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**SPATIAL EQUITY AND INTEGRATED NATIONAL
PHYSICAL PLANNING: KEY TO PHILIPPINE
REGIONAL AND NATIONAL DEVELOPMENT**

*by Manuel T. Navarro ***

INTRODUCTION:

Spatial equity or the reduction of spatial disparities in living levels has long been recognized as a key objective of both national and regional development planning in the Philippines. For the past one-and-a-half decades, attempts have been made to forge a link between physical and socioeconomic planning. In 1970, the Congress of the Philippines approved Joint Resolution No. 3 which provided for the adoption of a National Framework Plan that would translate the national government's policies on population distribution, land capability, urbanization, housing, transportation, industrial and natural resources management into spatial terms. This resolution, however, has remained as a mere guideline in development planning and the policies it enunciated are still waiting to be concretized. In the past, and even in its present form, national development planning has always been strongly oriented towards socioeconomic planning and consequently, the spatial dimension of the problem has been unwittingly ignored. Considerations given to the physical and landuse aspects almost seem perfunctory. A cursory review of the country's national development plans will, in fact, reveal that the physical dimension of planning in the Philippines has not been given the attention that it really deserves.

**I. THE FORMULATION OF A NATIONAL PHYSICAL FRAMEWORK
PLAN FOR THE PHILIPPINES: PAST AND PRESENT**

The 1975 National Physical Framework Plan:

The formulation of a National Physical Framework Plan for the Philippines started under a United Nations Development Programme (UNDP) assisted project which likewise involved the Department of Public Works, Transportation and Communication (DPWTC), the University of the Philippines Institute of Planning (UPIP), and the Presidential Advisory Council on Public Works and Community Development. While the national goals of the Four-Year Development Plan were considered in the formulation of the Framework Plan, the basic guidelines, however, were prepared with a twenty-five year perspective. Hence, most of the projections were unrealistically remote since they extended up to the year 2000. It is plain to see that this Framework Plan was already a

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deliberate attempt on the part of the government to integrate in a single grand design the elements of both socioeconomic and physical planning. Unfortunately, this Framework Plan remained in its theoretical form as a mere "project output" and apparently was never officially adopted by the Philippine Government. This can be traced to the fact that, prior to the completion of the Plan, the Task Force on Human Settlements was created in September 1973 under Executive Order No. 419 with the major function of formulating an overall framework plan for the nation, which was aimed at pinpointing areas for human settlement's projects. It can therefore be surmised, that the issuance of Executive Order No. 419 had precluded the efforts of the DPWTC and UPIP to come up with an official National Physical Framework Plan. This resulted in the non-adoption of the completed document.

The 1976 Framework Plan and the 1977 Pamayanang Filipino Integrated Plan

In September 1976, a framework plan for the Philippines was officially released just in time for the international conference on "The Survival of Human Kind: The Philippine Experiment" which was held in Manila. The Framework Plan was based on eighteen (18) technical reports. Each report dealt with an in-depth assessment of the performances, prospects and feasible development schemes of a particular sector.

On May 13, 1977, Presidential Decree No. 933 was signed, abolishing the Task Force on Human Settlements and creating the Human Settlements Commission. The Commission updated the Framework Plan of 1976 in a document entitled "Pamayanang Pilipino Integrated Plan". This was a twenty-three Year plan that will supposedly focus on physical planning goals, policies, and development strategies in order that these be translated into priority and critical areas of development. An interesting aspect of the Plan is the adoption of the "growth center strategy" which allocated infrastructures and services to settlements ranked according to their accessibility to the greatest number of people and their suitability for urban expansion. The Plan likewise underscored the requirement that the implementation of the land use strategy calls for the institution of development controls in the form of zoning, building and subdivision regulations plus financial or fiscal measures. However, the two plans never reached the implementation stage since a year later, another development plan was enacted.

The National Multi-Year Human Settlements Plan; 1978-2000

In June 1978, the Human Settlements Commission was given ministerial status under Presidential Decree No. 1396. Section 4 (d) of this Decree provides that one of the functions of the MHS is "to prepare and submit to the Board of the National Economic and Development Authority a National Multi-Year Human Settlements Plan which shall translate the Philippine Development Plan into spatial and temporal terms, based on the locational distribution of natural resource endowments, population, climate, and production capacity". Pursuant to this decree, the Ministry of Human Settlements formulated a National Multi-Year Human Settlements Plan covering a 23-year period, 1978-2000. This Multi-Year Plan considered the earlier Framework Plan for the Nation and the Pamayanang Pilipino Integrated Plan. Its approach is sectoral and included in its scope are mining, manufacturing, housing, health and forestry, and proposed landuses for the year 2000. A growth center strategy was adopted with the end in view of assessing the further growth of the largest city, and as a basis for a rational allocation of resources. A hierarchical structure of settlements was conceptualized with the regional and metropolitan centers occupying the top of the pyramid. Next in line are the major and minor urban centers, and lastly, the satellite municipalities serve as the smallest type of

settlement. All in all, the plan is a useful document particularly as a guide in the planning of human settlements.

