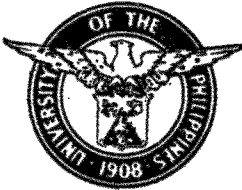


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LOCAL PLANNING

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STRENGTHENING THE CAPABILITY OF CITIES FOR DEVELOPMENT PLANNING: THE MLGCD EXPERIENCE

"The State shall guarantee and promote the autonomy of local government units to ensure their fullest development as self-reliant communities and make them more effective partners in the pursuit of national development and social progress."
—Local Government Code

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HISTORICAL BACKGROUND OF URBAN PLANNING IN THE PHILIPPINES

Centralized Planning

For several years the planning of urban communities in the Philippines was mainly a responsibility of the central government. Under the American colonial administration and also during the Commonwealth era, the planning of all cities and municipalities was

entrusted to the Bureau of Public Works.¹ Planning of cities and municipalities at that time consisted generally of project decisions related to design and location of public buildings, roads, and local parks.² It was not surprising, therefore, to find the engineers and the architects to have dominated the planning field during the pre-war years.

¹This was mentioned by A.D. Williams, Director of Public Works and A.T. Sylvester, Designing Engineer, in their paper presented at the World Engineering Congress, Tokyo, 1929.

²Also inferred in the paper of Williams and Sylvester.



At the end of World War II, the Commonwealth Government, which had been in exile in the United States during the Japanese Occupation, was reestablished, with Osmeña as the Chief Executive. Many of the Philippine cities and provincial capitals had been ruined: public buildings (especially in Manila) such as schools, hospitals, and those housing national offices were razed to the ground. The top policy makers of the country saw the opportunity to rebuild the cities along a more rational and firmer basis. President Osmeña consequently created the National Urban Planning Commission through Executive Order 98 issued in 1946. The Commission was basically tasked with three responsibilities: (1) preparation of general plans for urban communities, (2) adoption of zoning ordinances to guide the use of land and buildings and to control the height and lot coverage of buildings, and (3) adoption of subdivision regulations that would govern the form and character of still undeveloped land intended for residential subdivisions.³ Implementation of general plans, zoning ordinances and subdivision regulations was the responsibility of the respective municipalities and cities, but the legislative body of a municipality or city could disapprove the general plan or zoning ordinance only if a three-fourths vote of its members was obtained and the explanation of disapproval was forwarded to the Chairman of the National Urban Planning Commission.⁴

The National Urban Planning Commission continued to function under the Philippine Republic which was inaugurated in April 1946. Another law, Republic Act 333, passed in 1948, created the National Capital Planning Commission with the main function of preparing a master plan for the new capital of the Philippines. The nucleus of this new capital was Quezon City which at that time consisted largely of residential suburbs.

In 1950, Executive Order 367 was issued, which merged the National Urban Planning

Commission with the Capital City Planning Commission and the Real Property Board to form a single agency known as National Planning Commission. The Commission was placed under the direct control and supervision of the President and had its chairman and six members all appointed by him. The Administrative staff of the Commission consisted of four divisions (city planning, regional planning, zoning and regulatory, and administrative), headed by a planning director. Most of the powers originally exercised by the three merged agencies were granted to the Commission.

After 20 years of existence, the Commission could report the following as its accomplishments:⁵

- Preparation of development plans for 42 cities, 406 municipalities and 30 municipal districts and barrios
- Processing of some 5,000 subdivision plans, both for private developers and the government
- Processing and approval of sale, reservation, donation, lease, and exchange of private parcels of land for public purposes.

The report did not reveal, however, how many of the development plans for both the urban and rural communities were actually implemented.

Ironically, although the Commission was placed under the Office of the President, it was not sufficiently funded. It suffered from shortage of manpower to carry out its task of preparing plans for the cities and the municipalities; in 1959, through the enactment of the Local Autonomy Act (R.A. 2264) the Commission lost its power to adopt zoning regulations for the local political units. The law reiterated a previous Supreme Court decision nullifying the exercise of such power by the Commission.⁶

³From a speech by A.C. Kayanan, chief planner, National Urban Planning Commission, delivered at the District and City Engineers' Convention, Manila Hotel, August 16, 1949.

⁴*Ibid.*

⁵Information furnished by the National Planning Commission, 1970.

⁶See James L. Magavern's "Physical Planning Law in the Philippines: The Need for Legislation" in the *Philippine Law Journal*, Vol. XLIII, No. 4, September 1968, p. 584.

Decentralization of Urban Planning

As stated earlier, the Local Autonomy Act of 1959 vested on the municipal and city governments the power to enact zoning ordinances. The Act, likewise, decentralized the function of preparing development plans, reducing considerably the Commission's powers and converting it to a mere advisory body which advised local governments on matters concerning planning.

In support of the Autonomy Act, President Diosdado Macapagal, in 1962, issued Administrative Order 31 directing the municipal boards and city councils (legislative bodies of the municipalities and cities) to organize planning boards which should prepare physical development plans, subdivision and zoning regulations, and the building code. Administrative Order 31 stipulated that thenceforth public improvements should be in harmony with the duly approved town or city development plan. Then, in 1968, Presi-

dent Ferdinand E. Marcos issued Executive Order 121 which paved the way for the organization of a provincial development committee in each province with the primary function of adopting a development plan for the province.

The Local Autonomy Act miserably failed to motivate the cities and municipalities to draw up their respective development plans. A few cities did have zoning ordinances enacted and put into effect. With USAID assistance, the National Economic Council (top planning body of the country) in 1967 initiated the Urban Development Project which provided technical and limited commodity assistance to four selected cities. The assistance was in the following forms: 1) preparation and implementation of a comprehensive urban development plan, 2) improvement of city administration and of standards in public services, 3) social betterment and economic development programs, and 4) mobilization of support of other agencies in legislative matters, programs and fundings.



Briefing on Workshop Procedures by Asst. Chief Rogello Tria, Urban Development Division.

Cagayan de Oro was one of the cities selected for the Project and had agreed to perform the following: 1) revitalize the city planning and development board by providing it with adequate technical staff, 2) cooperate with the Project in undertaking studies, 3) encourage citizen involvement in community undertakings, 4) provide counterpart personnel to work with the survey teams sent by the Project, and 5) provide office space, clerical assistance, and supplies to experts and other personnel employed by the Project.

One tangible output of this arrangement which benefited Cagayan de Oro City was the formulation of the City's development plan in 1971 with assistance from urban planning experts from Manila. The plan was later revised by the local planners who were trained through a special course in urban planning conducted by the Urban Development Division of the Bureau of Community Development, Ministry of Local Government and Community Development.

The success of Cagayan de Oro could be attributed to such favorable factors as: 1) positive climate for planning due to the presence of civic-minded citizens, stimulated by the highly motivated city leadership; 2) assignment in Cagayan de Oro of an American peace corps volunteer who had an advanced degree in urban planning from Columbia University in New York; and 3) an organized system of citizen participation in community activities channeled through a citizens' committee which assisted the city officials in the implementation of locally-supported projects.⁷

The case of Cagayan de Oro is quite an exception in a country where paternalism pervades and where local officials generally seek assistance from the central government

for even matters of purely local interest. Santiago and Magavern in their article in the April 1973 issue of the *Philippine Planning Journal* pointed out that the local governments had either failed to exercise their planning powers or had not exercised them effectively. In support of their contention, the 1969 situation was cited wherein only eight per cent of 1,375 municipalities and 42 per cent of the 55 cities had formally created local planning boards and one per cent of the municipalities and 13 per cent of the cities had passed zoning ordinances.

In the same article, the reasons for the poor performance of the local governments in urban planning were summarized as follows: 1) the local governments had inadequate staff and lacked planning expertise and financial resources required for effective planning administration; 2) the local governments failed to develop a strong administrative and procedural framework for planning; 3) development regulations adopted had no reference to any comprehensive plan or clear development objectives and standards; 4) the planning approach was unrealistic and generally design-oriented, often unrelated to social and economic conditions of urban areas; 5) local decisions were not properly integrated with the national sectoral plans and policies; and 6) the local governments themselves were generally weak, being too dependent on the national government for funds and other matters affecting local development.

PLANNING ASSISTANCE TO LOCAL GOVERNMENTS BY THE MINISTRY OF LOCAL GOVERNMENT AND COMMUNITY DEVELOPMENT

The Ministry's Urban Planning Responsibility

The reorganization of the national government after the declaration of martial law,

⁷ Resolution No. 487 passed by the Municipal Board of Cagayan de Oro City on December 2, 1963, defined the powers and functions of the Cagayan de Oro City Planning and Development Board in relation to the physical, social and economic development of the city.

in 1972, led to the creation of the Ministry (formerly department) of Local Government and Community Development (MLGCD) which is vested with the power of supervision over local government units, as well as with the task of improving their administrative capability. In addition, the Ministry had a major responsibility as regards the formulation of local development plans and the coordination of these plans with national development policies and programs.⁸

The Bureau of Community Development under the Ministry was specifically charged with the functions related to urban planning, namely: 1) providing assistance to local government authorities in the formulation, implementation, and evaluation of comprehensive development plans and programs, and 2) coordinating with national agencies concerned with economic planning, environmental planning, and regional development and those that finance development projects.⁹ The National Planning Commission, rendered anaemic by the enactment of Republic Act 2264, was transferred to this Bureau and consequently renamed Environmental Planning Division.

The Ministry officials were very much cognizant of the weaknesses of local governments insofar as evolving comprehensive development plans was concerned. They knew, for instance, that planning expertise was practically absent in cities and municipalities and to initiate community studies and analysis, consultants from Manila had to be hired.

Apparently, only few cities had planning bodies that could oversee the preparation of development plans. As noted earlier, Administrative Order 31 of President Macapagal was issued precisely to facilitate the

formation of planning boards or councils by local authorities. However, there was not much enthusiastic response to this order which could be due to the lack of trained planners in the cities and municipalities.

It was in recognition of the above inadequacies that the MLGCD introduced in 1974 its Urban Development Program with the following objectives: 1) to assist the city governments in organizing, reactivating, or improving the effectiveness of city planning bodies; 2) to assist in the formulation of comprehensive development plans in all cities; 3) to provide assistance in the implementation of physical, economic, and socio-cultural projects and activities in urban communities through the growth point area approach; and 4) to undertake urban action-research projects.

To implement the Program, the Ministry issued Memorandum-Circular No. 74-20 on March 11, 1974, providing guidelines in the setting up of the city planning and development staff (CPDS) and in the training of the core personnel of said unit.

Implementation of the Urban Development Program

This Program was directly administered by the Urban Development Division of the Bureau of Community Development. Pilot cities which were selected to participate in this Program agreed to the terms stipulated in a Memorandum of Agreement defining the responsibilities of both the Ministry and the city government. The package of assistance consisted of technical and financial support. The technical aspects came in various forms such as making available technical staff of the Ministry upon request by the city government, undertaking research and feasibility studies, and training of the core personnel of the City Planning and Development Staff to be organized by the pilot city upon its entry into the Program.

⁸See Article II, Sec. 4, of Part XVII, Chapter I of the *Philippine Government Reorganization Plan, 1972*.

⁹*Ibid.*, Article IV, Sec. 4.



Planners and officials giving critique on Puerto Princesa Plan.

Financial support included the initial salary of the urban planner for a duration of one year of duty, the expenses of field interviewers conducting surveys, and a counterpart fund for research and printing of the framework development plan.

Composition and Functions of CPDB and CPDS

Memorandum-Circular 74-20 of the Ministry provided guidelines for the organization of the City Planning and Development Board (CPDB) and the CPDS. It also defined the composition and functions of both bodies.

With the creation of the CPDB, it was hoped that planning activities at the city level could be systematized, avoiding thereby uncoordinated decisions among the different service agencies operating on this level. According to this Memorandum-Circular the CPDB and the CPDS could be created by an appropriate city council or city board resolution with the mayor retaining his power of appointment.

The main functions of the CPDB were as follows: 1) prepare, recommend and keep up-to-date an integrated, realistic, responsive and comprehensive development program designed to achieve effective employment of the human, physical and other resources of the city; 2) provide information and technical advice necessary in the formulation of plans and policies and the needed support in their implementation; and 3) study and recommend criteria in determining priorities for implementation of programs and projects.

The composition of the CPDB as suggested by the Ministry would include the city administrator or head of CPDS, city treasurer, city superintendent of schools, city public works supervisor or city engineer, president of barangay councils or of the federation of barangays, city development officer, vice mayor or a representative of the Sangguniang Panglungsod, and two members representing the private sector. The city mayor may assume the chairmanship of the CPDB or the board may elect its own chairman.



Presentation of Plan by Silay City planners and officials.

The CPDB was supposed to be assisted by a staff known as the City Planning and Development Staff (CPDS). The CPDS had the following important functions: 1) provide staff support and assistance to the CPDB in carrying out its tasks; 2) assist in the formulation of development policies and objectives; 3) conduct community surveys and analyze development needs and potentials, and 4) provide technical assistance and services to other offices with functions directly related to urban development.

Essentially a multidisciplinary body, the CPDS should have had the following personnel complement: a city development coordinator, an urban planner, a management specialist, economist, sociologist, engineering analyst, fiscal analyst, statistician, and clerical aides. Certainly, the financial resources of the particular city would determine the number and types of personnel that could be hired.

Dearth of graduates with planning background hindered the organization of the CPDS in most MLGCD pilot cities. Under this situation a program in city planning to train the core personnel of the CPDS became an urgent necessity. Thus, a special course in

urban planning to be administered by the Urban Development Division was designed with the Institute of Environmental Planning providing the lecturers and training consultants.

Nature of the Training Program

Two training courses were organized. One was the foundation course to teach the participants the basic methodology of urban planning and the other was an advanced course, which was introduced later, focusing on special problem areas. The foundation course, also known as special course in urban planning, had the following objectives:¹⁰ 1) to help the participants understand the different requirements in the preparation of a comprehensive city plan; 2) to acquaint the participants with the different development approaches in planning specific sectors of the city; 3) to develop in the participants skills in the evaluation of plan alternatives and in subsequent implementation of the duly

¹⁰Information about the training program of the Urban Development Division, Bureau of Community Development, MLGCD, was furnished by Rogelio Tria, Officer-in-Charge of the said Division.

approved plan; and 4) to gain skills in the preparation of schemes of action for specific problem areas.

The course consisted of three parts: 1) the academic portion which lasted for about six weeks; 2) a short practical exercise conducted in a laboratory city covering a period of two weeks; and 3) a fieldwork of a four-month duration done in the participant's own city where he or she had to undertake surveys and collect data which could be utilized in analyzing the various aspects of the city's problems and development and from which analysis the participants were expected to evolve the development plan.

From the academic portion of the course the participants learned theories of urbanization and industrial location as well as some principles of urban and land use management. They, likewise, became familiar with the methodology of urban planning.

The practical exercise in a laboratory city provided them with an opportunity to test the planning methodology and approaches in a limited scale. This experience was repeated in their city of assignment where they were asked to apply whatever knowledge and skills they had previously gained.

At the end of the fieldwork, the city mayor or his representative, together with the participants from his city, had to present the completed draft of the plan to the members of the training staff who could offer suggestions to improve the plan. In all cases, the plans were subsequently adopted by the lawmaking body of the respective cities.

EVALUATION OF THE PROGRAM

An evaluation of the Program, particularly the CPDS and its activities and functions in the city bureaucracy, was undertaken in 1979 by Juan Volfango, Jr., Chief of the Urban Development Division, MLGCD, as a topic for a master's thesis.¹¹ The study which was intended to provide a basis for strengthening

the role of the CPDS in the "Local development process and in decision-making" covered five sample cities included in the Program.

Volfango's findings showed that positive steps had been taken to institutionalize the CPDS. For instance, the CPDS in the five cities studied were all created by virtue of an ordinance. This means that their creation was a commitment by both the legislative and the executive branches of the local government. Another alternative was for the mayor to issue an executive order creating the CPDS, which was done before under the USAID Urban Development Project. With the Sangguniang Panglungsod taking the initiative, the CPDS should find no difficulty in securing funds for its support.

Another factor that contributed to the institutionalization of the CPDS was the stability of its financial resources as indicated by the city budget. In the budget for 1979 of the five cities, the CPDS obtained financial allocations for personnel services. Four cities had outlays for supplies and three had outlays for training and travel. The planning bodies of three cities received separate items of appropriation for their operations while those of two cities had appropriations integrated with the mayor's office.

Cities with relatively higher incomes had greater number of positions created. One city had 10 positions created, two had seven, and the other two had three each. The most common positions filled, wherein at least three cities had them included in their CPDS plantilla, were those of the coordinator, urban planner, engineering analyst, fiscal analyst, economist and statistician. Over 50 per cent of the CPDS positions in the five cities were occupied by appointees in permanent status.

As envisioned by the Program, the CPDB was the body originally charged with the responsibility of formulating the local development plan with the CPDS providing the necessary technical assistance. In reality, however, the CPDS became the main planning body with the CPDB acting as a medium for promoting "wider citizen participation," since the latter had among its members representatives of the civic and religious sectors.

¹¹The Master's thesis entitled: *City Planning and Development Staff: New Local Institution for Development* was submitted to the National Defense College of the Philippines.



Mayor Cesar P. Dizon of San Pablo City presiding over CPDB session.

The CPDB later grew inactive because the members were not motivated and some of them were busy with their own office programs and personal business functions.

It was revealed in the study that strong personalities developed between the CPDS and the mayor. The latter sought the former's assistance in the preparation of the annual budget and in the selection of projects for implementation. The CPDS provided technical support to the mayor in his varied-functions especially in those requiring facts or knowledge about the city's development, land use and major city projects mentioned in the development plan.

