA

The various regional development centers, after tackling the problems common to newly established offices, are now in full operation. Various activities and projects have been carried out, and many more are scheduled to enable the centers to achieve their threefold program of training, research, and consultation services. Some members of the research staff of the Institute of Planning have been assigned to the centers in Baguio, Cebu and Iloilo to assist in the work.

BAGUIO CENTER

The first major project of the Baguio Center is the study of tourism in Northern Luzon. The study is intended to be both exploratory and applied in character. It seeks to survey existing conditions and come out with policies which might be undertaken by both public and private agencies. Specifically, the objectives of the study are:

1. To find ways of augmenting regional income via the promotion of tourism;
2. To assist the national tourist agencies in the more rational collection of data on tourist facilities and areas with potentials for tourism;
3. To present proposals for which investments can be channelled into the field of tourism; and
4. To present proposals for tours of the region which will cater to clientele of different economic levels.

The scope of the study includes Benguet, Mt. Province, Ifugao, Pangasinan, La Union, and Baguio City. Other provinces in Northern Luzon are not included, although they may have areas of cultural and scenic value, because it is felt that they already have patronage. In addition, the limitation of time and resources necessitates the delimitation of the area into those mentioned.

Ocular surveys will be made to determine those areas with potentials for tourism. At the same time, baseline studies will also be conducted to determine tourist patronage as well as the maximum capacities of accommodations and service facilities.

The study is a joint project of the Baguio Center, the Board of Travel and Tourist Industries, and the local governments of the areas covered. It is expected to be finished by April, 1971.

In January, a seminar on "Planning for Tourism" is scheduled where the preliminary findings of the study will be discussed and evaluated, preparatory to the writing of the final report.

The Baguio Center is now under the directorship of Engr. Roque A. Magno of the UP Institute of Planning. Dean Mario D. Zamora of the UP in Baguio is chairman of the executive board, and Prof. Pablo Botor acts as secretary.

CEBU CENTER

In Cebu, the Center is directing its efforts toward the formulation of a metropolitan framework plan. The research program is therefore geared towards the collection of more detailed and updated socio-economic data and the preparation of a land use map of the Cebu metropolitan area. Background materials on the historical development, population and commercial establishments have already been collected and existing data on squatters have been updated.

Even the seminars are conducted and planned with the metropolitan framework plan as the ultimate objective. In January, a seminar on "Planning and Development for the Cebu Region: A Challenge" was conducted. Among the topics covered were: The Implications of Population Growth on the Cebu Region; Planning for Transportation, Utilities and Services; Industrial Development in the Cebu Region; and Manpower Needs for Planning and Development. Another seminar has been scheduled sometime in October. This seminar will be on the "Planning of Toledo City." Local government officials and those involved in the planning of the Cebu Metropolitan Area will be invited.

DAVAO CENTER

In Davao, the Center is also busy with its study of existing conditions in the region. But aside from the socio-economic aspect, data on natural conditions like geography, hipsometry, geological seismicity, water conditions, soil characteristics and vegetation are also being collected. Simultaneously, the Center is also sponsoring another project, "An Annotated Bibliography on Davao Planning." This project is being undertaken by students in a research course at the Ateneo de Davao and is expected to be finished in November at the end of the semester.

As part of its consultation services, the Center made a review of the existing plan for the city center jointly with the city engineer's office and the city council. On the basis of the review, an expanded plan was prepared, which is now on exhibit at the municipal hall preparatory to its adoption by the city council.

ILOILO CENTER

A survey of selected squatter areas in Iloilo City was conducted by the Iloilo Center for Regional Development Studies upon the request of the city govern-

ment, which appropriated the amount of ₱1,000 for the purpose. The survey, conducted in April and May of this year, was designed to gather information which would serve as guidelines for policies and programs for the solution of the squatter problem in the city.

The areas included in the survey were Bankerohan, Laguda-Rizal, Luna, and the provincial capitol site, all of which are located along the banks of the Iloilo River. The city government was particularly interested in these areas because of standing court orders for the eviction of squatters.

Among the major findings were the following:

1. In general, the houses were made of light materials, with wood and bamboo walls and nipa roofs. More than half were estimated to cost between ₱300 and ₱1,000; the rest were below ₱300. It was also observed, especially in Luna and Laguda-Rizal, that houses were reached by the water from the river during high tides.
2. Lighting, water and toilet facilities were found to be generally poor and inadequate.
3. Over half of the household heads surveyed were between the ages of 31 and 50 years, and only about two-fifths received formal education beyond the elementary level.
4. About 57 per cent of the household heads preferred to remain in their area or else transfer to an area within the city proper. The major reason was that the squatters preferred areas close to their place of work. About 25 per cent had no specific preference; the rest were willing to return to their hometowns.