The National Multi-Year Human Settlements: 1983-1987 and 2000

In October 1983, the MHS finalized a revised National Multi-Year Human Settlements Plan covering the period 1983-1987 and the year 2000. In contrast to the earlier Multi-Year Plan, this revised document is more explicit in stating that it is a physical framework that complements the country's socio-economic Philippine Development Plan. "A Physical Development Framework" prominently stands as a subtitle of the document.

It is interesting to note however, that while the earlier plan was sectoral in its approach, the revised version focused specifically on the provision of eleven (11) "basic needs of man". It is on this count that a divergence between the two plans in terms of content and preservation exists. The newer plan also dealt with the institution of livelihood programs. Unfortunately, the section on land use was not treated adequately compared to its counterpart in the earlier plan.

On the whole, the plan is quite comprehensive since it covered practically all the functions of government agencies. However, the attempt to translate the sector-oriented Development Plan into spatial and temporal terms through the "basic needs approach" suffered from a dilution of the spatial character of the Plan.

The National Physical Framework Plan: 1986-2000

On August 2, 1983, about three months prior to the completion of the revised National Multi-Year Human Settlements, Letter of Instruction (LOI) No. 1350 entitled Providing for the Institutional Framework for National Physical Planning was signed by the President. The LOI delineated the role of agencies in physical planning and created an inter-agency National Land Use Committee (NLUC) which was chaired by the National Economic and Development Authority (NEDA), with ten other agencies.

Section 3 of this LOI stated that NEDA shall be primarily responsible for physical planning both at the regional and national levels. MHS, on the other hand, shall be responsible for undertaking, through the MHS Regulatory Commission, general human settlements planning at the sub-national levels.

In keeping with the mandate of the aforementioned LOI, the National Land Use Committee mobilized its member-agencies to directly participate in the formulation of the National Physical Framework Plan. The preparation of the envisaged Plan necessitated a thorough review of the Philippine Development Plan: 1983-1987. The plan was completed at the end of 1985 but was not implemented in view of the February Revolution in 1986.

The Medium Term Philippine Development Plan: 1987-1992

On March 18, 1986, Memorandum Circular No. 4 was signed by the President which provides for the formulation of the Medium-Term Philippine Development Plan. The plan serves as the framework of development policy-making for 1987-1992.

Like the earlier development plans, the Medium-Term Plan is sectoral in its approach of addressing the structural problems of the economy. It includes a regional development framework based on the Regional Plans and Investment Programs of the Regional Development Councils.

The Plan quite predictably emphasizes the socioeconomic dimensions of development planning according to the "Policy Agenda of People Powered Development". Like the previous plans it failed to forge the link between physical and socioeconomic planning.

II. SPATIAL FRAMEWORK OF DEVELOPMENT PLANNING

In order to achieve efficiency and equitable regional integration of the physical and socioeconomic variables, a spatial development framework for measuring and evaluating spatial inequalities is necessary. This involves the comparative analysis of the existing structures and profiles of the various subsystems which constitute the whole social system. These include the demographic, sociocultural, economic, and environmental subsystems.

The Demographic Subsystem

This refers to the human population with regards to its size, structure, and distribution in space as well as the changes which take place in these aspects. The demographic subsystem is in many ways an influence on the well-being of the people living in a particular region. The problems of urban regions characterized by a very high population density, age of population, and migration are the most significant influences.

The Sociocultural Subsystem

The sociocultural subsystem can be defined as man in his behaviour of self-determination. Individual self-realization can be conceptualized according to the levels of needs, arranged in an order from lower needs to higher needs, as follows:

- physiological needs (hunger, thirst, shelter, etc.)
- safety needs (Security, Order, Stability, etc.)
- esteem needs (prestige, success, selfrespect, etc.)
- need for self-actualisation (independence, creativeness, etc.)

A lower need must first be adequately satisfied before the next higher need can fully emerge and enhance a person's development. The degree to which these needs are satisfied is generally denoted by the term "cultfare".