The CPDS maintained very close working relations with three other city offices: 1) the city engineer's office, 2) the city treasurer's office, and 3) the city assessor's office. This was understandable. The CPDS and the city engineer were both interested in the "implementation of infrastructure projects and in

the proper execution of the zoning ordinance and the national building code." In the preparation of the city budget and of the capital improvement program, the city treasurer and the CPDS consulted with each other on what projects were in the priority list. The city assessor had to work closely with the CPDS due to the renewed emphasis on the real property tax administration aimed at increasing the city revenue.

Based on the results of the study, Volfango recommended that the city government should exert greater efforts in attracting "qualified and technically competent workers" to fill up positions in the CPDS. He also suggested further upgrading of the skills of those already in the service to enhance their competence in planning and project implementation. He concluded that the CPDS seemed to have found its rightful place in the city bureaucracy as a planning body that could integrate development efforts to promote the welfare of the city and its citizens. □

THE PASTORA PLANNING PROJECT: LESSON OF EXPERIENCE IN LOCAL DEVELOPMENT PLANNING*

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Introduction

Local development planning in the Philippines may be defined as the process of guiding and inducing the growth and change of an individual municipality, city or province. It involves studying the social, economic and physical systems of the local area that are subject to planning and development controls and influences. These comprehensive studies in turn provide the basis for planning and development proposals to local, provincial, regional or national decision-makers.

Sound local development planning plays a key role in the present government's effort to improve the physical environment and socio-economic well-being of municipalities, cities and provinces which had grown without the benefit of rational allocation of land uses and provision of adequate basic needs and services. Specifically, it sets the local area

within the subregional, regional or national development framework. An important function of the local development plan is to interpret regional and national planning and development priorities and, at the same time, also serve local aspirations. Local development plans must be prepared in line with such regional and national development priorities, and local planning and development staffs or authorities are expected to work closely with the regional planning bodies to see to it that the local development plans and/or programs are consistent with the regional as well as national development plans and programs. This linkage between the local development planning and regional or higher level planning is implied, for example, in the Letter of Instructions (LOI) No. 511 on the development of local housing and town plans outside Metropolitan Manila, and LOI No. 542 which



aims to enhance the operational viability of the Regional Development Council (RDC), which is an extension arm of the National Economic and Development Authority (NEDA), as the chief planner of the region and coordinator of regional development.¹

Local development planning also performs another important function which is to establish the aims, policies and principles of development to guide and induce growth and change in the local area. The main purpose of the local development plan is to serve local aspirations. This is done in the plan through established policies which serve as a frame for continuing decision-making, and development proposals which are more or less firm commitments to action. A development plan contains certain principles for relating its various physical, social and economic components with one another. These principles are drawn from the approaches in the natural and social sciences, and emerge from an understanding of the constraints and opportunities for development and from a consideration of the formulated goals and objectives of the local planning area.

Moreover, local development planning and/or plans provide a basis for development controls and for coordinating development programs in the local area. The local development plan embodies land use control policies, and areas where such policies apply are identified in the plan. The plan serves as a basis for coordinating the programs and projects of line agencies, local units and private entities and for reconciling interests between and among agencies, local units and private entities in the local planning area.

Finally, the local development plan also serves as a forum for bringing local and detailed planning issues before the public. This role of the local development plan recognizes the need for it to be accepted by those it affects and those who will be tasked with its implementation.

The PASTORA Planning Project

PASTORA is an acronym for the planning assistance service to the rural areas project of the NEDA Regional Office of Region IV (Southern Tagalog).

The Project was originally conceived within the frame of Letter of Instructions No. 511 issued in the latter part of 1977, in response to a new resurgence of local effort in town planning, housing and zoning, following the national conference held at the Philippine International Convention Center on 14-16 February 1977. The NRO-IV then was taking part as one of the members of an ad hoc Regional Settlements Council of the "Pamahayan sa Bagong Lipunan", which was created in the various regions as an offshoot of the national planning conference, with the Ministry of Human Settlements (then called Human Settlements Commission) serving as the national secretariat. The Council was primarily tasked with expediting and coordinating the preparation of local housing and town plans including development control measures.

As part of the ad hoc Regional Settlements Council of Region IV, NRO-IV was involved, with its Regional Executive Director serving as Regional Program Coordinator, in the preparation of the first set of 25 city and municipal plans in Southern Tagalog region. Encouraged by the initial results of this collaborative undertaking, and in consideration of its coordinative function with regard to local planning and implementation of development programs and projects in the region, the NRO-IV decided to formally adopt the PASTORA Planning Project as part of its regular activities starting May 1978. Since then, the PASTORA Project had been extensively implemented in Region IV and its approach and methods of study had been improved and set up in a standard manual.

In essence, the present PASTORA Project is an attempt to bring into closer correspondence local land use or physical planning with economic action program planning. These two types of planning are generally done separately or on a compartmentalized basis, with the former finding practical planning examples in the activities of the Ministry of Human Settlements (MHS) and the latter in the development planning activities of the NEDA. These two government agencies

¹ Office of the President, Malacañang, Manila. Letter of Instructions No. 511 and Letter of Instructions No. 542.

share the main responsibility for planning in the country. The NEDA formulates the National and Regional Development Plans which set the national-regional perspectives for overall socio-economic development. The MHS formulates an integrated human settlements plan which serves as the guidelines for the physical development of towns and cities.

The rationale for the departure of PASTORA from the conventional local planning, which emphasizes development policies and relies heavily on land use regulatory measures, to an integrated physical-economic planning is obvious at least from the point of view of NRO-IV. Following the issuance of LOI No. 542 on May 20, 1977, the RDC as an extension arm of NEDA has been empowered to exercise the following:

- a) "Direct the formulation of integrated regional development plans to include the plans of national government agencies, regional development bodies and local governments in the region.
- b) Coordinate the implementation of development programs and projects in the region and establish a monitoring system therefor.
- c) Coordinate local planning activities in the region to ensure the consistency of local plans with development plans for the region.
- d) Recommend to the NEDA and the Budget Commission a system of priorities in the allocation of budgetary resources for programs and projects of national government offices in the region in accordance with the regional plan.
- e) Administer the share of the region from the Regional Development Fund provided under the National Budget decree, and such other funds as may be provided by the national government and/or local governments for regional projects."

As may be gleaned from the above functions, powers and duties of the RDC/NRO-IV, the main rationale of the present PASTORA Project stems from the need to link conventional local planning with integrated socio-economic and/or intersectoral planning. This linkage is necessary to relate development activities of government line agencies, which

have the responsibilities for the basic sectors like agriculture, industry, transport, etc., with the physical planning activities of local units. This linkage would also enhance the Regional Development Investment Programming (RDIP) and regional budgeting system which were authorized by Executive Order No. 589. The purpose of the RDIP is to translate regional plans into an investment program which could systematically consolidate and integrate the development projects of national agencies, local governments, other regional entities and the private sector in the region. To be prepared by the RDC through the NRO, the RDIP shall "serve as the basis for public sector resource allocation in the region."² This implies that all development activities of the national government, local units and other government entities concerning project development and implementation in the region shall be guided by and consistently aligned with the RDIP.

The other important consideration of the PASTORA Project relates to the development monitoring function of NEDA and the practical value of improving local planning data base as input to higher level planning. As earlier stated, a PASTORA Manual has been prepared to see to it that the data base generation and analysis involved in the plan formulation process are comparable and consistent in every municipality, city or province covered by the project. Moreover, through this approach data generated are more amenable to aggregation to support higher level regional or subregional planning.

PASTORA Project Approach

The PASTORA Project may be considered as a subtle demonstration project on simple, practical approach to local development planning. It seeks to re-orient the local development planning process from the predominantly land use or physical planning emphasis to an integrated physical-economic approach which is deemed more responsive

²Office of the President, Malacañang, Manila. Executive Order No. 589.

to and instrumental in meeting the needs of municipalities and cities. This shift of the development process also underscores the urgent need for the local development plan to include, in addition to land use policies concrete projects on which action may be taken immediately as well as over the medium and long-range periods. The value of complementing land use control measures with positive economic measures lies in the fact that the former measure has largely negative impact and, at best, only slows down the process of municipal or city land occupancy. Experience tends to show that land use control measures should be complemented by economic and other measures rather than serve only as a single measure to be effective.

The current PASTORA Project added new dimensions to its present approach by considering the following local and regional development concerns:

- a) *Alleviation of Poverty and Income Inequality.* The PASTORA Project stresses the importance of contributing to the effort to resolve income inequality by increasing opportunities for local employment and raising income levels of farmers, fishermen and those falling below the average income threshold. It considers harnessing the inert capabilities of those low-income groups toward self-reliance.
- b) *Attainment of Food Self-sufficiency.* Due to a generally increasing population pressure on agricultural lands, the PASTORA Project addresses itself to the problem of conserving prime agricultural lands, for intensive food production, against encroachment by haphazard urban and industrial expansion.
- c) *General Enhancement of Livelihood Opportunities.* Generation of employment and income opportunities is another major concern to which the PASTORA Project addresses itself. The need to improve the level of welfare of the local communities is crucial given the increasing population and labor force, and considering that the burden of generating new jobs is expected to fall on the non-agricultural sectors when

limits to agricultural expansion are reached.

- d) *Establishment of a Viable Network of Regional and Subregional Growth and Service Centers.* The PASTORA Project gives due recognition to the development of a hierarchy of regional settlements conducive to both local and regional growth. Accordingly, the project seeks to contribute to the establishment of a viable network of primary and secondary centers by strengthening the economic and servicing functions of selected municipalities and cities and enhancing their comparative advantage.
- e) *Improvement of Social and Economic Infrastructural Facilities and the Environment.* Related to the selection and planning of primary and secondary centers, the PASTORA Project also lays emphasis on improving and upgrading the areas' existing facilities and developing new ones and on protecting and conserving the natural environment. Upgrading and improving rural services is likewise necessary to enhance general welfare and support the major rural livelihood self-help projects like the "Kilusang Kabuhayan at Kauniaran" (KKK).

The PASTORA Project is carried out province-wide or on a sub-provincial scale involving selected contiguous municipalities and cities which form a program area (e.g., for implementation of an agricultural project). The project may evolve new plans where none exists, or revalidate and update existing plans. In the latter case, revalidation or updating is usually suggested if the local units are at the stage of revising their plans in accordance with the recommendations of the Human Settlements Regulatory Commission (HSRC), the main agency tasked with the approval of all local plans, or simply to adapt to dramatic social, economic and physical changes in their area.

Whether the need for the PASTORA Project is to evolve new plans or to update existing plans, the areas of local and regional concerns earlier discussed are taken into account in the new or updated plans.

Principles for Implementing and Managing the PASTORA Project

In the actual implementation and management of the PASTORA Project, two principles underlie the general approach as follows:

- a) *Regional-Local Partnership.* The idea that local development planning entails a partnership between regional and local development entities stems from a number of considerations, some of which have already been suggested earlier. Firstly, the regional-local partnership planning idea was probably evolved because during its earlier applications PASTORA was directed primarily as a planning assistance project to rural agricultural municipalities or cities especially in Region IV's resource provinces. Most of these municipalities or cities had no development plans, and so they readily agreed to have the PASTORA Project in their respective local area. The enthusiastic response of the local units and the readiness of the NRO-IV to respond to their needs naturally resulted in some kind of beneficial and harmonious relationship between the two government levels. As the Project became more established, regional-local partnership was institutionalized in the approach of the PASTORA.

Secondly, the linkage between local and regional development planning is already implied in LOI No. 542. According to this directive, local development planning can become more effective if it is related to or coordinated with the development activities of national government line agencies which have the responsibilities for the basic sectors like agriculture, industry and infrastructural support facilities and services. This linkage is expected to be realized by aligning the local development plans and programs with the RDIP and the regional budget.

Lastly, while NRO-IV performs the role as proponent and initiator of the project, the idea is maintained that it will be to the benefit of both local government and regional agencies if they coordinate their development effort, or agree to joining forces together in

evolving the local development plans. The beneficial effects that could come from this collaborative endeavor are that it will increase development orientation and general awareness of participating local officials (i.e., Mayors or Vice-Mayors, Municipal Development Officer (MDO), Municipal Development Coordinator (MDC), Treasurers and other local officials) and NRO-IV technical staffs and officials and observers from line agencies and the private sector. It will also establish better rapport between them and thus facilitate coordination of their development efforts. Specifically, the local officials develop broader perspectives. They begin to see the need to respect established national and regional development priorities and to link individual local plans to, or pursue joint development decisions with adjacent local areas (e.g., for more unified zoning application).

For their part, the regional officials improve their knowledge of the local social, economic and physical conditions and hence enable them to incorporate these in the development plan of the region. On the part of the private sector's representatives, they improve their knowledge of the local constraints and opportunities for investments and of the administrative and technical considerations in investing in local projects such as the government's locational clearance requirements and the availability of local investment incentives.

- b) *Learning-by-Doing.* This is another feature of the PASTORA approach. The idea of "learning-by doing" underscores the state of the art in local development planning, and the apparent need to improve local planning skills. Local development planning is not generally well accepted among local units. However, with the issuance of LOI No. 511, following the national conference on town planning, housing and zoning, there was an upsurge of interest in planning among municipalities outside Metropolitan Manila, especially in adjacent Region IV (Southern Tagalog). Within this frame, NRO-IV introduced the PASTORA Project and afforded

participating local technical staffs and officials with an on-the-job training in planning right in their area. This on-the-job training has important obvious side-effects for the individual or group participants in the PASTORA in terms of improving their awareness of development problems and issues, acquisition of planning skills and establishment of better working relationships between regional and local officials and among local officials themselves.

SOME LESSONS FROM THE PASTORA EXPERIENCE

Since this study aims to learn as much from the project as it is to test its validity against imposed local planning standards, the format of analyses used is first, to look at PASTORA's earlier experience from 1978 to 1980 and then, to examine the Project's First Revision in 1981 onward. The number of projects undertaken during these periods are summarized in Table 1.

Early PASTORA Project Applications

As the table reveals, there were seven provinces of the total eleven provinces in Region IV (Southern Tagalog) covered in the early applications of the PASTORA Project, with a total of 84 municipalities or cities participating, and involving about 397 local technical staffs and officials.

With the exception of Cavite province, all the provinces covered by the early PASTORA Projects fall within the identified resource subregion. The resource subregion includes the five island provinces of Palawan, Mindoro, Marinduque and Romblon and Aurora province, which is situated in the region's mainland Luzon portion but is isolated and relatively underdeveloped like the rest of the resource provinces.

The main reason why the early PASTORA Projects were centered in these resource provinces was that the original PASTORA was intended as a planning assistance effort for mainly rural agricultural municipalities or

Table 1. Summary of PASTORA Projects Undertaken from 1978 to 1981

Date	Provincial Coverage ¹	Number of Municipalities/Cities w/c Participated ²	Number of Participants	Average Number of Participants per Municipality/City
A. Project's Early Applications	7 Provinces	84	397	4.7
1. May 1978	Oriental Mindoro	15	15	5.5
2. September-October, 1978	Mindoro Occidental	9	47	5.2
3. October, 1978	Marinduque	3	20	6.6
4. November-December, 1978	Palawan	17	68	4.0
5. April-May, 1979	Romblon	14	72	5.1
6. June-July, 1979	Aurora	8	40	5.0
7. June-August, 1980	Cavite	18	75	4.0
B. Project's First Revision	1 Province	8	44	5.5
1. October-November, 1982	Batangas	8	44	5.5

¹ Only the provinces of Laguna, Rizal, Quezon and large part of Batangas province, which are all situated in the Region's mainland Luzon portion are not yet covered by PASTORA at the time of this writing.

² The few municipalities not covered by PASTORA have either decided to make their plans independently or ask the MHS through its own planning assistance program to undertake planning for them.

Source: NRO-IV

cities. The specific objective appeared to be socio-political (i.e., to reach the grassroots) as well as technical physical planning (i.e., to assist local units to effect the necessary interim development controls to prevent further deterioration of the quality of rural life and ensure general ecological and environmental enhancement). As may be noted from this latter objective, the original PASTORA Project called for the preparation of a physical or land use framework plan, rather than an integrated physical-economic development plan as required in the present version.

Since most of the targeted municipalities and cities do not have plans, the early PASTORA projects were directed to "mass produce" the local plans. As the previous table indicates, there were on the average about twelve plans produced for each PASTORA project undertaken from May 1978 to August, 1980. Moreover, the completion of each set of plans took only a little over two months. The more significant portion of this two-month period, however, was the two-to-three-week workshop wherein the initial framework plans of the participating municipalities or cities were formulated, discussed and consensus arrived at by the participants. The data and information bases of these initial draft plans were also analyzed, presented and discussed by the participants.

Planning Steps and Methodology of Study of the early PASTORA Projects

In order to have a better understanding of the early PASTORA, it is essential to examine closely the planning steps and methodology of study employed. These planning sequences and methods of study affect the form and content of the plan that is produced.

The early PASTORA planning steps consisted of four simple interrelated activity streams as follows:

a) Legitimizing the Project Undertaking

The initiative for conducting a PASTORA Project in most cases originates from NRO-IV. However, in some instance, it may also come from the local units or the provincial Governors or City Mayors who are regular members of the Regional Development Council (RDC).