Based on the findings, alternative recommendations for relocation were submitted to the city government. The recommendations are now being evaluated for possible implementation.

The Iloilo Center also conducted a workshop on "Urban Land Use Survey" in May for the benefit of local government officials in the municipal and provincial levels. The workshop was intended to give the participants a working knowledge of preparing a land use map, not just through lectures but through actual preparation of one. Successful participants were awarded certificates of attendance at the closing ceremonies of the workshop.

MARAWI CENTER

Research activities in the Marawi Center are geared toward the realization of its long range objectives of developing a planning research frame for the planning and development of the Lake Lanao Region

and establishing a planning data bank. In view of its limited resources, the Center does not always directly and solely undertake projects. Instead, it collaborates with, or gives encouragement to individuals and agencies in undertaking specific projects which would contribute to the attainment of its goals.

Specific studies allied to its objective of developing a planning frame are the following:

1. Labor Market Survey of Iligan City — This study is a collaborative effort between the Manpower Youth Council and the Institute of Regional Planning of the Mindanao State University. It seeks to assess the supply and demand of labor in the area;
2. Water Supply Study of Marawi and Iligan — This study is being undertaken by a representative of the National Waterworks and Sewerage Authority and an expert in water supply from the World Health Organization, upon the request of the Center. The study is expected to result in some concrete proposals for the improvement of water facilities in the two cities;
3. Plan of Marawi — This is essentially an academic exercise given to engineering students at the MSU under the direction of the Center. The intention is to give the students some useful knowledge and experience in the planning process. The plan prepared by the students was subsequently presented to, and endorsed by the mayor of Marawi for approval by the city council; and
4. Effect of Industrialization on the Socio-Economic life of Iligan City — This is a doctoral dissertation being conducted by an American student who is now in the process of data-gathering.

As a step toward the establishment of a planning data bank, the Center is preparing an Annotated Research Bibliography on the region. The more immediate objectives of this bibliography are to avoid duplication of research efforts and to give direction to future researches and data collection at the Center. The preliminary report is expected to be ready by the end of the year.

The Center has also continued to conduct seminars as part of its training program. A seminar on "Planning for the Economic Development of Iligan City-Lake Lanao Area" was conducted in February. Later, in July and August, a "Seminar Workshop on Urban Planning and Development" was also conducted. Representatives from the local government and the Department of Public Works and Communications participated and were awarded certificates after complying with the requirements.

ABOUT THE AUTHORS:

Antonio C. Kayanan is a graduate of the UP College of Engineering. At various times after he obtained his Bachelor of Science in Civil Engineering, he studied Public Administration at Harvard University, took courses in planning at the Massachusetts Institute of Technology, and finished a special course in public communication at the University of Wisconsin. In the Philippines, he served with the Metropolitan Water District, the Bureau of Public Works and the National Urban Planning Commission. From 1949 to 1966 he was with the United Nations on various building, planning and housing missions to developing countries. He has taught in various universities in the Philippines and in Puerto Rico where he now resides.

Manuel Escudero works with the World Health Organization where he is adviser on mental health services for the Philippines. He graduated from the U.P. College of Medicine and pursued graduate studies at Harvard University. Then he specialized in psychiatry with the Menninger Foundation at Kansas, where he subsequently worked as psychoanalyst and as chief of all the diagnostic services for children and adolescents. He also became acting director of the Kansas Treatment Center for the Mentally Retarded Children.

Ernesto C. Mendiola graduated from the College of Law of the Far Eastern University in 1956. Later, in 1968, he took graduate courses leading to the degree of Master in Environmental Planning at the University of the Philippines. While pursuing this degree he was an agency scholar of the Bureau of Lands where he worked as special assistant to the director of lands.

Rosauro S. Paderon is a regional urban planner at the National Planning Commission. He finished the degree of Bachelor of Science in Architecture at the Mapua Institute of Technology in 1952. He subsequently went to Tokyo, Japan, for a four-month study in City Planning and Housing under a Colombo scholarship. In 1968 he obtained the degree of Master in Environmental Planning from the University of the Philippines.

Honorato G. Paloma is both a university professor and a practicing architect-planner. He holds a Bachelor of Science in Architecture from the University of Sto. Tomas and Master in Regional Planning from the Indian Institute of Technology, where he studied under a Colombo Plan fellowship. He was also at different times a Fulbright scholar and an Eisenhower Fellow. He is currently the president of Urban Designers Associates, Inc.

Sixto K. Roxas III is a member of the Advisory Council of the Institute of Planning. He finished the Bachelor of Arts degree, **summa cum laude**, from the Ateneo de Manila and the Master of Arts degree, major in economics, from Fordham University. While in the government service, he held several important positions, among which were chairman of the National Economic Council and director general of the Program Implementation Agency. He is now in private business where he is president and director of the Bancom Development Corporation.

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