The Economic Subsystem

We should consider here the income generating factors in society. These may be classified into five categories. In the first category, are social security, transfer payments, pension plans and property incomes. The second, refers to the public sector and the level of government expenditures. The distribution of government spending is determined by both historical and institutional variables. In fact, it has become an important instrument in regional development. The third category is agriculture. The primary factors which determine the distribution of agricultural benefits include such necessary natural preconditions like soil quality, climate, etc. However, even if the favorable natural conditions are present, agriculture still has to compete with other economic activities like industry, traffic, etc. Next we have industrial activity. In order to determine which factors influence the regional differences in industrial location, some understanding of business firm behavior is needed. In a heterogeneous space maximum profit will vary according to location because both revenue and the cost functions also vary in response to differences in location. Because of existing spatial cost and revenue differences incentives inevitably arise putting pressure on firms to change location. Lastly, the fifth category is the service sector. It covers a conglomerate of economic activities like banking, insurance, medical and social care, education, etc. The rational locations of these activities are in general, dependent on the respective locations of these activities for which these services are intended for.

The Environmental Subsystem

This consists of the organic and inorganic world in which man lives and which he uses to satisfy his needs. In traditional economics, the ecological subsystem is treated as a datum because of the abundance of natural resources. In the 1960's much of this situation has changed not only because of the enormous expansion of world population and the economic expansion of highly developed nations but because of the imminent exhaustibility of the natural resource base. The environmental subsystem can therefore no longer be treated as exogeneous or existing outside the realm of orthodox development planning.

The Systematic Planning Process

The steps necessary for the formulation of a landuse plan according to the above framework are illustrated in Figure I. This methodology for landuse analysis basically involves resource assessment and the matching up of landuse potential and land requirements for development.

The first requirement for sound land use planning is the availability of adequate data. For instance, basic information on the following are needed in the formulation of the plan: environmental factors (topography, soils, climate, water resources, existing land use); agricultural aspects (cropping systems, soil crop relations, yield potential); geological aspect (basic geology and known areas of marketable mineral); social factors (land tenure, population growth in both rural and urban areas, existing social infrastructure); transport facilities (existing roads, railways, air transport and airports/landing strips, navigable rivers and seaports).

These basic data are evaluated in the next phase of the planning process. Evaluation involves determining the potential of lands for specific landuses. Some of the questions that must be addressed are as follows:

- What agricultural systems are best suited to the prevailing climatic, topographic and social conditions?
- What opportunities exist for agro-industries based on the suitable agricultural systems?
- What opportunities exist for mineral extraction?

This is achieved by combining the results of agricultural and other investigations with surveys of basic natural resources. For example, an area may be divided into agro-ecological zones each with each own range of agricultural systems best suited to its environmental conditions. The second step of the evaluation process is the qualitative land evaluation phase in which some social and economic factors are considered in conjunction with the technical aspects. The more important aspects of this stage include a review of current land use and the assessment of the availability of labour input and markets. The principles behind this type of land evaluation have been laid down in the "FAO Framework for Land Evaluation". Each unit of land, with its own set of physical and social conditions, must be carefully assessed based on its suitability for a wide range of land utilization types.

The final step entails the analysis of the various land opportunities and constraints for development which are then to be evaluated and plotted in maps. The final output is a landuse plan showing the proposed major types of landuses.