Whether the initiative comes from the NRO-IV or the local units through

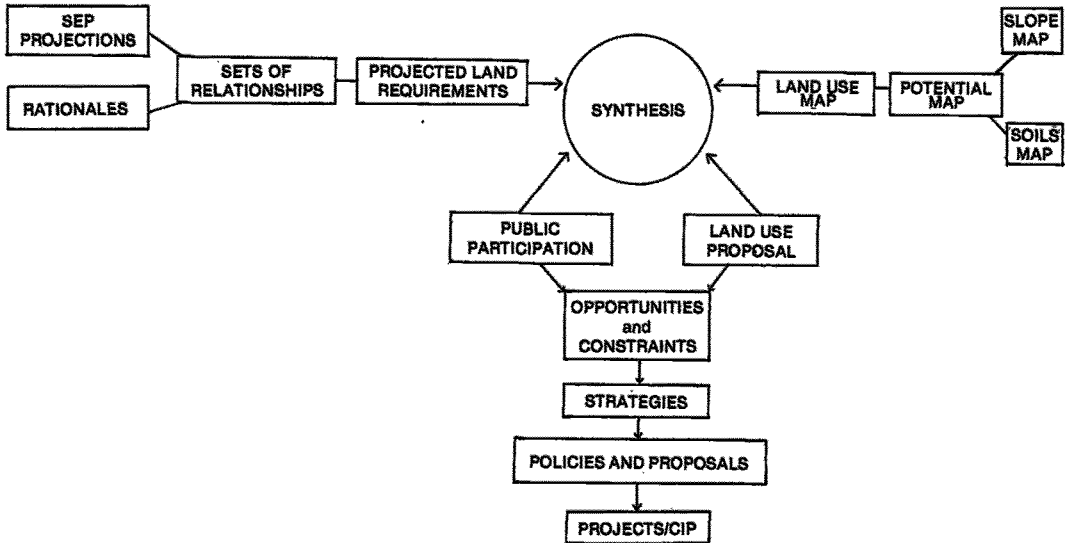
its mayors or governors, this activity stream involves some negotiations between the regional and local officials, followed by the signing of a memorandum of understanding between them. This memorandum includes delineation of responsibilities between the parties concerned and the timetable for completing the project, among others. Assignment of participants in the project is carried out independently by both parties. However, on the part of the participating local units, the NRO-IV recommends the participation of the local Mayor or Vice-Mayor, MDO and MDC, Municipal Treasurer and members of the "Sangguniang Bayan" or local Legislative Body. This selection of participants underscores the need for the planning process to be identified with local centers of power and thus for the plan to be more acceptable. In the actual experience however, the mayor usually attends only during the opening and closing of the workshop and delegates the task to his assistants, in some cases to clerks in the office. The MDCs and MDOs and other local technical staffs are usually the ones who go through the entire project.

Funding for the project is usually done by the participating local units, particularly in the holding of the workshop in selected centers of the province and in the reproduction of the PASTORA plan output. This latter task forms as a post-project activity done solely by NRO-IV technical staffs.

b) Gearing-up for the Workshop

Gearing-up for the workshop immediately follows once the joint planning study has been formalized. This activity stream usually lasts for one month and involves tasks to be performed simultaneously by the participating local units and the NRO-IV technical team. The main task of the local unit is done through the mayor's office for obvious advantage. But the actual work is done by local technical staffs with the assistance of personnel from various local offices including barangays. The main data base generation activity here concerns a basic needs survey which is

Fig. 1. PASTORA PLAN FORMULATION PROCESS
(Based on early application)



SOURCE: NRO-IV

administered with the help of the barangay officials. The questionnaire is prepared in advance by NRO-IV technical staffs and then sent to the office of the mayor for completion. The purpose of this sample survey is to gain better perception of the local development problems, particularly in the economic, social, physical and development administration areas. This survey may also be viewed as a means for citizen participation in the planning process. The result of this survey could be an input in the goal setting. However, in the actual plan output there is no evidence that the results of the needs survey had been put to effective use.

The participating local units through their MDC or MDO also prepare and/or

update, based on guidelines provided by NRO-IV, the socio-economic profile of their area as input to the workshop. This exercise and the other activities they undertake based on the guidance of NRO-IV technical staff are designed to enhance the "learning-by-doing" principle besides actually generating the data base.

The NRO-IV for its part sees to it that the data from government agencies like sectoral agencies' annual reports and census statistics are made available. Moreover, its cartographic section prepares in advance base maps of the local area and a number of thematic and analytical maps including transport map, land uses, and physical and economic constraints to the land

As may be gleaned from these activities being carried out simultaneously at the local and NRO-IV levels, the project demands a fairly good organizational set-up and a high level of expertise on the part of the individual technical staff assigned to supervise a number of participating local units. Such technical staff must perform the dual role of an expert as well as a research manager of some sort to be effective. This implies that it is crucial before starting a PASTORA project to have a fairly qualified planning team ready to sustain the project's demanding requirement. Having a professional planner as consultant to assist the planning team has proven to be desirable. On the part of the project's executing agency, it is desirable that it adopt a manpower upgrading and improvement program as part of the project requirements. This may take the form of scholarship grants to selected staff to undergo formal training in advance of the project in urban and regional planning in the country or abroad, or to encourage and allow them to pursue part-time studies on their own using official time.

c) *Two- to Three-Week Workshop*

After the gearing-up surveys and analyses have been completed, all participants converge in a two- to three-week workshop session to formulate the local framework plans of the participating units, describe the underlying assumptions and bases of these framework plans, articulate development opportunities and constraints of the local areas and set up the strategy for carrying out the plans.

In essence, therefore, this workshop session forms the plan formulation phase of the PASTORA planning process. The unique feature of this approach is that those who will eventually implement the plan (i.e., local officials) are involved in the plan formulation process. In doing so these local officials also enhance their planning skills by "learning-by-doing." Legitimacy of the plan is also assured through open discussions

carried out in the process of evolving and reaching consensus on the proposed plan.

The general framework for undertaking this plan formulation process is depicted in the diagram in Fig. 1, and involves a synthesis of the locality's socio-economic characteristics (i.e., based on socio-economic profile prepared in advance of, and further analysis done during the workshop) and the physical and land use studies. This synthesis results in an approximation of the locality's opportunities and constraints which form the bases of the framework plan strategies, policies and proposals and project recommendations.

The analysis of the socio-economic and the physical/land use characteristics is supposed to be covered in about twelve major exercises which form the bulk of activities in a one-month period prior to and during the workshop proper. These exercises are:

1. Demographic study
2. Location and basic features study
3. Physical profile including land capability, potential and land use mapping
4. Agricultural, fishing and forestry study
5. Industrial study
6. Income and employment study
7. Housing study
8. Health facility study
9. Educational facility study
10. Socio-cultural features study
11. Infrastructural study
12. Institutional study

The texts of the actual PASTORA plan outputs and the process diagram (Fig. 1) do not seem to fit together quite well in the sense that the texts provide only simple and straightforward presentation of statistics drawn from secondary sources, but without much analysis. The critical planning and development issues supposed to be raised by the

individual input studies were not adequately presented and discussed in the plan. Projections of land needs and basic services requirements represent mostly applications of standards to the data.

The determination of land requirements appears to consist of first, analysis of slope and soil types which results in the determination of areas suitable for agriculture. These areas are compared to or matched with current urban and recommended uses; and second, the amount of land required for projected settlement expansion is computed on the basis of the projected population. To this determination is added the results of the analysis of land and land uses to pinpoint possible location for proposed industrial or new settlement sites and the linking of these with transport and public utilities and services.

The sequential determination of opportunities and constraints and, finally, the strategies, policies and proposals and project recommendations as illustrated in the process diagram is also not reflected in the actual plan output. On the other hand, one gets the impression that these interrelated activity streams have been lumped into one, to produce the plan's main recommendations for action which are usually shown in a tabular summary. However, the missing elements of the plan text are the discussions of the alternative strategies (decisions) including the chosen spatial form for developing the local area and the policies (i.e., frame for continuing decision-making) and proposals (i.e., plan's firm resolve to action). If one is to test the plan's acceptability and feasibility, it is essential that the strategy or strategy bundles be already defined and then subjected through some form of testing (e.g., against stated aims through a goal-achievement matrix for example, or matched up with local resources available for implementation).

However, one may argue that the PASTORA Project was not really meant

to come up with a comprehensive local development plan that the many input studies carried out suggest, but rather to produce a first approximation of the local areas' development opportunities and constraints and the interim measures that may be taken. If this is the case, then one should appreciate NRO-IV's efforts in responding to this limited aim of local development planning. As the discussion in the succeeding sections indicate, the present revised PASTORA project calls for a more detailed local development framework planning and project identification attuned to regional development investment programming and budgeting processes.

Revised PASTORA Project

The present or revised PASTORA Project is the culmination of around four years' experience. The major shifts in emphasis of the present PASTORA take into account the need to make the PASTORA plans conform to the standards imposed by the MHS/HSRC on the review, adoption and approval of local development plans, and the RDC/NRO-IV's coordinative function with regard to planning and implementation of development programs and projects in general. (See Fig. 2.)

The present PASTORA planning process retains the general approaches of the earlier PASTORA, particularly with regard to the basic principles of "regional-local partnership" and "learning-by-doing" and in terms of consideration of identified general local-regional development concerns. It also introduces certain improvements in the methods of analysis of the planning area's existing conditions, opportunities and constraints and the alternative strategy generation-evaluation processes and project identification and action program planning. As may be deduced from these various considerations, the present PASTORA aims to produce an integrated physical-economic action plan rather than a land use or physical framework plan *per se*.

Specifically, the present PASTORA differs from the earlier version in terms of the planning steps and methodology of study being used:

- a) The gearing-up for the workshop is lengthened to two months to allow for more complete data base generation and analysis prior to the holding of the group workshop.
- b) The live-in workshop duration is retained but more non-learning activities (e.g., recreational fields trips) are included and the venue is changed to make the workshop less tedious and monotonous.
- c) The whole data base generation and analysis is broadened in scope but the learning exercises reduced into more compact activity sets as follows: goal setting including needs survey, assessment of physical constraints and natural resources, population, economic base, land use and transport, public utilities and social and community services and local planning administration and public finance.
- d) Alternative strategy generation and framework plan formulation and project identification and planning are made more explicit and the main focus of activities in the workshop.
- e) Post-workshop activities at NRO-IV main office are given emphasis to ensure that the plan output reflects the decisions of participating groups, is substantive in terms of the articulation of development issues and problems, meets the highest standard requirements for plan approval, and the identified programs/projects serve as input to the RDIP and regional resource budget.

It is premature to assess the present PASTORA since at the time of this writing its first application is still an on-going project. However, the general problems that confronted the early PASTORA may still affect the present PASTORA. These problems may be discussed in the context of the following:

- a) *Maintaining the high standard of quality of the plan output.*

This aspect depends much on the techniques of analysis that go into the plan-making process, which in turn are contingent on the expertise available.

Even with the new improved standard PASTORA manual, considering that the studies are carried out as a learning exercise of the participants rather than as a professional work, the adequacy and sophistication of the analysis may not be markedly changed. The alternative solution to this dilemma rests with the NRO-IV technical staffs in their post workshop plan refinement and plan detailing activities. The implication of this on NRO-IV as the main proponent and implementing agency is for it to continuously upgrade and improve planning skills of the technical team assigned in the project.

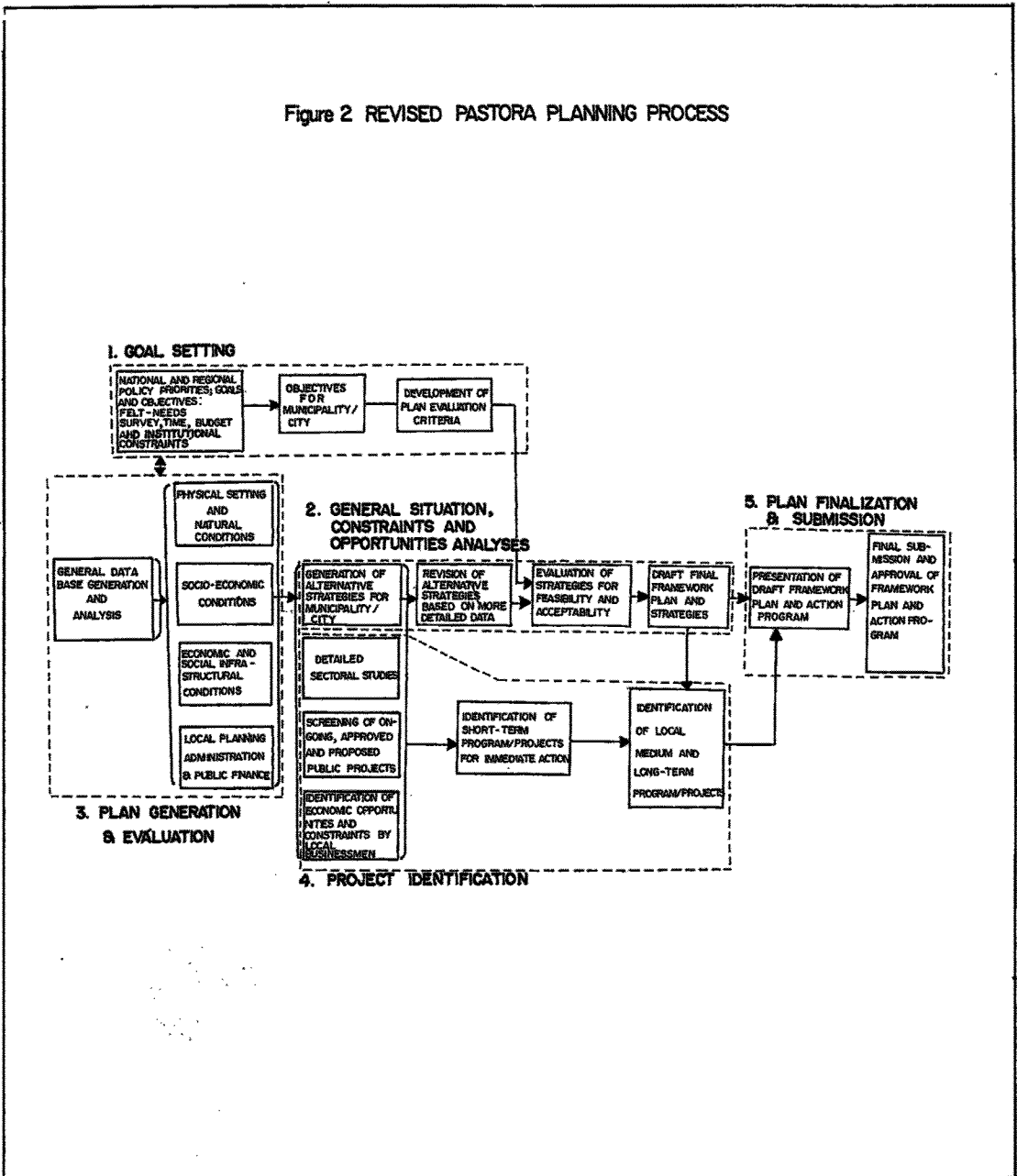
- b) *Maintaining consistency and conformity of the PASTORA Plan in relation to locally imposed standards and considerations.*

The consistency of the PASTORA plan with the higher level plans and its conformity with the locally imposed standards of MHS/HSRC will continue to remain major considerations in the PASTORA planning effort. These considerations are expected to be ironed out in the many deliberations of the participants on the project as well as in the post-workshop activities of the NRO-IV's technical staff.

- c) *Improvement of local data base.*

An important rationale for the PASTORA relates to its practical value in generating and improving local planning data and information. This aim can be achieved by ensuring that the data generated by the individual participating units are comparable and consistent with one another for possible aggregation to support planning at the regional or subregional levels. This task relates closely with NRO-IV's regional monitoring and data and information services functions. Thus, the task of attaining this objective falls squarely on the shoulders of NRO-IV. NRO-IV would need to ensure that the data generation follows standard data classifications and definitions.

Figure 2 REVISED PASTORA PLANNING PROCESS



d) *Maintaining interest of participants.*

The PASTORA experience tends to show that it is essential to maintain the interests of the participants over the entire duration of the project, especially that they can not afford to be absent from their offices for so long. Of particular significance is the live-in workshop which is done usually in the provincial

center. In this regard, the PASTORA experience suggests the need to give special attention to the selection of venue, to vary activities of the participants to include non-learning or recreational activities and field trips, and to vary the venue if necessary to make the workshop appear less tedious and routinary. □

AMERICAN INFLUENCE ON PLANNING IN THE PHILIPPINES*

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INTRODUCTION

It has been observed that foreign influences contributed to the development of the planning system in the Philippines. Traces of these influences can be found in existing planning laws and development regulations, in prevailing concepts and in strategies adopted by planning agencies and local governments. Historically, the main sources of planning ideas were Spain and the United States. Both colonial powers once ruled the Philippines and undoubtedly they left imprints of their influences in written documents and on the urban landscape.

This paper intends to examine the magnitude of the American influence in Philippine planning by reviewing the history of town and regional planning in the country. The manifestations of this influence could be found in past and contemporary planning policies, laws, and approaches.

PLANNING IN THE PHILIPPINES: AN OVERVIEW

Earliest History and Spanish Colonization

Earliest pattern of settlements in the Philippines as cited in the pre-Hispanic history of the country was characterized by small communities, known as the "barangays," were formed mainly by kinship and each was autonomous in nature.¹ The Spanish colonizers came, and based on their "nucleation strategy,"² started to organize these autonomous barangay units into larger communities to facilitate the christianization of the natives. The Laws of the Indies stipulated the standard settlement policy which governed the physical layout of towns and cities.³

¹ Robert Ronald Reed "Hispanic Urbanization in the Philippines: A Study of the Impact on Church and State," *The University of Manila, Journal of East Asiatic Studies*, Vol. XI, (March, 1967), pp. 19-28.