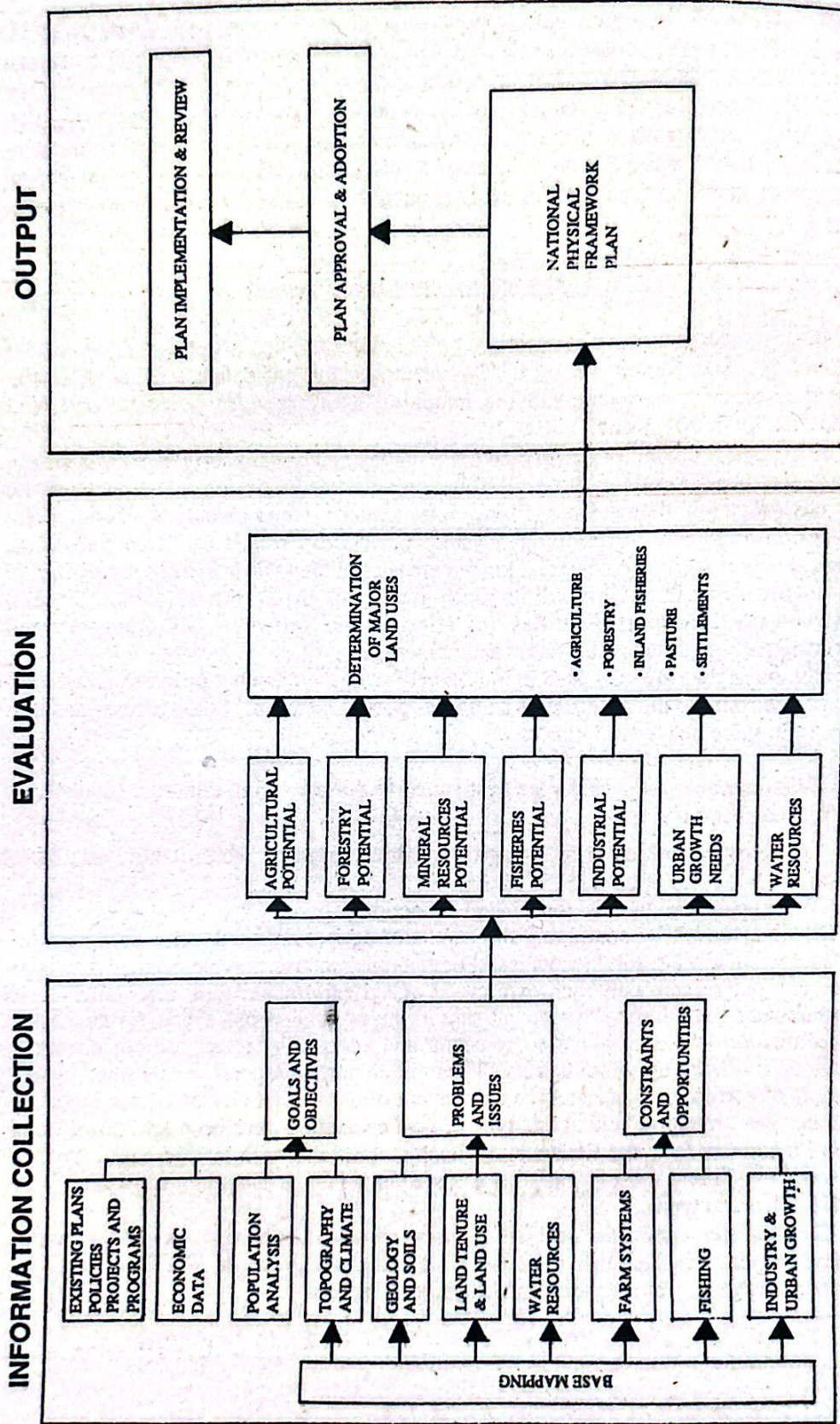


FIGURE 1. THE PLANNING PROCESS.

Policy Implications

To outline a policy framework for planned development, attention has to be focused on the decision-making process, for the quality and effectivity of any policy is largely dependent on it.

In the course of regional development, a crucial role is played by the regional policies pursued by governments with their consequences on the national level. Such policies continuously intervene in demographic, economic, sociocultural, and ecological processes. These interventions can be labeled as part of regional policy only if they form a set of actions which aim at conscious, consistent, and comprehensive guidance or control of society.

As to the process of decision-making, the following components must be well-defined:

1. Establishment of goals and of the social utility function pertaining to these goals.
2. Establishment of interrelations among physical and socioeconomic variables.
3. Preparation of a complete set of available alternative policies.
4. Preparation of a complete set of valid predictions of the costs and benefits of each alternative and calculation of the net benefit of each alternative.
5. Identification of the best alternative.

These components can be combined and arranged in different ways so that different kinds of decision-making models come into existence.

COUNTRYSIDE AGRI-BUSINESS

by *Paterno R. Santos* *

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Of important consideration in the management of farms is to ascertain the types of crops, cropping systems and farming practices of farmers. The economics of production is usually expressed in terms of yield and income to the farmer--the benefit cost ratio and/or economic index of development.

In marketing it is necessary to trace the structural, customary and geographic flow of the different crops in the area and whether they influence the livelihood of the farmer and his family. Such information as market prices, volume of trading, marketing cost (includes transport and handlings) and problems affecting both the farmers and traders are important. Likewise important considerations on support services and facilities to determine their distribution and capacities.

Pertinent information can be gathered by personal interviews with farmers, barangay (village) leaders and traders. Farmers in adjacent farms can likewise provide valuable information related to social-economics, farming methods/system and data on farm production and expenses while barangay officials can relate information pertaining to their barangays. Middlemen on the other hand can trace the flow of commodities from the farmer to traders to the end-market; who also serve as outlets and/or marketing channel for the different commodities.