² Mary Hollnsteiner, "Urbanization of Metropolitan Manila," a revised version of a paper read in the series, *The Foundations and Character of Filipino Society*, sponsored by the Research Foundation in Philippine Anthropology and Archaeology, Makati, March 19, 1969 (a mimeographed copy).

³ For more detailed description of the Spanish Resettlement Program, see Reed, pp. 33-71.

*The Author wishes to acknowledge the advice of Prof. Tito C. Firmalino in re-organizing this paper.

The scheme as originally conceived by the Italian Renaissance planners provided for a gridiron pattern of street layout and a concentration of public and civil structures near the plaza with the church as the nucleus. As summarized by the American census officials:

"The public buildings, the church and adjoining convento, or residence of the friars, and the dwellings of the officials were erected around the plaza, facing it ... on this plan nearly all pueblos—now municipalities of the Philippines were arranged."⁴

American Period

During the American regime, the famous city planner, Daniel Burnham, was requested by the American authorities to come to the Philippines to prepare a physical development plan for Manila and to layout the major land uses for the city of Baguio.⁵ As the leader of the "city beautiful movement" in the United States and guided by the city planning objectives popular at that period, Burnham was particularly concerned with the aesthetic values and visual image of a city. This concern was manifested in his plan for Manila in which the major emphasis centered on such elements as wide boulevards, public buildings and landscaped parks and pleasant vistas. The plans (for Manila and Baguio) were sanctioned in the Revised Administrative Code of 1917 and which code was subsequently amended instructing the Director of Public Works to prepare general development plans for all cities and municipalities of the Philippines.⁶ Local governments, on the other hand, started to enact zoning ordinances to regulate the use of private properties.

Meanwhile, the Americans, being concerned with the substandard living conditions of the masses in the "nipa neighborhoods"

which were found to be "deficient in sanitary facilities," spearheaded a sanitation drive through the planning of "sanitary barrios" in which streets, alleys, surface drainage and other sanitary facilities were provided.⁷ Later, models of sanitary single-family and apartment dwellings were introduced to replace the nipa houses.

In the 1920's, the concept of "barrio obreros," working class districts, was introduced and established as a response to the needs of the low-income labor families and to curb labor agitation.⁸ In 1926, a survey of slums was conducted by the colonial government and the same was conducted again in 1933 in which a housing committee was created to undertake slum clearance and housing projects.⁹

Commonwealth Period

During the Commonwealth era, President Manuel L. Quezon expressed his concern for social justice, and initiated a set of programs and enacted legislations to improve the lot of the masses.¹⁰ The National Economic Council was created by Commonwealth Act No. 2 to undertake planning and economic programs. Besides, two national agencies were directly vested with the responsibility for urban planning and development: the People's Homesite Corporation and the National Housing Commission. The People's

⁷Romeo B. Ocampo, "Historical Development of Philippine Housing Policy, Part 1, Prewar Housing Policy," *Occasional Paper No. 6*, College of Public Administration, University of the Philippines (1976), p. 2.

⁸*Ibid.*, p. 5.

⁹*Ibid.*, p. 6.

¹⁰The programs included the acquisition of land for subdivision into homelots and small farms, housing and subdivision development projects for low income families, [e.g., the Vitas Tenement Housing Project, (1936), the acquisition of land at Diliman Hacienda, (1938)]. The National Assembly enacted legislations "to authorize, upon just compensation, the expropriation of lands to be subdivided into small lots and conveyed at cost to individuals." Com. Act Nos. 20 (1936), 260 (1938), 420 (1939), 538 (1940); See also Executive Order Nos. 191 and 209 (1939).

⁴U.S. Bureau of Census, Vol. 1, (1903), pp. 58-59.

⁵Federico B. Silao, "Burnham's Plan for Manila," *Philippine Planning Journal*, Vol. 1, No. 1, (October, 1969), p. 12.

⁶Rev. Adm. Code 1904, 1905 (Act No. 2711) and Act No. 3428 (1928), amending Rev. Adm. Code 1901 (f).

Homesite Corporation (PHC), at first a semi-private later turned into public corporation,¹¹ functioned both as the promoter of home-building and homeownership, and as developer of model communities (e.g., Dillman estate). The National Housing Commission (NHC), on the other hand, was created in 1941 to handle the urban housing problems by undertaking housing, subdivision, and slum clearance projects.¹² However, this Commission was never formally organized due to the outbreak of World War II.

It should be noted that under the Commonwealth, the idea of transferring the National Capital outside Manila was already advocated by the top policy-makers and planners. President Manuel L. Quezon made the initial move toward this end by purchasing parcels of land in Dillman area. On October 12, 1939, Quezon City received its charter from the National Assembly through the enactment of Commonwealth Act 502. Plans for the new Capital City were drawn up but then the war broke out.

Post-War Development

The post-war era saw the country's urban centers in urgent need of reconstruction and rehabilitation and most importantly there was a need to fulfill the housing requirements of the masses. Emergency measures and programs were proposed and consequently undertaken to meet the immediate needs,¹³ while new government agencies were created or old ones reorganized. The government concentrating more on the policy of economic growth and recovery gave little support to urban housing and development. Thus, though some agencies were charged with the responsibility of undertaking urban plan-

ning and development they were not supported with the necessary financial, administrative and political backing. The situation was "characterized by confusion both in urban development itself and in the legal and administrative system for regulating urban development."¹⁴

The principal agencies vested with planning and development functions during the early post-war period included the National Urban Planning Commission, the Capital City Planning Commission, the People's Homesite and Housing Corporation, and the Presidential Assistance on Housing. The National Urban Planning Commission was created on March 11, 1946, through Executive Order No. 98 for the main purpose of rebuilding the settlements ruined by the war. Its main functions included the preparation of general development plans and the formulation of new zoning ordinances and subdivision regulations.¹⁵

The People's Homesite and Housing Corporation (PHHC) was created in 1947 through the merging of the pre-war People's Homesite Corporation and the National Housing Commission.¹⁶ It served as the chief government housing agency to handle the acquisition, construction and management of low-cost housing projects and to engage in slum clearance and relocation activities. Despite its role as chief government housing agency the PHHC suffered difficulties such as the insufficiency of funding, absence of definite policy, and a shortage of qualified personnel.¹⁷

The Capital City Planning Commission was created by President Quirino on July 17, 1948, through the enactment of Republic Act No. 333. The Act mandated the Commission to carry on the new Capital City Development Project left off by the preceding administrations.

¹¹ See James L. Magavern, "Physical Planning in the Philippines: The Need for Legislation," *Philippine Law Journal*, Vol. 43, No. 4 (Sept. 1968), pp. 578-579. See also Abueva and De Guzman, *Handbook of Philippine Public Administration*, (1967), pp. 163-164.

¹² Commonwealth Act No. 648, (June 16, 1941).

¹³ Emergency measures included the building of workers' tenement housing; control of the urban tenant-landlord relations; etc. See Ocampo, Part II, p. 1.

¹⁴ See James L. Magavern, p. 584.

¹⁵ Asteya M. Santiago and James L. Magavern, "Planning Law and Administration in the Philippine Local Government," *Philippine Planning Journal*, Vol. III, No. 1, (October, 1971), p. 15.

¹⁶ Executive Order No. 93, (1947).

¹⁷ See Ocampo, Part II, p. 3

In 1950, the National Urban Planning Commission, the Capital City Planning Commission and the Real Property Board were merged to form the National Planning Commission. The functions of the Commission were to formulate plans for all towns, cities and regions in the country; to prepare zoning ordinances and subdivision regulations; and to draft a uniform building code.¹⁸ In 1954, the Commission had prepared a master plan for Manila, and in 1966, some 194 plans were ready for adoption by cities and towns. A set of model subdivision regulations and a building code were also prepared. The plans of the Commission were generally oriented to civic design.

In 1964, the Presidential Assistance on Housing (PAH) was established under the direct supervision of the President to serve as the overall coordinator of all agencies related to housing and as a liaison office between the government and the private sector.¹⁹ Among its main functions were the drafting of uniform housing standards, coordination of all government relocation programs, and formulation of policy proposals. Executive Order Nos. 67 and 68 authorized the office to propose and implement a nationwide housing program. These powers and authorizations, however, existed only in paper and the Office was never given enough support administratively or financially.

The principal agency involved in financing the urban and housing development projects was the Home Financing Commission. Created, in 1956, under Republic Act No. 1557, the Commission's main functions were to operate a mortgage insurance program, to encourage or initiate the organization of building and loan associations, and to promote home building and land ownership.²⁰ Other agencies like the Government Service Insurance System (GSIS), Social Security System (SSS), and Development Bank of the Philippines (DBP) likewise extended housing

loans to low-income groups for home construction.

Meanwhile, decentralization of planning function to the local governments has been encouraged by the central authority. The Local Autonomy Act of 1959 empowered the legislative bodies of cities and municipalities to enact zoning and subdivision regulations. In 1962, through the issuance of Administrative Order 31, each city and municipality was required to form its local planning board to prepare development plans and development control regulations under the advice of the National Planning Commission.²¹ A parallel move was initiated by President Marcos in 1968 to strengthen provincial planning through Executive Order No. 121. The Executive Order proposed the creation of a provincial development committee in each province to formulate its provincial development plan and to coordinate the public and private sectors in the implementation of development projects.²² However, the outcomes of these policies were not quite satisfactory. The local legislative bodies, on the one hand, were reluctant to accept the planning responsibilities vested on them, and on the other were lax in implementing their plans and in enforcing zoning and subdivision regulations.

In general, planning exercises during the late 50's up to early 60's were in a state of confusion and inefficiency, primarily due to the lack of funds and to the absence of a determined administrative power to support the programs. Furthermore, planning approaches at that time constituted more of preventive control rather than of innovative character.²³ Regulations were adopted indiscriminately from foreign models and few cases of implementation were recorded. Planners imbued with high aspirations either migrated abroad or left the profession. As a consequence, a vacuum in "innovative planning" resulted.²⁴

¹⁸United States Agency for International Development (USAID), *Housing and Urban Development in the Philippines* (1968), p. 7.

¹⁹*Ibid.*, p. 3.

²⁰*Ibid.*, p. 4.

²¹See James L. Magavern, p. 590.

²²*Ibid.*, p. 594.

²³From Geronimo V. Manahan, in a lecture on "History of Planning Practice in the Philippines," delivered at the Institute of Environmental Planning, (1971), (mimeographed copy).

²⁴*Ibid.*

In the 1960's, the concept of regional planning was introduced to bridge the gap between national development and local planning efforts. The concept as originally conceived was motivated by the experience of the Tennessee Valley Authority in the United States.²⁵ The introduction of regional planning was thought necessary to stimulate economic development of potential regions that were then underdeveloped and to effect a more even distribution of growth in the different regions of the country.²⁶

The first regional development authority was created in 1961 through the joint efforts of the Mindanao-Sulu-Palawan Association for the purpose of developing the island of Mindanao and the island provinces of Sulu and Palawan. To quote from the documents creating the Mindanao Development Authority (MDA):

"This legislative piece seeks to create the Mindanao Development Authority, a body corporate clothed with the power of government but possessed of the flexibility and initiative of a private enterprise. It is based on the proposition that the balanced growth of Mindanao, Sulu and Palawan could be best accelerated and realizing through regional development, where the responsibility for administering duly prescribed policies is definitely laid in a specific agency."²⁷

The law that created the Authority vested this agency with planning and regulatory functions. Its responsibilities, among others, were: to prepare a comprehensive plan for the enhancement of socio-economic development of the region in consonance with the guidelines of the National Economic Council; to extend planning, management and tech-

nical assistance to private investors; to recommend to agencies what agricultural and industrial projects to undertake; and to coordinate and harmonize the diverse programs and operations of different public and private agencies in the region to minimize piece-meal execution, rivalry and overlapping of projects for regional development.²⁸ The Authority was governed by a Board of Directors appointed by the President of the Philippines, with the approval of the Commission on Appointments.

In the Five-Year Integrated Socio-Economic Plan of 1962, a program for regional development in Mindanao and Central Luzon-Cagayan Valley regions was proposed.²⁹ For Mindanao Region, the proposal indicated emphasis on industrial and agricultural development, identifying specific projects like integrated steel mill, aluminum, fertilizer and plywood plants. The proposal for Central Luzon-Cagayan Valley Region, on the other hand, centered on the development of water resources. The Five-Year Plan further emphasized the decentralization of planning functions to the regional level. This concern was elaborated by the then NEC Chairman Sixto K. Roxas. To quote:

"Economic planning at the national level is usually undertaken at too high a level of aggregation to produce results that are meaningful for specific investments. The gap between a national aggregative plan and specific projects is usually too great to enable prospective investors to identify from the plan realistic investment opportunities. On the other hand, proceeding on an individual project by project basis would be far too slow... economic development planning in the country must be done on a regional basis..."³⁰

Interest in regional planning prompted the creation of a number of regional development authorities, most of them patterned after the framework of the MDA law. Among them

²⁵Tito C. Fimalino and Adriene A. Agpalza, "Government Reorganization and Regional Planning," *Philippine Planning Journal*, Vol. VI, No. 2, (1973), p. 74.

²⁶*Ibid.*, p. 74.

²⁷As quoted from Vicente R. Jayme, "The Mindanao Development Authority: A New Concept in Philippine Economic Development," *Philippine Journal of Public Administration*, (1961), p. 328.

²⁸See James L. Magavern, p. 597.

²⁹See James L. Magavern, p. 599.

³⁰See Sixto K. Roxas, in the *Philippine Economy in the 1960's* (Sicat, ed. 1964), pp. 166-168.

were the Central Luzon-Cagayan Valley Authority, the Mountain Province Development Authority, the Bicol Development Company, and the Laguna Lake Development Authority. However, little accomplishments had been achieved by these authorities. The activities of these authorities were generally limited to preliminary surveys, feasibility studies and project proposals. There were no integrated framework plans proposed, and actual implementation of the proposed projects was minimal. The authorities were generally handicapped by the shortage of funds and lack of qualified personnel to work out development plans, and more importantly, their creation was not preceded by a careful analysis of the problems, needs and conditions of the regions.³¹

The impacts of uncontrolled urbanization had increasingly been felt in Metropolitan Manila in the 1970's. Problems related to human settlements continued to put pressures on the government.³² In 1971, the Philippine government, with the assistance of United Nations Development Program (UNDP), initiated three development projects to be funded by the World Bank: Physical Planning Strategy for the Philippines, the Manila Bay Metropolitan Region Strategic Plan and the Mindanao Development Project. These projects were undertaken in joint efforts by the different agencies and departments, namely: Department of Public Works, Transportation and Communication, the Presidential Economic Staff (later taken over by the National Economic and Development Authority), and the University of the Philippines Institute of Planning.³³ The main objectives of these projects were to examine and analyze the ills and problems of Metropolitan Manila, to identify priorities for development in other regions of the country to formulate concrete

programs and projects and to direct future growth and development through appropriate land use plans and development strategies. The operation of the projects produced several studies which were submitted to the national government for implementation.

In 1972, President Marcos ordered the adoption of the Integrated Reorganization Act. Under this act, the National Economic and Development Authority was created to replace the National Economic Council as the top planning agency in the country.

At the regional level, the reorganization plan divided the entire country into eleven administrative regions, each with a designated regional center or capital. A regional development council composed of the governors and mayors of respective provinces and cities, regional directors of different departments, and the general managers of regional or sub-regional development authorities in the region was established to serve as an extension of NEDA and is responsible for the development of its respective region.³⁴

Then on September 19, 1973, with the expressed commitment of the government to provide a more "viable environment and human habitat," a Task Force on Human Settlement (TFHS) was created through the issuance of Executive Order No. 419. The main functions of this planning body were to undertake and support a national human settlements program and to handle land use planning and resource management activities. The Task Force started to undertake in-depth studies on existing human settlements primarily to identify priority areas for project development and to lay down policy guidelines for project implementation. The TFHS was later elevated to the Human Settlements Commission by virtue of Presidential Decree No. 933. In 1978 it was renamed Human Settlements Regulatory Commission and was designated as the regulatory arm of the Ministry of Human Settlements.

On June 11, 1978, President Marcos created the Ministry of Human Settlements (MHS) by

³¹ See Tito C. Firmalino and Adrienne A. Agpalza, p. 75.

³² Luzviminda B. Encarnacion, Naila A. Lapuz and Ma. Corazon C. Lising, "Manila Urban Development Project: A Case Study in Public Borrowings and Project Development," *Philippine Journal of Public Administration*, Vol. XXII, No. 1, (Manila, January, 1978), p. 47.

³³ *Ibid.*, p. 47.

³⁴ See Tito C. Firmalino and Adrienne A. Agpalza, p. 78.

issuing PD No. 1396. This decree gave the Ministry functions related to land use and town planning, environment management, and livelihood program. The Ministry is structurally organized with three distinct bodies: the Ministry Proper, the Human Settlements Development Corporation, and the network of attached agencies. The Ministry Proper performs the policy and decision-making function of the Ministry, the Human Settlements Development Corporation is the implementor of Ministry policies, and the attached agencies coordinate with MHS in achieving their goals.³⁵

Two years after its creation, on July 13, 1980, the Ministry of Human Settlements, together with four other agencies, launched an interagency program known as the "Town Planning Assistance Program." The four other cooperating agencies are Ministry of Local Government and Community Development (MLGCD), Ministry of Finance (MOF), National Economic and Development Authority (NEDA), and Office of Budget Management (OBM). The agencies agreed to coordinate their efforts in assisting municipalities and cities to prepare their individual development plans and to institutionalize planning at the local level.

AREAS OF AMERICAN INFLUENCE

In the process of institutionalization of planning in the Philippines, the policy-makers were generally guided by experiences in the United States. They borrowed planning ideas, principles and methods which were injected into the country's planning laws and development control measures. These ideas also determined somehow the planning bodies created. Certain implementation policies and strategies were adopted quite liberally. At this stage it would be possible to distinguish American influence in the areas of

design, land use control regulations and planning policies.

As revealed in the previous discussion of the history of planning in the Philippines, the earliest recorded infusion or transplantation of American design principles into the local plans was in the preparation of the master plans for Manila and Baguio. Burnham, a leader of the "city beautiful" movement in the United States, was commissioned to draft the plans of the two cities in 1904. The major aspects he emphasized in the plan for Manila were the civic center, wide radial boulevards, landscaped parks and pleasant vistas.

The salient features of the Manila Plan were the comprehensive transport network consisting of a rectangular gridiron system of roads super-imposed by radial and diagonal arteries, grouping of public and semi-public structures to form a symbolic focus, landscaped parks, a civic center, and the development of water transportation system using the esteros.

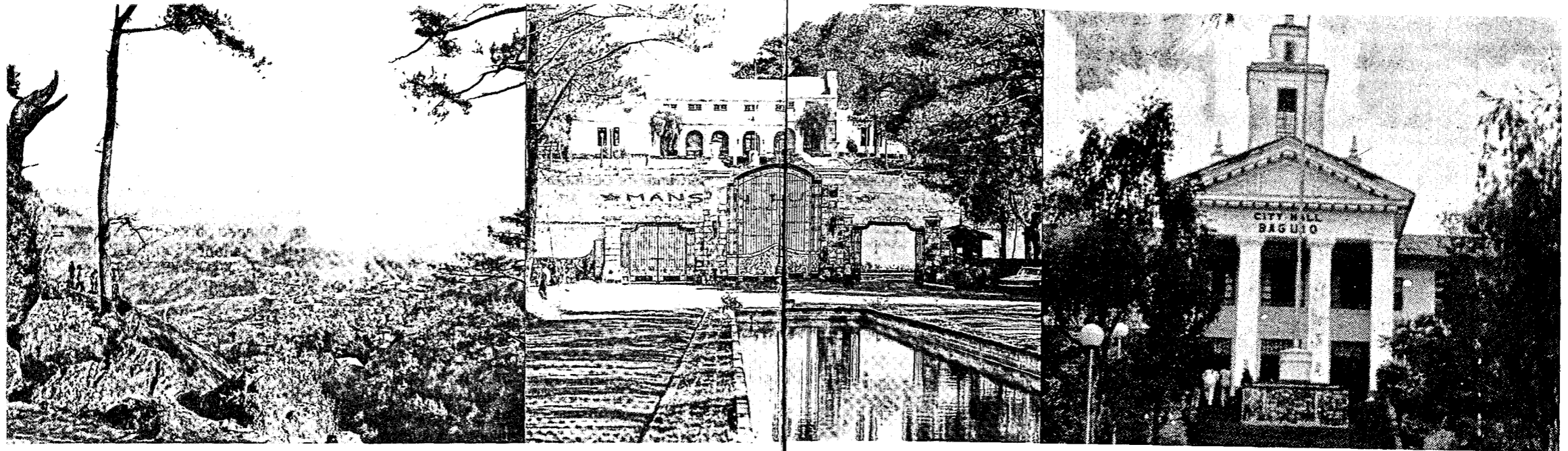
Although the plan was not fully implemented tangible evidences of Burnham's concepts can still be noticed such as the radial streets in the heart of the city, the grouping of public buildings around Rizal Park and the present Roxas Boulevard along Manila Bay.

Mention was made of the desire of Commonwealth President Manuel L. Quezon to transfer the national capital to a suburban site, now Quezon City. The National Assembly on June 8, 1939 passed Commonwealth Act No. 457 which authorized the "construction of national government and other buildings on a site to be selected by the President of the Philippines within a radius of 30 kilometers from the Rizal monument of Manila, including the acquisition of privately-owned lands and buildings."

Diliman became the nucleus of Quezon City which was given its charter by the National Assembly on October 12, 1939. President Quezon's planning advisers A. D. Williams and Harry T. Frost drew up the plan for the new city.³⁶ However, World War II broke out.

³⁵Information Coordinating Center, University of Life Complex, *Overview of the Ministry of Human Settlements* (April, 1982), p. 3.

³⁶This particular information is found in Appendix I of the Master Plan for the New Capital City, prepared by the Capital City Planning Commission, March, 1949.



Highlights of the Baguio City Plan

Daniel H. Burnham and Pierce Anderson submitted to the United States Secretary of War William H. Taft on October 3, 1905 the preliminary plan for the City of Baguio. The two American planners suggested as the first step in planning the City the determination of the probable future size of this Community. It was assumed then that Baguio would not exceed 25,000 inhabitants and the main strategy proposed was to concentrate business and other necessary activities in a single compact group.

There were three level sites identified from which to choose one suitable for urban center development. Baguio Meadow was selected as the most appropriate and practical location for business, municipal buildings and national government buildings to achieve convenience and appearance. It was the largest, having a width of one-half mile and the length of three-fourths of a mile. The two other level sites were proposed for residential development and for "detached" public and semi-public institutions.

The three objectives stated in the Plan reflected the fundamental elements which were given strong emphasis by the planners of the "city beautiful" movement. These objectives were:

- 1) "To provide a street system adapted to the changing contours, allowing easy communications and avoiding East-West and North-South orientation of building lines. (Note: The purpose of avoiding the mentioned directions of building lines was to provide direct sunlight to the houses at some time of the day).
- 2) "To provide suitable location for public, semi-public and private institutions of importance.
- 3) "To provide recreation areas in the shape of playgrounds, parks and open esplanades or parkways."

The street system was aimed not merely at providing convenience in traffic but "to

carry through the lines of the streets to commanding points on the hillsides and thus permit the location of monumental buildings. . . ." The planners recounted experiences in other countries like Italy and France where the hill towns presented instances "in which the lines of the level streets are carried steeply up the hillsides to terminate the vista at points of especial interest." Another notable example cited was the street planning of Washington, D.C., where the steep grades prevented the prolongation of the streets directly up the Capitol. By turning the streets aside to reach a higher level, the line of vision was maintained "permitting the building to command the vista down the streets."

The slopes of the hills offered several beautiful sites for various institutions: schools, churches, hospitals, sanitarium, etc., which preferably had to be close to the City. Almost all of Pakdal (one of the level sites intended for housing) were allocated for the more fashionable residences to be occupied by

wealthy families. Other private houses of lower income categories would dot the slopes of the hills surrounding Baguio Proper.

The Plan recommended the development of parks, play-fields, and an open air theater similar to the one built at the University of California. A Country Club was to be placed at Loacan where areas excellent for golf and other sports were located. It was recommended that large portions of surrounding hills should be declared public lands and should be maintained as informal parks. The preservation of existing wooded areas to prevent the destruction of the beautiful scenery by unscrupulous lumber men should be studied and be given priority in the building of the City.

Burnham and Anderson admitted that the Plan as outlined was fragmentary due to the absence of surveys. Nevertheless, they hoped that it could point out the general directions toward which Baguio City could grow as a community of "convenience and beauty." TCF

After the war, the quest for a site where to transfer the nation's capital was revived by President Manuel A. Roxas who created a Capital Site Committee by issuing Administrative Order No. 5 on July 23, 1946. The Committee explored 15 other areas outside Quezon City and evaluated these sites on the factors of general sanitation, public works development, scenic resources, strategic considerations and administrative coordination. The final choice was still the old Quezon City plus the undeveloped land toward Novaliches watershed.³⁷

A significant development in this regard was the sending of a mission of Filipino architects and engineers on a study tour of the United States and South America with the objective of the having the capital city conform to the latest trends in construction and architecture.³⁸

Upon his assumption to the Presidency, President Quirino, on July 17, 1948, signed Republic Act 333 creating the Capital City Planning Commission entrusted with the function of planning the capital city. The Commission prepared a Master Plan for the new capital city which embodied different aspects of land use such as residential neighborhoods, a system of thoroughfares, the central park, the Executive Center, the Business Center and the Constitution Hill. The Constitution Hill was proposed as the seat of constitutional bodies distributed in three sets of buildings. These were the House of Congress, the Palace of the Chief Executive and the Supreme Court.

Very apparent was the foreign ingredients (including American) in the plan of the Constitution Hill, which was expressed in the Commission's words:

"These three main buildings will symbolize for generations to the whole world, the government and culture of the nation. It is imperative that symbolic and dignified names be given to each one of them. These could be called Palaces or Houses. We have the Palace of Justice in Paris and Buckingham

Palace in London. We have the House of Parliament in London and the White House of Washington. Being a democracy and a Republic, we favor the designation of Houses to our main buildings, and the House of Congress could be very appropriately and symbolically called the House of Wisdom, the Palace of the President, as the House of Prudence, and the Offices of the Supreme Court and other moderating bodies, the House of Justice."³⁹

The success of the Tennessee Valley Authority (TVA) in regional development inspired the Philippine Congress to enact the Mindanao Development Authority (MDA) law in 1961. The TVA was an administrative device of the United States Federal Government to manage the water resources of a river system. Through the development of the natural resources of the Tennessee Valley region, TVA was able to prevent flood hazards, improve navigations, provide parks and recreational facilities, promote unified development of land resources, and encourage establishment of industries by supplying cheap electricity.

The establishment of the MDA, however, was not for the management of a river system but for the development of the whole Mindanao which was considered a resource region.

Other authorities similar to the MDA were created to conduct feasibility studies and prepare plans for specific regions and subregions. However, only a few of the 18 or so authorities and development boards were actually funded.

Unlike the TVA, the regional authorities in the Philippines failed in their mission because of lack of national support. Many of these authorities and regional planning bodies were later attached to or placed under the National Economic and Development Authority for administration or supervision.

³⁷ *Ibid.*

³⁸ *Ibid.*

³⁹ Mentioned in Chapter I of the Master Plan for the New Capital City prepared by the Capital City Planning Commission (March, 1949).

American influence was also felt in the adoption of land use development regulations in the large urban areas of the country. Zoning as most people know is one of the most popular devices used in achieving planning objectives. Through zoning a city or municipality is divided into zones for the purpose of regulating the use of land in order to protect and promote the health, safety and general welfare of the people. The main intention of zoning is to segregate residential areas from industrial and commercial development to avoid nuisances.

Zoning as a means of protecting good residential neighborhoods from encroachment of commercial and industrial establishments became popular in the United States in the 1920's. During the same period (in 1928) a zoning ordinance for Manila was promulgated, although it took into effect much later in October, 1940. The zoning ordinance was simply designed to prohibit the location of certain industries in specific areas.

Preparation of the new zoning regulations for Manila was started in 1946, simultaneously with the drafting of the City's Master Plan by the National Urban Planning Commission. The zoning regulations were subjected to a series of public hearings and on March 18, 1953 they were adopted by the National Planning Commission. These were submitted to the Municipal Board of Manila for implementation. Salient features of the new zoning regulations were: 1) control of the population density to prevent excessive population concentration, 2) protection of residential neighborhoods from intrusion of incompatible uses, 3) gradual elimination of heavy industries scattered in the city, 4) subdivision of residential zones into three classifications, and 5) subdivision of business areas into two groups.

These zoning regulations were criticized for their inapplicability to local conditions. James L. Magavern for the *Philippine Law Journal* (September, 1968) said in his article that "they are too rigid, too detailed, too ambitious and too much in the American pattern, especially for application to smaller communities."

In 1976, the Human Settlement Commission through its Zoning Administrative Project Staff, produced a manual on the preparation

of zoning ordinances to be distributed to municipalities and cities to "enable them to prepare and adopt zoning plans and ordinances that are consistent with the national and regional (development) efforts and could be realistically administered and enforced."

At present, the Human Settlements Regulatory Commission provides assistance to local governments in the preparation of zoning regulations. All local governments are required to submit their respective zoning ordinances to the Commission for review.

Another form of development control is the enforcement of the building code. Manila had its building code as early as 1923. The model for the Manila building code was the 1911 New York Code.⁴⁰ In August of 1968 a tragedy which occurred in Manila, the collapse of Ruby Tower, aroused the citizenry to clamor for a national building code. However, it was not until 1977 when the country had its national building code.

A group of planners from the Board of Technical Surveys and Maps, National Planning Commission and the Institute of Planning met on May 16, 1969 to constitute the Task Force Committee on Land Use Mapping. The Committee wanted to come up with a standardized coding system for land use maps which would be useful for planners.

The Committee studied the mapping systems in United Kingdom, the United States and other countries. The coding system for land use mapping which the Committee recommended contained several features similar to those used in the United States. Prominent among them is the color code for major land uses.

CHANNELS OF INFLUENCE

American planning principles and ideas filtered into the country during the post-war period through various channels with the following as most prominent: 1) external assistance programs, 2) professionals who studied abroad, and 3) schools offering planning courses.

⁴⁰ From an interview with a professional planner who participated in the drafting of the current national building code.

Before World War II, the influence was directly coursed through the government since the Philippines was then under American control. For instance, Burnham came to the Philippines due to the instructions by the United States secretary of war. Many Americans held key positions in the colonial administration and one of these offices which was once headed by an American was the Bureau of Public Works. The Bureau took charge of the preparation of plans for municipalities and cities before the war. The name of Louis P. Croft, likewise, was familiar among early planners. He was Adviser to the President of the Philippines on National Parks and Land Planning from 1938 to 1950.⁴¹

External assistance programs have been sought from the United Nations, United States Agency for International Development and some financial institutions. American consultants and experts have served a number of foreign assisted programs and projects in the Philippines. They bring with them their own knowledge and experience gained in the United States.

The United States Peace Corps organization has been sending volunteers to the country to be attached to government offices, especially in provinces, municipalities and cities. There were planners among the volunteers who actively participated in the collection and analyses of data preparatory to the formulation of local planning documents.

The early national planning bodies created to initiate planning activities in the Philippines had Filipino planners in their staff who graduated in the United States. The National Urban Planning Commission, the Capital City Planning Commission and the National Planning Commission had all such graduates that occupied important positions. It would be reasonable to expect that they would apply the knowledge and skills they gained in their studies.

The planning schools are also agents in the transmission of American planning technology into the country. A look at the library of the Institute of Environmental Planning will reveal that the authorship and publication of most of the collection of books and other planning literature are American. Some teachers have obtained their planning degrees from United States universities and colleges and colleges.

CONCLUSION

From the previous discussions, it has been shown that the United States experience in planning has undeniably influenced the pattern of planning in the Philippines. Nevertheless, this phenomenon is not at all unique to the Philippines. The United States itself found the desirability of seeking out European ideas applicable to the planning of Washington, D.C. Major Pierre L'Enfant an artist and an engineer who was commissioned to plan Washington, D.C. asked Thomas Jefferson for plans of European cities from where he could pick the best ideas which he could use in the monumental work assigned to him. Later, in 1900, the group that was constituted to prepare the plans for the park system of the United States capital had for its first agenda a visit to European cities, especially Paris which inspired L'Enfant.

It seems that the transfer of planning technology from one country to another is inevitable. If the Philippines had not imbibed planning knowledge from the United States planning practice in the country would still be crude.

Introduction of foreign techniques and methodology into a country can enrich the planning knowledge of the planners in that country. Better plans are prepared and successful implementation of plans can be enhanced.

The danger, however, is in the indiscriminate adoption of foreign models. Some foreign standards and approaches may not be applicable in the country due to cultural differences or to inadequacies of resources. Before foreign ideas are integrated into the local planning technology, they should be carefully examined or tested for their adaptability. Otherwise, tremendous cost will be incurred. □

⁴¹The services of Louis P. Croft to the Philippine Government were cited in the Master Plan for Manila, prepared by the National Planning Commission in 1954.

CITIZEN PARTICIPATION IN URBAN RENEWAL PROJECTS: CASE STUDIES OF TWO ZONAL IMPROVEMENT PROGRAM AREAS*

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Introduction

Squatters and slum areas are a common phenomenon in Third World countries, including the Philippines. In general, this phenomenon is a direct offshoot of the basic policy of keeping farm incomes and urban wages low so as to attract foreign capital investment and to produce foodstuffs within the budgets of the underpaid urban labor force. Since even the low urban wages are higher than the level of farm incomes, rural peasants migrate to urban centers. In majority of cases, migrants from rural areas can not afford to pay for housing in the urban areas. Hence, squatting appears to be the only alternative.

The problem of slums and squatter areas has become too complex and nothing short of a complete revision of government policies and approaches would seem an adequate solution. Long-term permanent solutions are nowhere in sight. In the short term, the best that can be done is to turn the country's slums and squatter areas into more livable human settlements through urban renewal.

One of the most important ingredients of urban renewal—and of any planning activity for that matter—is community participation. Community participation may be costly, time consuming, frustrating and even a nuisance,

from the point of view of some sectors, but it cannot be dispensed with. Substantive programs to upgrade the housing conditions of the poor can only succeed if the beneficiaries of such programs are effectively involved. Participation is a means of mobilizing the resources and energies of the poor, of converting the poor from passive consumers of the services of others into producers of those services themselves. Lastly, it constitutes a source of special insight, of information, of knowledge and experience which cannot be ignored by those concerned with planning poverty-directed programs.

Objectives and Methodology

Community or citizen participation (CP) has many faces. Numerous actions of citizens can be subsumed under the broad umbrella of this term. According to Sherry Arnstein¹ CP is a "categorical term for citizen power." It is nothing less than a redistribution of power that enables have-not citizens to share in the benefits of society. To Arnstein, there is a critical difference between going through the empty ritual of participation and having the real power to effect the outcome of the process.