THE FARMER AND HIS FAMILY

In the Philippines to date (June 1988) the land tenure still consist of share tenants, contract leaseholders, amortizing owners, and landowners. Some farmers may be recipient of Certificate of Land Transfer or leasehold contract but are still a minority in number. In some places as much as 38 percent of the farmers belong to some form of farmer organizations or cooperatives. Farmers join such organizations to learn modern farm management practices, to avail of the farm services of the government and to have access to government or the organization financing, and to obtain supply of farm inputs-

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6. High cost of farm inputs
7. Low prices of farm produce
8. Lack of transport facilities
9. None or poor irrigation system/facilities
10. Crop infestation of pests and diseases (high cost of sprays)
11. Drought and flood problems
12. Lack of employment opportunities
13. Lack of financing
14. Lack of post-harvest facilities
15. Poor sanitation and health services
16. Uncooperative/no available government workers (technicians)
17. Lack of food supplies
18. Lack/poor communication facilities
19. Low income

The barangay officials working together with the people can foster the spirit of unity and self-help for community improvement. The barangay councils can initiate a number of projects. To attain their goals and projects the barangay officials should meet regularly among themselves and with the people concerned in some common place as the barangay hall, a public building, a school house, etc. which is most convenient to the participants.

In every place in the country, quite a large variety of raw materials are available for community projects such as rattan, bamboos, nipa, abaca, nito, pandan leaves, wood/lumber, etc. which are among the most popular and readily available.

Likewise, the Philippines with its tropical climate is blessed with numerous delicious fruits, vegetables and other food crops which can be grown for family use and for a larger cooperate marketing which can be organized by the barangay council.

Another venture that the barangays can pursue or undertake are cottage industries, which sad to say are largely hampered by lack of good management and capital. Non-the-less, establishment of cottage industries should be seriously considered as it could open up tremendous trade opportunities properly manage and run, such as bamboo craft, rattan craft, mat weaving, etc.

It can be said that the strength and programs of the community are greatly influenced/dependent on the progressive activities of the barangays.

While the extension service program of the government had been effective in many areas, still the number of extension personnel to adequately serve the farmers is inadequate. Most technicians are deployed province-wide and giving emphasis to the priority programs of the government. The farm management system of tillage, operations, planting and choice of varieties planted largely influence farm productivity. Well managed farms result in attaining the desired (attainable) yields given the necessary support and appropriate management system.

As we have said, land tenure and market potential of the crop are factors that affect the cropping system. Careful study of the market potential avoids problem in disposing the farm produce. Most farmers now recognize the advantage of planting high yielding varieties, although some farmers still prefer to use the traditional varieties such as in rice because of their good eating qualities and aroma.

The yield of crops reflects productivity and is affected not only by type of soil, physiography and climate, but also by farm management system. Good rich soil and good/favorable climate in a particular area and time are mainly responsible for high crop production. While soil and its condition are within the farmers ability to manage, climate is something only God can control. Hence, we say, to have a good crop "Water the plant with your sweat and pray to God for good weather".

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COUNTRYSIDE AGRI-BUSINESS

by Paterno R. Santos *

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COUNTRYSIDE AGRI-BUSINESS

by Paterno R. Santos *

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COUNTRYSIDE AGRI-BUSINESS

by Paterno R. Santos *

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Pertinent information can be gathered by personal interviews with farmers, barangay (village) leaders and traders. Farmers in adjacent farms can likewise provide valuable information related to social-economics, farming methods/system and data on farm production and expenses while barangay officials can relate information pertaining to their barangays. Middlemen on the other hand can trace the flow of commodities from the farmer to traders to the end-market; who also serve as outlets and/or marketing channel for the different commodities.

THE FARMER AND HIS FAMILY

In the Philippines to date (June 1988) the land tenure still consist of share tenants, contract leaseholders, amortizing owners, and landowners. Some farmers may be recipient of Certificate of Land Transfer or leasehold contract but are still a minority in number. In some places as much as 38 percent of the farmers belong to some form of farmer organizations or cooperatives. Farmers join such organizations to learn modern farm management practices, to avail of the farm services of the government and to have access to government or the organization financing, and to obtain supply of farm inputs-

* The author holds the degrees of BSA, BSME, and MNSA and is the Vice President and Director, Philippine Geographical Society.

COUNTRYSIDE AGRI-BUSINESS

by Paterno R. Santos *

AGRO-SOCIO ECONOMICS

Development starts with people, their education, organization and discipline and not with goods. Economic and social development complement each other which takes into consideration the farmers hopes, aspirations, desires and problems. Human influence and attitude on land productivity is one guide to determine land suitability. The social conditions of farmers are likely to be common features and needs within a community or similar land units. The presence and extent of support services and facilities available are important considerations for purposes of planning and dealing with the Socio-Economic problems.

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