* Based on a paper submitted by the authors as a requirement for the course in Housing Workshop under Prof. Dolores A. Endriga.

¹ Sherry R. Arnstein, "A Ladder of Citizen Participation," *The City in the Seventies*, by Robert K. Yin, Ithaca, F.E. Peacock Publishers, Inc., pp. 110-119.

This couple of case studies will highlight the extent of CP as practised in the two on-going urban renewal projects under the Zonal Improvement Program (ZIP) of the National Housing Authority, namely Bagong Barrio in Caloocan City and Barrio Escopa in Quezon City. These two areas were chosen on the basis of their being relatively the most advanced in terms of planning, among other areas currently being programmed.

Specifically, each case recounts the story of how the plan for the area was arrived at, and how it was or is being implemented with the participation of the people. It looks into what concrete activities sufficiently constituted participation, who participated in the planning process, and what factors affected the participant's ability to influence the outcome of his participation. In general, it means looking into the mode and intensity of participation by the people and the extent to which their aims are fulfilled.

In this regard, the analytical ladder of CP proposed by Arnstein will be used as a guide. The classificatory principle in Arnstein's ladder is the amount of citizen power exercised. It ranges from non-participation (manipulation and therapy) to tokenism (informing, consultation, placation) and then to varying degrees of citizen power (partnership, delegated power and citizen power). This ladder is graphically illustrated in Figure 1.

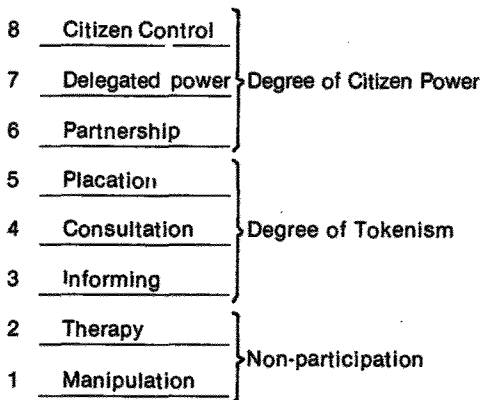


Figure 1—Eight rungs on a ladder of citizen participation.

The bottom rungs of the ladder are (1) Manipulation and (2) Therapy. These two activities are often mistaken by some power holders

for genuine participation. Their real objective is not to enable people to participate in planning or conducting programs, but to enable power-holders to "educate" or "cure" the participants. Rungs 3 and 4 progress to levels of "tokenism" that allow the have-nots to hear and to have their voices heard (getting informed and being consulted). But under these conditions the citizens lack the power to insure that their views are heeded by the powerful. When participation is restricted to these levels, there is no follow through, no "muscle", hence no assurance of getting the status quo changed. Rung (5) Placation is simply another form of tokenism because the ground rules allow have-nots to advise, but retain for the power holders the continued right to decide.

Further up the ladder are levels of citizen power with increasing degrees of clout. Citizens can enter into a (6) Partnership that enables them to negotiate and engage in trade-offs with traditional power holders. At the topmost rung (7) Delegated power and (8) Citizen control, have-not citizens obtain the majority of decision-making seats or full managerial power.

The data for the study were gathered through free-wheeling interviews and informal talks with persons involved in the program, or who were simply affected by it. The purposive sampling technique was used. Initially it was thought that the following should be interviewed—one local planner directly responsible for maintaining contact with the people, four barangay leaders and two residents from each barangay. However, these interviews usually caught the curiosity of neighbors (and neighbors are only a few feet away) who subsequently joined the group and pitched in opinions. These unintended informants enriched the data for the study. Controlling the number of respondents did not prove to be as important as being able to get insights from the residents. Some of these unintended respondents stuck it out for the duration of the interview while others slipped out in between valuable comments to attend to their "labada" (laundry) or "sinaing" (cooking).

The Zonal Improvement Program

The sites and services approach to planning urban renewal has been adopted by the

government to deal with the problem of slums and squatting. To this effect, Letters of Instruction 555 and 557 were issued. Both directives recognize the need to uplift the living conditions in slums and blighted areas through the introduction or improvement of physical facilities and utilities, and provision of adequate community services in health, nutrition, sanitation and education. The directives further placed the primary responsibility in the hands of local governments, with technical and financial assistance coming from the National Housing Authority (NHA). Under this concept, the local government shall plan and implement the project through a long-term loan from the NHA. Upon completion of the project, the Authority shall collect the amount from the local government or through an intermediary of the beneficiaries and shall administer the completed project. As an integral component of this national program, the Zonal Improvement Program was first launched in Metro Manila.

CASE STUDY 1: BARRIO ESCOPA

General Profile

A well-known squatter area in Project 4, Quezon City, Barrio Escopa is located some one-and-a-half km. East of Cubao Central Business District (Araneta Center) and about one-half km. South of Ateneo de Manila University compound. It is bounded by the Municipality of Marikina on the East, P. Burgos Street on the West, P. Tuason Street on the South and the Ministry of Social Work-Bureau of Vocational Rehabilitation Compound on the North.

Before World War II, Barrio Escopa was a property owned by a Japanese residing in the Philippines. With the defeat of the Japanese forces by the Americans in the war, ownership of the land was transferred to the latter. In 1948, then President Elpidio Quirino proclaimed all alien-owned properties in the country as government properties. The 1st Company of the Philippine Army occupied the area and code-named it "ISCOPA". Some 13 pioneering families also established their homes near the army camp within the area.

In 1953, the entire area of 92,953 sq. m. was declared property of the Ministry of Social

Welfare (MSW). The 1st Company of the Philippine Army withdrew from the area leaving the pioneering families who had by then increased in number. In 1955, the government land-turned squatter area, was declared a barrio.

At present, the MSW-Bureau of Vocational Rehabilitation occupies only 31,777 sq.m. of the total area. On the other hand, the resident families in the area have increased further and now occupy the remaining 61,178 sq.m. of land or approximately 6.1 hectares.

Barrio Escopa is administratively divided into four (4) barangays. It is at present populated by 1,246 resident families or 7,896 persons with an average density of 207 families per hectare. This is way above the acceptable density fit for human habitation of 100 to 120 families per hectare. The area has a relatively young populace with an average age of 21 years. The working age populace comprises 67.46 per cent of the population, about 13 per cent of which are unemployed. The average monthly income is ₱402.00. Most of the residents are employed as craftsmen and production process workers or laborers. Among the school age populace, 51 per cent are in school while the rest are out of school.

Like in most squatter areas in the Metro Manila area, many of the families in Barrio Escopa have been residing in the area since after World War II. Almost half or 44.5 per cent of the families have been residents of the barrio for 25 years. More than half (59.39%) of the total resident families claim ownership of the house and lot they presently occupy. Other forms of tenure include renting of houses or lots or both houses and lots occupied. Most resident families are not migrants from distant provinces. Seventy-one per cent of them or 885 families have previously resided in Metro Manila.

In selected areas of the project site, several organizations have been formed. Most of them are civic and religious organizations involved in various community projects, examples of which are Tanglaw ng Kabataan, Green Falling Leaves, Cursillista, and Bible Study Club. The barrio chapel and basketball court serve as a common area for their activities, as well as for recreation and general community assemblies.

According to the 1975 census-survey conducted in the area, 44.61 per cent or a total of 695 structures in the area are made of light and strong materials while 44.43 per cent are of light materials. The rest of the structures are either made of strong or salvaged structures. The single-detached dwelling units which constitute 71.68 per cent of the total residential structures are generally of the one-room type (55/56%).

Basic physical infrastructure facilities and utilities are sorely missing in the area. About 53.69 per cent of the households in the barrio get their water from public faucets while only 4 per cent are able to avail of piped water connections in their homes. For power supply, 79.96 per cent of the families rely on electricity. Bathrooms are found in only 34.37 per cent of the households despite the fact that no public bathroom is available in the area. About 92 per cent of the houses have open canals for their liquid waste disposal. In general, the sewerage and drainage system is poor and has been a major source of health problems in the barrio.

COMMUNITY PARTICIPATION: MODE, INTENSITY AND QUALITY

Participation in Plan Preparation

Although this study looks into the current urban renewal effort in the context of the Zonal Improvement Program, it would be instructive to highlight the work done under the defunct Barrio Escopa Urban Development Project. This earlier project laid down the groundwork for planning and even actually undertook the preparation of plans currently being implemented under the present program. There was no transition nor reorientation of directions to speak of with the takeover of ZIP over the area for both programs had essentially the same objectives. In a sense Barrio Escopa had been experimenting on this approach long before the inception of ZIP. Thus, in a manner of speaking, the present program merely took off from where the Barrio Escopa Urban Development Project left.

On June 22, 1975, President Ferdinand E. Marcos issued Memorandum Circular No. 643 creating the Committee on Housing and Urban Development (HUD). In line with its

objectives of rehabilitating slums and squatter areas, it identified several blighted areas, one of which was Barrio Escopa. The involvement of the local government was thought a must in this undertaking. Thus, on July 16, 1975, the Quezon City Government through the City Planning and Development Board and the HUD entered into a Memorandum of Agreement to undertake the Barrio Escopa Urban Development Project. The City Planning and Development Staff (hereinafter referred to as the City Planning Office) under Architect Generoso Magat, was assigned to compliment the HUD team. With the issuance of PD 757 on July 31, 1975 which created the National Housing Authority (NHA), the HUD was one of those bodies amalgamated into the Authority. Thus, the former HUD team became the NHA team.

The project had the following objectives:

1. To improve the quality of life of the people in the area through the preparation and implementation of a comprehensive and integrated development plan, with emphasis on environmental factors.
2. To adopt related development policies and programs in replication of the Tondo Foreshore Development Project.
3. To coordinate with local and national agencies involved in solving problems affecting depressed areas.
4. To designate Barrio Escopa as a Planned Area for New Development (PLAND).

The strategy for planning and implementation of the Escopa Urban Development Project took cognizance of the "necessity of rallying the support and participation of the people to assure the success of its development plan." Thus, in August 1975, the NHA in coordination with the City Planning Office sponsored an "Information Caravan" in Barrio Escopa to formally launch its project.* Prior to the event, the project team circulated notices all over the area. To guarantee widespread knowledge about the schedules and

*The NHA withdrew from the project in 1975 and gave full control over the project to the City Planning Office.

agenda for these forthcoming community meetings which were to be held everyday, and other future meetings for similar purposes, the distribution of such notices was adopted as standard operational procedure. Specifically the Community Relations and Information Officer of the project team as the person responsible for maintaining continuous contact and liaison between the residents and the planning group, supervised the information dissemination campaign. The leaflets were coursed through the barangay officials who took charge of distribution in their respective areas of jurisdiction.

The barangay was one of three levels of organization in the community identified to function actively for the project. The others were the Citizen's Committee (CC) and "different grassroots organizations in the barrio." The CC was organized "to serve as the representative of the community to the project planning group during the formulation of development strategies and programs." The CC was composed of the four (4) chairmen from the four administrative areas or barangays in the area, namely: Escopa 1, 2, 3 and 4, the four (4) Kabataang Barangay Chairmen, the first Councilmen from each barangay and the officers of the Barrio Escopa Coordinating Council. The Barrio Escopa Coordinating Council was composed of all the most active organizations in the barrio. All three organizations suffered from overlapping of membership.

The "Information Caravan", which went on for one week, sought to introduce the program to the people, familiarize them with its objectives, clarify to them what to expect from such a program as well as stress to them their responsibilities with respect to the undertaking. The leaflets which were distributed prior to all these meetings likewise sought to explain such issues. Specifically, the "Information Caravan" gave notices and explanations to the residents about the forthcoming "tagging of structures" and census survey which would be conducted in the whole barrio. To gain audience for the drive, and make it irresistible to the residents, several government agencies pitched in with efforts to render free services to the residents in a tent set up in the barrio's only basketball court. The free services offered included, among others, treatment of illnesses, distri-

bution of medicines, dental treatment, family planning consultation, job recruitment, cultural information and information on trash recycling. According to the barangay chairmen interviewed, this attractively programmed campaign spared no one in the barrio as evidenced by the big size of crowds which flocked to the tent for the duration of the caravan. The enthusiastic Barangay Chairman of Escopa 3 even recalled the conduct of a feedback drive in his own barangay after the information caravan to assess its impact. It meant a house-to-house campaign among the residents to ascertain that they understood its purposes. For at least three residents interviewed, the message of the caravan surely hit them what with the incentives that awaited them in the tent where free services of all sorts were offered. As explained by one barangay chairman interviewed, "kailangan mo ng ganitong mga incentives dahil mahirap mapadalo ang mga tao sa ganitong meeting nang wala kang ipamimigay." (Without these incentives it would be difficult to invite people to attend meetings.) For more than half of the residents interviewed however, their recall of the particular events which occurred during this campaign was poor, except for one particular promise made during these first meetings—that of the distribution of lands to the people.

In October and November of the same year, the census survey and tagging of structures followed. The census survey was conducted to: 1) determine the total number of structures in the area; 2) determine bonafide residents; 3) obtain a description of the structural quality of facilities and services obtaining in the area, and 4) determine household composition, income and expenditure patterns, and the number of extended families. The second baseline study sought to provide more in-depth data on the socio-demographic profile of the residents as well as determine the existing problems, needs and development potentials in the barrio. While the first study covered all the residents in the barrio, the second study was limited to only a 30 per cent sample of the total population. The respondents of the second study were picked via the simple random sampling technique. In both cases, questionnaires were used. To substantiate the findings from the survey, non-participant surveys were also conducted,

such as structural surveying or measuring of the lots.

From the results of the surveys, the local planners for the area drew up the Comprehensive Development Plan. Under the City Planning Office, the four sectors identified to conduct surveys and prepare the plan for the area were the physical, economic, social and organizational sectors. The physical sector drew up the development concepts that would guide the layout of physical structures in the area. The social and economic sector however, presented concrete and packaged programs in response to the needs identified in the survey. Commenting on this type of solutions, Tess Mariano,* a social worker and CRIO officer for Barrio Escopa felt that "social and economic programs are so packaged that if the area concerned is blighted, you just have to work with fixed programs such as feeding centers for the malnourished and green revolution campaigns. She stressed the lack of foresight of government agencies who dictate such solutions, in being able to program "only such that will have immediate impact on the people and not solutions which will really strike the roots of the problem."

In any event the City Planning Office once again called for community assemblies where the "proposed" plans were presented to the residents. These meetings were generally addressed to the household heads. Queries on the plans were entertained during the open forums. Proposals which were judged feasible by the planners were guaranteed inclusion in the plan. However, these proposals were few and far between. The Barangay Chairman of Escopa 3 related that among the suggestions which were considered by the planners, most dealt with such aspects as increasing the width of proposed roads or improving the drainage located near their house. In sizing up the attitudes of the residents during the open forums, Mariano and the barangay chairmen were one in the opinion that residents who

ventured to ask questions generally delved on very personal matters which the former just chose to dismiss. The residents merely reacted to particular aspects of the plan which would touch or affect them. Most of them were more interested in attacking the plans. Mariano felt during these meetings that the people were generally passive and complacent towards the project in the sense that they thought such plans were "good" but would not really care much until they see it implemented. She observed that roughly 60 per cent of the population had this kind of attitude.

In the course of the plan preparation, the physical planning sector later came up with a proposed layout of facilities and utilities in the area and suggestions to improve housing structures in the community. The plan which was posted in the barrio chapel for three months, specifically designated by colors which houses would have to be demolished to give way for the construction of the proposed community facilities, utilities and roads, which should be repaired only, which should be rebuilt totally, and which should be kept intact. The homes of two residents interviewed were to be demolished in part to give way for the widening of roads. The interviewees felt bad about it but could only resign themselves to such decisions. They thought such plans to be "good" but only when compared to what they presently have in the area. Less than half of the residents interviewed also expressed apathy towards these meetings because most of them were working and felt tired already in the afternoons when such meetings were called. One resident expressed impatience over the very long planning preparation. Except for three respondents, five of them refuse to believe the planners anymore because they represented the government. The CRIO officer even reported incidences of the planners' being sneered at by the residents. The concrete manifestation of apathy, as expressed by Mariano, was in the very poor attendance in the succeeding general assemblies. Roughly 200 household heads attended these meetings out of the 1,246 families in the area. These assemblies failed to generate the size of crowds that flocked to the "Information Caravan". However, assemblies went on for at least once a month till the plans were more or less firmed up.

* Tess Mariano joined the City Planning Office in 1976.

The barrio-wide assembly meetings were complemented by smaller meetings held in each barangay, which generally came in much the same frequency as the former. But like other meetings, it generally sought to relay to the people the progress in the plans. Questions were likewise entertained at the open forums. Assessing the responses of the residents during meetings, one barangay chairman commented that generally the people preferred to listen than to ask questions. One resident interviewed however commented that where people ask "intelligent questions" they were automatically branded as subversives. These meetings failed to generate the participation of even half the number of household heads in each barangay.

The planners did not generally rely on feedbacks from such community meetings, but took more time to sit with the barangay and other community leaders in caucuses at the City Planning Office in Quezon City Hall. Such importance was attached to the barangay officials that they were even taken to a seminar in Los Baños in Laguna to discuss plans for Barrio Escopa. To see to it however that the suggestions correspond with the general planning scheme for the place as they laid it down, the planners had the last say as to the rationality of proposals broached by the residents. The Barangay Chairman of Escopa 1 commenting on the probability of acceptance of residents' proposals, said: "Siguro sa limampung proposals, dalawa ang natatanggap" (perhaps two out of fifty proposals are accepted). The community assemblies and meetings at the City Planning Office went on until the general plans were completed in early 1976. From then on the planning activities in the barrio dwindled till late 1977 when the project was subsumed under the Zonal Improvement Program.

Participation in Plan Implementation

As conceived in the strategy for implementation of the Barrio Escopa Urban Development Project, the same three levels of organization in the community which were identified to function actively during the plan preparation stage were to be tapped as well during this stage of planning. The development programs recommended would be presented to the Citizen's Committee from

where the creation of sectoral task forces would follow. These task forces, in coordination with the planning team and other government and private agencies, would initiate the immediate implementation of the development programs.

The vision, however, failed to materialize because of petty rivalries and the pursuit of vested interests among the members of the CC. Specifically, the rift was between the barangay officials and the civic organizations, both of whom strongly felt the urge to outshine each other in terms of accomplishments in community projects. Armed with a legal status, the barangay leaders exploited their position to quell opposition in their respective area. The Barangay Chairman of Escopa 2 represented an extreme case. He refused to give recognition to and subsequently suppressed all organizations in his area. Justified the chairman: "Pinutol ko ito dahil puro kumakalaban sa gobyerno" (These groups must be stopped because they are all anti-government).

By virtue of a Memorandum Circular issued in 1977 by the Ministry of Local Government and Community Development, which directed the creation of planning councils in all barrios, the Barangay Development Council was formed in Barrio Escopa to replace the CC. It was composed of the four (4) barangay captains, one member from the barangay council, a teacher, and four (4) representatives from the barangay. These representatives were voted upon by the people in a secret balloting. For her part, Mariano put in some extra personal effort to insure a clean election by assigning residents as pollwatchers in the counting. The council did away with the representatives from the local organizations but kept the barangay leaders in position. One respondent expressed misgivings about the wisdom of this arrangement of including the barangay leaders when she claimed that their barangay chairman had the backing of some politicians in City Hall. Mariano of the CRIO likewise had doubts about the way these barangay leaders were chosen. They were placed in power by virtue of an election held in the basketball court wherein candidates with the most number of raised hands in their favor were proclaimed the winners. She thought that some candidates then resorted to "hakutan" or hauling flying voters

from other barangays to raise hands for them. Thus, she expressed resentment about having to deal with established political leaders "which one can't do without whether they are credible or not because they have legal authority." In most cases, she claimed, the barangay leaders proved to be complacent with their duties and she had to resort to other informal leaders to help her reach the people. Some of the reasons she cited for such complacency were: 1) three of the four barangay chairmen were employed somewhere else and thus had limited time for the project, and 2) they were not interested in attending meetings where persons or groups they do not exactly like were present. In any case, Mariano felt consolation in the fact that the barangay chairmen were outnumbered in the set-up of the new council by the ordinary residents.

Towards the end of 1977 the plan implementation stage of the upgrading program for Barrio Escopa got underway through the then newly-launched Zonal Improvement Program. For planners at the Quezon City Hall, the new program meant nothing but a plain change in name. However, the task appeared doubly hard for them. It had been almost three (3) years since the plans were formulated and it was hard to generate interest again among the same residents. Furthermore, Mariano resented the fact that while Barrio Escopa should command the full-time work of one CRIO officer to be able to relate well with the people, it was not a feasible set-up as there were only six (6) CRIO officers in the City Planning Office to attend to 30 blighted areas undergoing upgrading simultaneously.

Among the early plans which were implemented in the barrio were the construction of a health center and the installation of public faucets and water pipes. The work for these projects, however, coincided with the campaign period for the Interim Batasang Pambansa. Thus, it made things easier for the Barangay Development Council which was then entrusted with the task of mobilizing the residents for community assemblies. These assemblies were made colorful with the attendance of candidates from contending parties, eagerly smiling and shaking hands and making promises to the residents to win their votes. The interest of the people gained momentum at this particular period of plan-

ning, especially so when the First Lady herself came over and promised them the immediate improvement of the place.

After election, such zest subsided when they noticed that nothing much really happened. The residents interviewed claimed that the new water pipes installed in the community were without water and the health center was unmanned. These same residents also felt that these facilities were just political gimmicks.

In August 1978, the planners began work on the reblocking of areas. Concretely the tasks involved coming up with some fair estimates of lot allotment for each resident household covered by the census.* The re-alignment of the lots and how the present structure of houses would fit into this arrangement were to be decided by the occupants of the lots themselves. According to one planning officer from City Hall, this was possible only where there is concrete involvement of the residents in the program, outside of participation in the census-survey. The planners met the residents by blocks to discuss lot and structure arrangements. The physical planning sector then worked out the measurements to adjust the sizes of lots. They had to change over and over again to meet specifications by the residents, which did not prove to be an easy task. At this writing, the reblocking is still inching its way around in the area and had covered only one block in Barangay 1.

CASE STUDY 2: BAGONG BARRIO

Socio-Economic Profile and Physical Profile

The Bagong Barrio ZIP Project in Caloocan City is the biggest in Metro Manila in terms of land area. There are 10,900 households in Bagong Barrio Proper with a total population of 59,600. With the blighted areas surrounding

* As a matter of policy, the planners disallowed the entry of new residents to the area after the census. The policy though was not strictly enforced by the barangay leaders who were responsible for its implementation. To make things worse, Mariano claimed, they even aided illegal entrants to the place.

it, another 700 households are added to the total clientele of the Bagong Barrio project.

Bagong Barrio is located along four major roads in Caloocan City—Epifanio delos Santos Avenue (EDSA), North Diversion Road, MacArthur Highway and Quirino Avenue. It is bounded on the north by the Araneta University complex. The site is fairly large with 54.7 hectares. The North Diversion Road cuts the area into two parts—the west and the east sides. Entrance from the expressway is possible only from one direction. Access from other nearby roads is possible through Quirino Avenue.

The site is separated from EDSA and MacArthur Highway by industrial and residential areas. Access is through narrow roads which are 6 to 8 meters wide with little possibility of widening. It also has access to several commercial centers. Adjacent areas especially to the south towards EDSA and along MacArthur Highway are a poor mix of industrial and residential land uses. The site itself is a completely built-up area that is wholly residential in nature. There are some commercial and light industrial establishments along Malolos Avenue which serves as the community's main center.

As of the 1978 census, the target population is 59,636, number of households is 10,904 and average household size is 5.5. Some 73 per cent of the households are nuclear families which explains the relatively small household size. The age breakdown reveals 42 per cent of the population are below 15 years of age.

The number of housing structures within Bagong Barrio total 5,042. The ratio of households per structure is 2.16 meaning there are approximately 11.83 persons per structure. This is quite high in comparison with other ZIP areas. The average density is about 200 families or 1,088 persons per hectare. The structures in the area tend to be comparatively large so doubling up of households is quite high. Majority of the households, have been in the area for more than five years. The community is quite cohesive and the neighborhood is quite closely knit.

The main problem in Bagong Barrio is land tenure. The entire area is privately owned and there are about 19 claimants. It has never been established who the actual owners

are. Records show that after the second World War, migrants settled in the area. Since then more and more families have joined the original settlers. Of the 10,904 households 556 or 5.09 per cent are renting the structures in the area while only 657 or 5.97 per cent are owners of the structures they occupy. The rest are self-made structures.

Sources of water in the area are the deep wells while those of Barangay 143 and 144 are the MWSS pipelines. Powerlines in 1970 were from franchise holders and not all of the population availed of the service. In the latter part of 1977, powerlines from MERALCO have been installed as part of Mayor Fider's program to uplift conditions in the area.

Bagong Barrio has a well-defined grid pattern of road network that carries most of its traffic. Except for General Tinio Street and a portion of Reposo Street, all roads to Bagong Barrio are unpaved. Public transport is by jeepneys and tricycles. Malolos Avenue is the widest and most important road which also serves as the commercial center. It varies in width from 8 to 12 meters. In the western side, General Tinio serves as the access road to Bagong Barrio from EDSA. The main access road to Bagong Barrio from EDSA is General de Jesus Street.

At the time of the interviews (August-September, 1978), the roads including Malolos Avenue were impassable by car because of the big potholes created by rainwaters. Unlike Tondo Foreshore which is a huge squatter colony with no street pattern, Bagong Barrio has access routes which make it easier to plan (physically).

The Philippine Long Distance Telephone Company (PLDT) has installed telephone communication lines in Bagong Barrio. The lines cut across major roads especially Malolos Avenue. The PLDT plans to improve and widen its coverage as soon as implementation of ZIP starts.

There are about 30 civic organizations in Bagong Barrio, the objectives of which range from beautification campaigns to skills development. The most active organizations in the area: the Homeowners' Federation, Disaster Brigade, Kababaihang Barangay ng Kalookan and religious groups headed by the parish priest, Fr. Villanueva.

Community Participation in the Planning Process

On July 21, 1977, a memorandum of agreement between the local government of Caloocan and the National Housing Authority was signed to organize a project team that would undertake the planning of Bagong Barrio. The said project team would be under the direction of the Executive Assistant. A loan of ₱224,000 was released by the NHA for the salaries and other administrative expenses incurred for planning of the site.

The expected outputs of the ZIP team in Bagong Barrio are a conceptual framework plan which includes a situational analysis, identification of problems and issues, proposed strategies for development; formulation of planning standards; and a study of the need to expropriate additional land. The final output should show detailed feasibility studies and identification of project components which include detailed engineering or physical layout.

Thus, the project team would be manned by four (4) planners, a technical staff of fifteen (15) people, research staff and a drafting pool.

The plan, furthermore, should meet the following criteria:

1. social and political acceptability
2. economic and financial viability
3. technical or engineering feasibility
4. plan should result in economic, physical and social development of the people.

More specifically,

1. The plan should minimize dislocation of residents.
2. The plan should be affordable to project beneficiaries.
3. Planning should be done with maximum community participation and consultation.
4. Design standards should be flexible considering upgrading characteristics of the plan.
5. The plan should be flexible enough to absorb revisions of certain components.
6. The plan should be consistent with the 5-year and long-term upgrading program that the city is going to prepare.

In October 1977, Mayor Alejandro Fider and his staff organized a ZIP project team

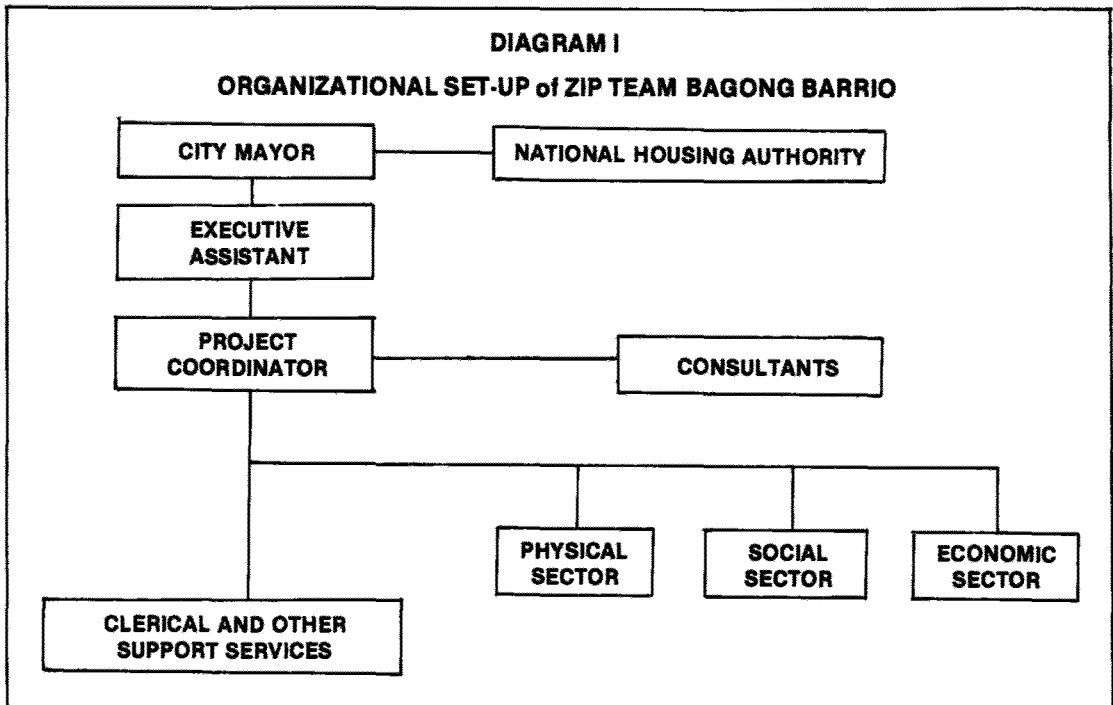
that should undertake the planning of Bagong Barrio. The team was given an office at the ground floor of the City Hall Building, Caloocan City. By October, the project team had a chief planner, Michael Molina, one engineer and an architect together with two (2) social workers and a clerical staff. Administratively, the ZIP team was under the Mayor's Office. However, there was full coordination with the National Housing Authority and Metropolitan Manila Commission.

The task of going through the previous plans of Bagong Barrio was one of the major activities of the project team. With this, the need to update data and prepare street maps became another major activity of the newly-organized team. The group agreed right from the very start that discussions with the people are important inputs in planning. The team (as related by M. Molina) believed that the people are in a best position to determine who could effectively work for the needs and interests of the community.

In November 1977, the staff met informally with the people through the barangay leaders and religious groups informing them about the project. This was the first attempt to consult with the people. Legal documents such as LOI 555 and Memorandum 6-77 were presented. The people's initial reactions were: "How much will it cost them if given such services?" "When will actual construction start?" "Is the ZIP project a political gimmick or one strategy for identifying who are for the government and who are against?" "Will my properties be expropriated?" "Will my house be demolished?"

Thus, the project team felt the need for a formal meeting with recognized leaders such as the parish priest. Some of the most respected organizations were the Homeowners' Federation and the Kababaihang Barangay ng Kalookan.

Bagong Barrio, as a community, is divided into factions and according to M. Molina, the coordinator of ZIP Bagong Barrio, the first challenge they encountered was to organize the first meeting with various groups. The objectives of these meetings were to inform the people about the project and to gain their confidence. The first meeting was more of an acquaintance party. The various groups were



represented in that first meeting. The second meeting was more formal. In this second meeting, the ZIP team informed the various leaders the need for census-tagging and the formation of the Caloocan Community Planning Council (CPC). The census-tagging survey includes the structure survey which records the conditions of the structure within Bagong Barrio. This reveals an actual field information on how many structures are the true project beneficiaries of the ZIP. This is quite important on the part of the ZIP project team. Structures that are not in the census-tagging sheet are automatically disqualified from ZIP benefits. The ZIP has a code of policies which states that "on any repair, remodelling or additional construction made on the existing structure, the owner should first seek the approval of the ZIP team in the Caloocan Municipal Hall."

Hence, there was a need for field surveyors to undertake the census survey which involved 10,000 households and 5,000 structures. The barangay captains stressed that barangays should undertake the tagging survey since they are quite familiar with the place, but the ZIP project teams knowing that barangay captains have biases and misled interests politely refused. On the part of the ZIP project team, this was a wise move but out of the

10 barangay captains interviewed, six remarked that the barangay captains should have been given the authority to make the census survey since they know the residents (at this part of the interview, various barangay captains related several incidents wherein outsiders or non-residents of Bagong Barrio hurriedly transferred to Bagong Barrio just to be included in the census-tagging. As a result, there was misrepresentation of true beneficiaries of the project. The census-tagging survey therefore had to be done all over again. Most of the barangay captains interviewed remarked that there was wastage of time and effort.

While the census-tagging was going on, the interviewers conducting the survey reported in their "daily report sheets" that some residents expressed varied reactions ranging from apprehension to impatience to cynism. Some tended to dismiss the project as another political gimmick since at the time of the survey the campaign for the Interim National Assembly elections was in full swing. Others would rather see projects being implemented rather than plans prepared. Still others were afraid they would be made to pay for the cost of the community facilities and improvements, and additional expense they could ill afford.

The residents of Bagong Barrio became more aware of the ZIP project during the census-tagging activity. The residents inquired if they were going to be relocated, or should their houses be demolished for road rights-of-way. A member of homeowners started to evict their tenants for fear that the houses would be awarded to said tenants. Tenants who wanted to avoid trouble conceded to the demands of homeowners. Other tenants who stayed were harassed by homeowners (stoning houses, blocking rights of way, black propaganda, etc.). Other strategies used by homeowners included not accepting the payment of tenants so they could have a reason for evicting them for non-payment; asking tenants to vacate the house temporarily because they were going to have the house repaired or members of their family were coming; increasing rentals; and threatening tenants with a case in court.

Shortly before the census-tagging, the Kababaihang Barangay ng Kalookan formed working blocks. There were mass meetings shortly before the census survey through these working blocks. The ZIP project team mobilized barangay leaders so that mass meetings were scheduled. The purposes of these meetings were to inform the people on the developments of the project and to explain the importance of structural survey. These meetings were scheduled every Monday, Wednesday and Saturday—from December 1977 to mid-February 1978. About 200 persons composing representatives from 34 barangays attended each meeting. Information brigades were organized for information dissemination and feedback taking. Census interviews included government employees on rural service assigned to Caloocan, employees of the City Hall, members of the KBK, architecture students and new hires.

The location and time of general assemblies were suggested by barangay captains concerned. The speakers included barangay captains, Michael Molina, Marissa Pablo, Myra Hechanova and other members of the ZIP team. As the meeting went on, the ZIP project team noticed that slowly, they were gaining the confidence of the people. Hence, the census-tagging and the structural map which showed the exact location of all structures found in the area together with its owners were completed.

At this point in time, the ZIP project team informed the barangay captains about the need for an *interim community planning council*. This council is supposed to consist of areal and sectoral representatives of the various barangays. Sectors included are the workers, unemployed, small businessmen, PTA, religious, youth, women, professionals, barangay leaders, zone chairmen, housing cooperatives, homeowners associations. Each member of the community planning council would organize and handle one working group to be composed of people from different sectors in the community. The members of the working group would in turn organize and handle one cell each, the composition of which is also sectoral. One of the most important functions of the CPC was to coordinate with the project team. When problems/decisions had to be resolved, the project team would consult the community planning council which in turn consulted the working groups. The working groups would then present the problem to the people explaining issues and their implications, gathering their reactions and suggestions. These reactions and suggestions would then be brought up after discussion through the same channel.

Selection of the Community Planning Council

The ideal procedure for selecting members of the community planning council is to have an election. It should be the residents who should know the people likely to represent their interests. Having elections however, was too much to think of at this point in time. Almost half of the barangay heads interviewed claimed that a CPC was not necessary. They felt that the functions of the CPC could be accomplished by barangay captains. The ZIP project team on the other hand claimed that the CPC was just an "interim" body. An election could be called by the people when there was a need for it. Barangay captains interviewed felt that the CPC should have been composed of barangay captains since they are the ones most knowledgeable about issues and problems in the area. The ZIP team, however, objected to this proposal stating that barangay captains may be appointed to the CPC but the organization should also be sectoral in composition. Hence, the members of the CPC were handpicked.

At this point in time (February-March) it was the height of IBP election campaigns. In order that the CPC would not be identified with the "Marcos Administration", "pro-LABAN" (opposition-leaning) sectoral leaders were appointed to the CPC. To facilitate information dissemination, 19 working groups under CPC were trained on how to explain concepts and plans to discussion groups. At this point, community participation was crucial because engineering and physical designs were the issues and there was a need to consult the people just where they wanted the community facilities be put up, how wide should the roads be, where they wanted the schools to be located.

The first meeting of the Community Planning Council was more of an "acquaintance and get-to-know you" affair. The second meeting was held and more serious matters were taken up such as the discussion and ratification of the Code of Policies whereby each section was thoroughly discussed by the project team and the 19 appointed members of the CPC. The need to approve the physical plans also was taken up—the project team stressed the need to acquire two blocks for community facilities. The project team presented four alternative schemes. The fourth scheme involved the use of a lot of two blocks situated in the boundary of Bagong Barrio for this purpose. The parish priest was in favor of this scheme because it meant less dislocation of families. The three other schemes involved massive relocation of families as the facilities (i.e., schools, clinics) had to be distributed accordingly among all barangays. It was the consensus of the CPC that the people be asked to choose among the four schemes by voting. Concept 4 (vacant lot alternative) got the overwhelming majority. Hence, the project team endorsed the concept to the community. All of the respondents in the interview revealed that they were asked to choose among the four concepts but respondents in Barangays 143 and 144 said they voted for Concept 1. Barangay situated in the center along Malolos Avenue related that they were for Concept 4 since their homes would be affected by road widening and construction of community facilities. Since the concentration of residents is along Malolos Avenue, Concept 4 was preferred in this area. In the

interviews, the respondents asked if Concept 4 really won and wondered what NHA was going to do about it. Some other questions were "Will NHA release the money for community facilities?" "Will we still be asked to transfer now that Concept 4 has been approved?" "When will the implementation start?" The project team made it a policy not to mention dates since the residents interpret statements literally and oftentimes they remember dates. Of those interviewed, about a half of them asked whether NHA was going to release the money for community facilities. This gesture indicates that the residents are well aware of the problem that the ZIP is supposed to solve. Michael Molina on the other hand assured them that the proposal can not be finalized yet and NHA was not definite in releasing additional loans for the expropriation of another two blocks. A decree has already been signed which expropriates the whole of Bagong Barrio.

On August 1, 1978, the ZIP Staff which was organized under the office of the Executive Assistant of the Mayor of Caloocan was "absorbed" by the National Housing Authority. Because of the administrative changes, the ZIP team is waiting for the NHA's approval of Concept 4 and release of funds. Meanwhile, the ZIP team, in coordination with the CPC and barangay leaders has been investigating various reports of local residents on illegal construction/remodelling/repair of structures not reported to the ZIP staff.

ANALYSIS

The experiences of Bagong Barrio and Barrio Escopa revealed varying degrees of citizen participation. Evidences from the two cases point to the fact that CP is generally a function of the local planners' willingness to allow the residents of these two communities to have a hand in the plan to "improve" their living conditions. But this participation hardly went beyond placation. For one thing, the basic decisions on the nature of ZIP as a program have been made in a prior planning process. Though participation through any other forms could influence to a certain degree the direction this program would finally assume, the fundamental purpose and administrative framework had already been established somewhere outside the project area. Hence, substantial involvement of the

poor could not be claimed. The slum improvement program of the government for which ZIP was a part, was launched via Presidential issuances which spelled out the problems for the squatters as basically poor housing conditions and unhealthy environment. The same directives set up mechanics of implementation to attack the problem as seen from the top, so to speak.

If the program missed out on the opportunity to involve the people in its problem determination stage, the next effort by the planners merely called for introducing the program to the residents. The "information caravan" gimmick to initially attract the residents of Barrio Escopa to the program was a glaring example. The incentives used to cajole the residents like little kids into attending the initial community assemblies was an admission of the unpopularity of government programs. The number of residents then who massed up for the program could be taken as an indicator of the strength of the program for they were there obviously for other reasons.

Although the meetings were limited to community leaders, the Bagong Barrio planning group employed a similar move of cajoling the residents by tendering an acquaintance party. These selected group meetings however, appeared to provide more ground for developing rapport between both camps—with the planners supposedly gaining the confidence of the residents after sometime. The planners likewise used the party to bring warring organizations to settle their conflicts. The true intentions of the planners were only divulged when this atmosphere was achieved. Such a neat programming of actions on the part of the Bagong Barrio planners may be partially explained by the fact that they were working only on one ZIP area as compared to the other group who were saddled with a bigger responsibility of handling 29 other areas. Nevertheless, the two groups took the most important first step toward legitimate citizen participation—that of informing the citizens about impending programs.

The census survey was conducted for both areas in general, to determine the problems of the residents. At the problem determination stage, no efforts were made to solicit

from the poor their specific perceptions of their needs via open discussion.

Ideally, the conduct of the census-survey would have been most effectively done by the community leaders themselves because they could easily spot illegal entries of residents wishing to partake of the promised awarding of lots in squatter areas. But the Bagong Barrio planners also acted wisely in stealing the scene from the unscrupulous barangay leaders who have aggravated the problem by smuggling in illegal residents of their own choice in the duration of the census.

The prepared plan was delivered to the residents of Barrio Escopa via the same method of community assemblies. Despite efforts to disseminate information about the meetings through notices, poor attendance and participation during discussion prevailed. Queries or opinions during open forums generally reflected the predisposition of the low-income groups to be overwhelmed by the concrete daily needs of their often crisis-ridden lives, thus failing to look at the plan from a community-wide perspective. Such reactions however, may be explained in terms of the fact that the residents were reacting only to the plan and in an individual capacity.

The lack of organization was very evident. The objections raised about the plan did not usually lead to the reconsideration of the entire plan but only resulted in mere modification of the original plans to meet the expressed objections to particular details.

While it was heartening to note that Bagong Barrio presented alternative plans to be voted upon by the people, the process merely exposed the technicians' choices to the review of the residents who at that point in time could only exercise a limited participation. The rejection of the other proposed plans represented a negative reaction to threats against immediate self-interest, such as the potential demolition of one's residence to make way for public facilities, rather than because the chosen alternative was really thought to be good in itself.

For another thing the presence of a legitimate organization determines to a great extent the degree of cohesiveness and strength of communities to press for their

priorities. In the beginning of plan preparation, poor organization life in both communities led to inability to influence the conditions in which they live.

The political organization of the barangay councils were found by some respondents of Barrio Escopa to be of questionable legitimacy. Pointing to the fact that these officials were put into power by other "means" outside of secret balloting, some residents expressed disbelief in their sincerity to represent them. The planners nevertheless begrudgingly worked with them being legal entities in the barangay with the aid of other leaders they found more reliable.

The barangay leaders served to encourage factionalism in the area when they refused to recognize organizations which outshone them in terms of achievements. Authoritarianism and self-interest were very evident in such acts as wiping out the legitimate organizations of the people.

The planner-sponsored Citizens' Committee became incapacitated because of such petty rivalries. But failure may likewise be attributed to the fact that these organizations were created by the planners and did not spring from the people's perceived need of their importance.

In Bagong Barrio, the barangay councils were also made to discharge some functions. But the planners took concrete actions to sidestep the barangay councils as in the refusal by the planners to allow them to handle the census survey. The creation of the Community Planning Council with areal and sectoral characteristics to mobilize the residents for the ZIP was likewise an indictment of the barangay councils. The original intention to exact from the barangays greater responsibilities in the implementation of priority programs such as this was not considered in view of the above arguments.

With an orientation directed at grassroots participation, the CPC gave voice to the people down to the block and neighborhood level. However, the 19 leaders appointed to the CPC were handpicked only by the planners. It may open doubt again as to its legitimacy as were the fate of the barangay councils.

The CPC and the newly created Barangay Development Council of Barrio Escopa to

replace the CC had ambiguously defined rights and responsibilities. While it is true that at one time the CPC did involve themselves in mobilizing the people to vote on a plan, generally the citizens could not participate beyond the extent the planners decided to placate them. The planners still called the shots in major decisions. The case of Barrio Escopa struck a sadder chord when even the planners admitted to really involving their people only at its implementation stage when so much of the plan had been laid down already. The most one could ask for in reblocking for example, was only a few meters increase or decrease in lot sizes.

CONCLUSIONS AND RECOMMENDATIONS

The politico-administrative framework in which planning operated clearly defined for the residents the opportunities for or constraints to participation. The ZIP was an output of an authoritarian political system which was highly centrist in approach and involved minimal participation of the people. The participative mechanisms specified the issues to be tackled as well as the means of tackling them. The residents did not have a say in questions such as for what then, and how they participated.

With the exception of the barangay councils, other community organizations in the area were formed into committees by the planners to facilitate acceptance of the plans. However, the representativeness of leaders chosen particularly in Bagong Barrio, appeared questionable on account of the selection process. More important however is the fact that those organizations did not originally spring from the people's perceived need of their importance. As mere creations of the planners, these organizations were not expected to equally share with the former their powers in decision-making. Though mitigated by certain political processes such as voting on proposed plans and decisions on reblocking, citizen participation was only exercised to the extent the planners decided to placate the people.

To the extent of the fact, however, that people should be given control and management of the built environment in which they live, citizen participation should be interpreted along a broader democratic framework. In forums for participation, the people should

be asked to make decisions as human beings who have something valid to say about how they would want planning for their community to proceed.

For this purpose, community planning councils should be democratically constituted. The building of such organization can be done only by the people themselves. Even the best non-resident community organizer and planner who has democratic convictions and practices can not build a citizens' organization to a complete structure. He can serve as a stimulus, a catalytic agent, and render invaluable services in the initial stages of organization. He can lead in the laying down of the foundations—but only the people and their own leaders can build their organizations.

Such internally organized groups can achieve for the citizens dominant decision-making authority over plans and programs.

They are able to negotiate through their leaders conditions under which "outsiders" may change them. True community participation means getting the people's views about their problems and building these into the planning process from the beginning, and constantly checking back with them to see if these were what they really had in mind. It would call for adequate representation of the citizens in planning boards for this purpose.

Citizen participation is the only guarantee that people will be willing to abide by the terms of today's social contract. Through citizen participation they can have sufficient faith in the system to feel that it is in their best interest to wait for the next round of meetings to press for still better terms within the framework of orderly dialogue and negotiations. Otherwise, the bargaining shifts to the streets. □

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Planning for Urban Development

Another batch of representatives of various planning offices in Metro Manila are here with us for four months to undergo training/workshops on "Planning for Urban Development." In line with the objective of the Institute to provide extension services in development planning, the course aims:

1. To introduce the theories and concepts of development and urbanization that are appropriate and effective to the planning of our urban development;
2. To provide the participants with a greater understanding of the social, economic, political and institutional context

wherein urban planning takes place; and

3. To develop further the ability of the participants to influence urban development in a desirable manner through wise planning decision.

The participants include: Luis T. Cruz, Maribelle J. Diaz, Marcus I. Fernando, Lilia T. Franco, Bernardo R. Laurena, Zoraida N. Medida, Claro S. Patag, Reynaldo B. Ramos, Edmundo A. Sadie, Ruben C. San Diego, Rogelio A. Sese, Nicandro J. Santiago, Gloria B. Tamayo and Myriam S. Tordesillas.

Back from Tanzania

Prof. Tito C. Fimalino is back from Tanzania as a member of a United Nations Team that assisted the Prime Minister's office of the said African Nation in the preparation

of Training programs designed to upgrade planning skills of planners and planning assistants at the district and regional levels.



Prof. Tito C. Fimalino, second from right, with Village Leaders interviewed for a study on community self-reliance.

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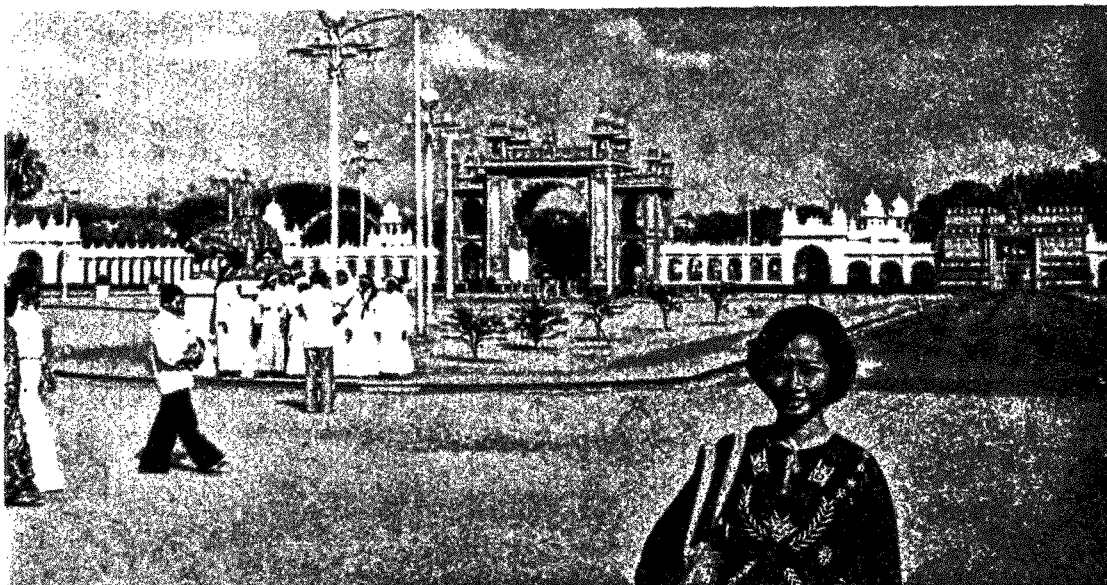
India Sojourn

Cynthia Alvarez, a Research Associate of the Institute of Environmental Planning, is back from University of Lucknow, India where she attended the "Second Programme for Overseas Administrators on Planning and Management of Urban Development."

The Course focused on problems related to the management of urban settlement and on the role of the administrators in solving those problem. The objectives were the

following: the development of management skills for the solution of multifarious urban problems; the imparting of knowledge in managerial techniques in planning, implementing, and evaluating urban development projects; and equipping the participant with skills in applying these techniques in their respective areas of operation.

She was away from January 12 to March 20, 1981.



Cynthia M. Alvarez in a field tour in connection with the "2nd Programme for Overseas Administrators on Planning and Management on Urban Development".

About the Contributors

HUMBERTO U. AMORANTO is concurrently Regional Executive Director of the National Economic and Development Authority Regional Office and Chairman of the Executive Committee of the Regional Development Council of the Southern Tagalog Region. In these two capacities, he has institutionalized the Planning Assistance Service to Rural Areas (PASTORA) Project in Southern Tagalog and initiated improvements in the planning and implementation of regional development investment programs. He has served as Executive Director of the City Planning Commission of Quezon City and Project Director of the Palawan Integrated Development Planning Project.

GERARDO S. CALABIA is Associate Professor of Urban and Regional Planning in the University of the Philippines, Institute of Environmental Planning. He previously published an article in the *Philippine Planning Journal* on the "Development of a Data Bank for Urban and Regional Planning in the Philippines" and co-authored with Asteya M. Santiago an article on the "Study of Growth Centers and Areas for Future Urban Expansion in Land Reform Areas." His present interests are in improving theories and methods in regional and subregional planning. He currently serves as Regional Housing Consultant to the National Economic and Development Authority, Regional Office of Southern Tagalog Region.

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TITO C. FIRMALINO is Associate Professor of Environmental Planning at the University of the Philippines. He holds two master's degrees: one in Public Administration from U.P. and the other in Community and Regional Planning from the University of British Columbia, Vancouver, Canada. He was recipient of the United Nations Fellowship Grant to study Metropolitan Regional Planning in six selected countries and the British Council Fellowship Grant to attend the Special Course in Urban Planning in the University College London. For a time, he was a member of a United Nations Team which assisted the Prime Minister's Office of Tanzania in the preparation of training programs designed to upgrade planning skills of planners and planning assistants at the district and regional levels.

He has written numerous articles in the fields of public administration and town and country planning.

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